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DEVELOPMENT OF NATIONAL URBAN GROWTH  
AND RURAL DEVELOPMENT POLICY:  
LEGISLATIVE AND EXECUTIVE ACTIONS  
IN 1970 AND 1971

CONGRESSIONAL  
RESEARCH SERVICE

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DEVELOPMENT OF NATIONAL URBAN GROWTH AND RURAL DEVELOPMENT POLICY:  
LEGISLATIVE AND EXECUTIVE ACTIONS IN 1970 AND 1971

In 1970 Congress adopted two **landmark** declarations of domestic national policy. Title VII of the Housing and Urban Development Act of 1970 provided for an urban national growth policy to encourage the orderly development of our metropolitan areas and communities in predominantly rural areas. In a complementary action, Title IX of the Agriculture Act of 1970 committed the Congress to a sound balance between rural and urban America and declared that highest priority must be given to the revitalization of rural areas.

The 1970 Acts also require the executive branch to submit the reports on the further development of urban growth policy, the location of Federal facilities, acceleration of the availability of government services and financial assistance (among other subjects) in support of rural community development.

This report should assist in the evaluation of these submissions received from the President and executive departments and agencies. The report's basic purpose is to place individual legislative actions in the larger context of interrelated national urban and rural development objectives set forth by the Congress. The first session of the 92nd Congress adjourned in mid-December having prepared the way for active consideration of important and critical domestic legislation affecting urban and rural development in the second session.

This survey of Federal and State legislation in 1970 and Federal legislative and executive developments in 1971 may contribute to

legislative deliberations by attempting to provide a common framework and relating such separate but inextricably linked subjects as rural development, special revenue sharing, distribution of health manpower, the war on poverty, open housing, the regional implications of welfare reform, new communities, housing subsidy consolidation, coastal land management and departmental reorganization. The inclusion of an annotated summary of the literature of urban and rural development made available in 1971 is designed to contribute to **facilitating research** by persons concerned with finding new means to strengthen the economic and social health of all areas of the Nation, reducing the problems of our urban and rural communities, and pointing the way to a further examination of the problems and opportunities relating to sound urban and rural growth.

The basic content of this report consists of three major components. The first summarizes 1970 legislative developments at both the State and Federal levels of government concerning contributions being made toward the development of a balanced national growth policy for the United States. The second component describes the actions taken by Congressional committees and the Congress in the first session of the 92nd Congress (1971). Notice is taken with respect to the positions held on these legislative issues by major organizations and groups affected, and Presidential documents and other executive branch actions taking place in 1971 having significant implications for national urban and rural development policy. The final component is

a detailed annotated summary of the published literature of urban and rural development made available in 1971.

We live in an interdependent, highly specialized, urbanized society. The value of placing individual public policy actions in the larger context of a national urban growth policy was well stated by Patrick Moynihan:

...the federal establishment must develop a much heightened sensitivity to its "hidden" urban policies. There is hardly a department or agency of the national government whose programs do not in some way have important consequences for the life of cities, and those who live in them. Frequently--one is tempted to say normally! --the political appointees and career executives concerned do not see themselves as involved with, much less responsible for the urban consequences of their programs and policies. They are, to their minds, simply building highways, guaranteeing mortgages, advancing agriculture, or whatever. No one has made clear to them that they are simultaneously redistributing employment opportunities, segregating neighborhoods, or desegregating them, depopulating the countryside or filling up the slums, etc.--all these things as second- and third-order consequences of nominally unrelated programs. 1/

The basic inputs in this legislative issue tracking report are several in number. For 1970, significant new legislation affecting urban growth enacted by the Federal government and the States are cited and analyzed. Discussion is limited to legislation actually enacted, not merely proposed or passed by one house. Emphasis is placed on innovative legislation both Federal and States. A somewhat different approach is taken for the 1971 developments. State legislative developments, in 1971 are not available for analysis this early in the year.

At the Federal level, there is opportunity for enactment during the second session of legislation considered in the first session. Therefore the first and predominant source for 1971 developments is actions taken by Congressional committees and the Congress as a whole (legislation, studies initiated, oversight and investigation activities, etc.). Virtually all legislative proposals that have a potentially significant impact on urban development and have been reported out of committee in at least one house (in a limited number of cases, bills at the hearing stage) will be described.

A second major input is the positions taken on legislative issues (at hand or emerging) by major interest groups affected. Finally, appropriate notice is taken of significant Presidential documents, other executive branch actions, and additional public documents and recommendations having major implications for national urban policy.

The third major input consists of three appendices containing an annotated bibliography preceded by relevant excerpts from the Housing and Urban Development Act of 1970 and the Agricultural Act of 1970. The bibliography is divided into six sections which correspond to the subject breaks used in this report. In each section, monographic and periodical material are listed separately. The citations cover material issued in 1971 and were drawn from the SDI data bank maintained by the Library Services Division of the Congressional Research Service.

This review of selected 1970 Federal and State legislation and 1971 Federal Congressional and Executive branch developments and literature



uses the statutory declaration of a national urban growth policy as an organizing framework. In that Act, Congress declares that urban growth policy should contain eight complementary elements:

1. favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth;

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

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

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

5. develop means to encourage good housing for all Americans without regard to race or creed;

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

7. strengthen the capacity of general government institutions to contribute to balanced urban growth and stabilization; and

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

These components of an urban growth policy will be used to analyze and appraise what has happened in 1970 and 1971 to respond to urban growth needs and to identify emerging specific issues affecting their growth about to be dealt with in the legislative process.

Under the first element, encouraging wise and balanced use of physical and human resources on a metropolitan or urban regional basis, developments are covered in use of area-wide incentives and planning requirements contained in the President's transportation and manpower special revenue sharing proposals, funding of the 1970 mass transit legislation and proposals for new Federal responsibilities for urban public transportation, Administration recommendations for new community health care delivery systems, and metropolitan-wide approaches to elementary and secondary education.

The Section on legislation to foster economic strength of all parts of the United States and to reverse trends of migration which reinforce disparities among regions describes depressed area assistance, the new Senate Rural Development Subcommittee, rural development special revenue sharing, Executive Branch reports on rural development, rural development banks and credit, rural telephones, rural health manpower, and manpower and its distribution.

Under the general heading of treating comprehensively the problems of urban poverty are discussed: the war on poverty, access to housing, racial impact of low-income home ownership program, and the family assistance plan.

The Section on Federal activities to provide good homes for all Americans discusses housing subsidy consolidation and the investigation of low- and middle-income mortgage assistance.

Revitalizing existing communities and encouraging new community development deals with the Administration's special revenue sharing for community development, alternative proposals in the House and Senate for community development block grants and related reforms, new communities, and community development credit.

Progress in strengthening the capacity of general governmental institutions to manage the urban environment is documented by legislative action on planning and management, State land use planning, coastal land management, use of public land, revenue sharing, and departmental reorganization.

Several subject areas not typically associated with the process of urban development are covered in this legislative review. Reflecting the changing temper of the time and an increasing sensitivity to their impacts on urban growth, (as modified by a public policy lag inherent in a responsible and deliberative legislative process) are such newly emphasized subjects as the planning implications of grant consolidation, new private health care delivery systems, metropolitan education parks, a resurgence of concern for rural growth center development and its compatibility to urban growth policy, the availability of scarce professional health manpower in both rural areas and urban ghettos, the

effect of uniform welfare policies on rural-urban migration, the value of architectural and design counseling in slum areas, credit sources for both rural and urban development, strengthening State and local management capability, manpower for the public sector, and consolidation of Federally supported anti-poverty agencies at the neighborhood level.

The chronicle of urban problems to be addressed and re-addressed if a national urban growth policy is to be implemented is by now a familiar litany--poverty as a way of life for millions of Americans, decaying urban centers, inadequate housing, continued pollution of our environment, growing traffic congestion, intensifying economic and social polarization within our metropolitan areas, wider cleavages between metropolitan areas and poor rural counties, gaps in program and tax efforts between energetic and stand pat states--each continues to grow apace with urban growth itself.

Before beginning to identify the specific legislative and related executive branch developments it may be desirable to comment on what appears to be a pervasive attitude concerning the current national posture and performance regarding its urban growth responsibilities. There is a general dissatisfaction with current Federal practices expressed within the Congress, in the executive branch and among the major national organizations representing urban communities. While there is no consensus on how to move toward implementation of a national urban growth policy there is an expectation of major changes in Federal policy and practices to be made this year and next.

A July 1971 National Journal article captured the situation within the Congress:

Republican and Democratic policy makers are shedding old beliefs in a scramble to rebuild completely a \$2-billion-a-year package of programs to help the cities. ...Sweeping legislative and administrative reforms, all being developed by relatively independent clusters of politicians and technicians, are in the works. ...The new urban affairs catchword in Washington is "city strategy." It describes a new approach to the use of Federal dollars. The goal is to promote comprehensive urban planning in city halls, not in Washington. Working drafts of various legislative proposals make it clear who will win and who will lose with a new approach. The big winners will be the Nation's hard-pressed cities, which will get more money, and their mayors, who will get more power. The big losers will be the semi-autonomous agencies which have traditionally controlled urban aid programs--the public housing authorities, urban renewal agencies, water and sewer districts, transit authorities and others. .../Congressman/ Ashley said, "We helped lay the cornerstone for this new approach with our 'Urban Growth and New Community Development Act of 1970 (84 Stat. 1770),' when we said in our 'statement of findings and purposes' that our present processes of urban community development programs were wasteful and destructive and that our existing urban development programs were contributing to that waste and destruction. We never said that till last year." 2/

The Third Annual Report on National Housing Goals prepared by the Department of Housing and Urban Development and transmitted to the Congress by the President, while primarily directed to meeting the need for providing adequate shelter was relevant to the range of urban development problems. From the perspective of the executive branch several reasons were offered for increasing concern:

...These can be grouped into three broad but inter-related categories: cost, equity, and environment. ... It is vitally important that all concerned with meeting the Nation's housing needs begin focusing on these issues so that necessary reforms in basic policy can be identified, developed, and implemented as quickly as possible. 3/

In a move to strengthen the structure within which key urban policy discussions can be made, a Committee on National Growth Policy was appointed by the President, within the Domestic Council, chaired by the Secretary of HUD; other members include the Secretaries of Agriculture, Commerce, Labor and Transportation, the Chairman of the Council of Economic Advisors and the Director of the Office of Economic Opportunity.

A resolution on national urban growth policy adopted at the 1971 annual meeting of the U.S. Conference of Mayors reflected impatience with the lack of follow-through called for by the Executive on the statement of Congressional intent. In a mood of frustrated forbearance the Conference expressed its resistance to future piecemeal legislation.

...Whereas, the United States Conference of Mayors has strongly supported the development of a National Growth; and

Whereas, the Domestic Affairs Council has, unfortunately, failed to demonstrate a sense of urgency in complying with Congress' mandate; and

...Whereas, such legislation tends to perpetuate the patchwork character already widespread among Federal programs and the irrelevant criteria based upon distinctions of size and proximity to metropolitan areas.

Now, therefore, be it resolved that the United States Conference of Mayors calls upon the President and the Domestic Council to begin immediately to develop recommendations for a National Growth Policy; and

...Be it further resolved that the Conference urges Congress to consider all legislative proposals involving national growth questions in light of the objective of Title VII of the Housing and Urban Development Act of 1970; and that Congress refrain from enacting piecemeal growth legislation until the Administration has submitted its report. 4/

The National Governors' Conference, at their annual meeting was more forebearing, but also more prolific. Resolutions were passed urging the adoption of no less than six national policies dealing with balanced national growth: a comprehensive national community development policy, a national population growth and distribution policy, a new communities development policy, a national economic development policy, a national agricultural development policy, and a national land development policy.<sup>5/</sup>

The year saw creation of two new interest groups representing local elected officials, offshoots of existing Washington-based organizations. A keen observer of the Washington scene, William Lilly found that in 1971, "The mayors have had considerable success with their own 17-member U.S. Conference of Mayors Legislative Action Committee which New York's Mayor Lindsay organized in December 1970. At the July annual convention of the National Association of Counties, a counter part NACO Council of Elected County Executives was passed. The group aimed at being a 'suburban action' lobbying force and was made up initially of 'mayors' of 24 large and growing suburban counties."<sup>6/</sup>

#### Urban Growth Legislation

A number of significant legislative actions and proposals affecting key elements of the national urban growth policy were passed by one or both houses in 1971 during the first session of the 92nd Congress. Those cited here are described in more detail below:

- (1) P.L. 92-12 establishes a Rural Telephone Bank for the purpose of supplying additional capital for the rural telephone program.
- (2) The Emergency Employment Act of 1971 (P.L. 92-54) will assist State and local governments meet public sector manpower shortages by providing staff needed for public services during times of high unemployment.
- (3) P.L. 92-65 provides a \$4 billion extension of the existing Public Works and Economic Development and Appalachian Regional Development Acts, extending coverage to new redevelopment and special impact areas.
- (4) The Consolidated Farmers Home Administration Act of 1971, P.L. 92-133 made permanent and expanded the volume of loans to be made for rural water and sewer and development purposes.
- (5) The Comprehensive Health Manpower Training Act of 1971, (P.L. 92-157), which was signed by the President on November 18, 1971, includes incentives directed toward improving the availability of health personnel in rural and ghetto areas.
- (6) The Farm Credit Act (P.L. 92-181), which was signed by the President on December 10, 1971, provides for an updating and moderate expansion of the cooperative farm credit system which provides approximately 20 percent of the credit used by farmers.
- (7) Early in the session, a new Subcommittee on Rural Development was created within the Senate Committee on Agriculture and Forestry. The primary focus of this subcommittee is the utilization of the Nation's countryside and smaller towns.
- (8) The Emergency School Aid and Quality Education Act of 1971 (S. 1557), which has been passed by the Senate, provides metropolitan areawide mechanisms and incentives to meet the special needs of schools changing from a dual to a unitary school system.



- (9) The Social Security Amendments of 1971 (H.R. 1), providing more uniform welfare benefits and eligibility, has been passed by the House.
- (10) The House and Senate have passed bills to establish a congressional joint committee on the environment (S.J. Res. 17, H.J. Res. 3).
- (11) S.J. Res. 52 to increase the authorization for comprehensive planning grants under the Housing Act of 1954 and to increase the authorization for open space land grants under the Housing Act of 1961 has been passed by the Senate.

## PART I

### Effective Use of Resources in Urban Regions

Cities have pretty much given way to metropolitan areas as the centers of American life. The first of the components of a national urban growth policy calls for sounder, orderly and more balanced patterns of development within our metropolitan regions and those smaller urban places with the potential for accelerated growth to metropolitan scale and size. Local governments share many federally supported facilities that cut across local (and frequently, state) boundaries such as highway and water and sewer systems, and many other facilities that serve large segments of the metropolitan population, such as airports and hospital centers. These forms of interaction, together with the metropolitan character of housing and employment markets, create a common area of interest. The policies of any one community typically have considerable impact in other parts of the metropolitan area. Increasing attention

is being paid to the interrelationship of housing, jobs and transportation within an urban area, and across jurisdictional boundaries. In at least seven major urban legislative areas: transportation, solid waste disposal, crime control, revenue sharing, manpower, improved delivery of health services, and in amendments to the Elementary and Secondary Education Act there was significant Federal action supporting creation of comprehensive regional or areawide mechanisms.

#### 1970 Developments

##### Highways and Mass Transportation

The Federal Aid Highway Act of 1970<sup>7/</sup> extends construction authority for the Interstate Highway System through 1976, and increases the total authorization for the Interstate program by almost \$10 billion.

A number of significant provisions transfer the emphasis of Federal highway policy from an interstate system to an urban one. A new Federal-aid urban system has been established, for urban areas of 50,000 population or more. The urban system is designed to facilitate the flow of traffic in urban areas and serve the goals and objectives of the community. It will further implement the continuing comprehensive transportation planning process already required by having routes on the federal-aid urban system selected by local public officials subject to the approval of the State and the Secretary of Transportation. The public hearing process has been strengthened. Now, the two-hearing procedure, established by regulation after enactment of the Federal-Aid

Highway Act of 1968, is, in effect, the law. An additional hearing is required on urban plans to afford citizens the opportunity to present their views on which transportation systems would best serve their needs. Responsibility for conducting the hearings rests with State and local officials designated by the governor or the duly constituted State authority.

The Act funds the highway beautification program for three years and creates an eleven-member commission to report to Congress on control and funding of highway beautification projects; provides for construction of preferential bus lanes, highway traffic control devices, bus passenger loading areas, and fringe and corridor parking facilities out of the trust fund; directs the Transportation Secretary to submit guidelines to Congress by July 1, 1972, to minimize adverse social, economic, and environmental effects of proposed federal-aid highway projects. The guidelines would become mandatory regulations in two years.

The Urban Mass Transportation Assistance Act of 1970<sup>8/</sup> provides for a substantially increased Federal commitment of \$10 billion over a twelve-year period for urban mass transportation programs. The Act gradually increases authorizations up to a limit of \$3.1 billion after fiscal year 1975, and authorizes a new program of eighteen-year loans to States and local public bodies for acquisition of real property to be used as rights-of-way, station sites, and related purposes expected to be needed and used for urban mass transportation purposes within a ten-year period. The comprehensive planning agency of the affected

community must be provided with a copy of the loan application. Before taking final action on the application, the Secretary of Transportation must consider, within thirty days, any comments made by the planning agency. Similarly, in any State in which statewide comprehensive transportation planning is being carried on, copies of applications for loans and grants must be submitted to the governor. Before taking final action on applications, the Secretary must consider, within thirty days, any comments made by the governor. This long-term program of Federal financial assistance, combined with new advance contract authority should provide greater assurance of continuing Federal assistance while anticipating future urban mass transportation needs and providing time for necessary planning, decision-making, and financing arrangements.

#### State Action on Urban Transportation

The States in 1970 continued to give significant assistance to such key regional facility areas as transportation, water and air pollution, waste disposal, water supply, and open space recreation. Paralleling the major assistance authorized by the 1970 Federal Highway and Mass Transportation Acts, many States took especially noteworthy action to strengthen organizational and financial machinery to play a positive role in urban transportation.

Departments of transportation are rapidly becoming the administrative mechanisms to provide comprehensive transportation policies and services at the State level, with such departments now established in

in thirteen States. During 1970, Maryland,<sup>9/</sup> Pennsylvania,<sup>10/</sup> and Rhode Island,<sup>11/</sup> enacted legislation to create departments of transportation. Delaware<sup>12/</sup> combined the State Highway Department and a newly created DOT into a consolidated Department of Highways and Transportation. Each of the State transportation departments is headed by a single executive responsible to the governor, replacing the State highway department pattern of control by staggered term commissions.

Maryland became the first State to establish a comprehensive transportation trust fund. This fund will be supported by revenues from highway user taxes and charges, motor vehicle fees, a portion of the corporate income tax, and aviation fuel taxes and will be utilized to finance highways, ports, airports, and mass transit.<sup>13/</sup> The Pennsylvania legislature provided for a State Transportation Assistance Authority empowered to sell up to \$30 million in bonds to finance mass transit programs.<sup>14/</sup>

In 1970, in Kentucky, Tennessee, Virginia, New York, California, Arizona, and Colorado, authority was granted any county or municipality, or any combination of contiguous counties or municipalities, to create urban mass transportation agencies. The Kentucky Transit Authority Act covers both single governmental unit transit authorities and regional transit authorities whose purpose is the development and management of mass transit systems. Multi-county levee districts may also now be established.<sup>15/</sup> In addition, Ohio authorized transit authorities to include land, water, and air transportation.

Passenger Railroads

The Rail Passenger Service Act of 1970<sup>16/</sup> creates a National Railroad Passenger Corporation to provide intercity rail service. It is to be a semi-public, profitmaking corporation. The Act authorizes the corporation to contract for the operation of intercity passenger trains: \$340 million is authorized for Federal grants and loan guarantees to finance the program. The basic purpose is to prevent the complete abandonment of intercity rail passenger service and to preserve a minimum of such service along specific corridors. The corporation will probably revitalize rail passenger service in the expectation that rendering this service, at least in certain corridors, can be made a profitable commercial undertaking. The Secretary of Transportation has since issued, as directed by the Act, a preliminary report recommending a basic national rail passenger system, including points to be served and identifying the basic service characteristics of such a service.

Airways Planning and Development

The Airport and Airways Development Act of 1970<sup>17/</sup> authorizes a new long-range program of expansion and improvement for aviation facilities. Revenues from user charges will be paid into a trust fund similar to the existing Highway Trust Fund. It requires the Secretary of Transportation to recommend to the Congress a national transportation policy within one year, taking into consideration the coordinated development of all modes of transportation as well as the coordination of recommendations for airport and airway development and a national transportation

system. In the interests of environmental protection, the Secretary is prohibited from approving any airport project application unless the governor of the State in which the project would be located certifies in writing reasonable assurance that the project would comply with air and water quality standards.

Grants are available to planning agencies for airport system planning and public agencies for airport master planning. The funds for the planning grant program cannot exceed \$15 million annually, and no grant may exceed two-thirds of the cost incurred in the accomplishment of the project. Any State or political subdivision of a State (and not just State aeronautical agencies) which is authorized by law to engage in airport system planning, may be eligible to receive planning grants for airport system planning. The Secretary of Transportation and the Secretary of Housing and Urban Development are directed to develop jointly procedures to coordinate and to prevent duplication of their respective planning assistance activities.

#### Health and Facilities Planning

Congress, in amending and extending the Hill-Burton Medical Facilities Act,<sup>18/</sup> provided for local planning review before the Surgeon General approves an application for any project grant. An opportunity must be provided for consideration of the project by the areawide health planning agency or organization that has developed the comprehensive regional or other local area health plan (authorized

by the Comprehensive Health Planning and Public Health Service Act Amendments of 1966). If there is no such organization or agency, the State health planning agency must have an opportunity to consider the project application. The Public Health Service Act has been amended so that areawide health planning agencies must include appropriate representation of the interests of hospitals and other health care facilities, physicians serving the area, and the general public. At the State level, authorization for contiguous municipalities to create consolidated local health districts has been approved by the New Jersey Legislature. The Act further authorizes two or more municipalities to form operational regional health commissions.<sup>19/</sup>

The Emergency Community Facilities Act of 1970<sup>20/</sup> reenacted the Department of Housing and Urban Development's water and sewer grant program. In doing so, it extended again for one year (until October 1, 1971) the time within which a community may qualify for a basic water and sewer facilities grant even if its program for an areawide system, though under preparation, has not been completed.

#### Solid Waste Planning

The Resource Recovery Act of 1970<sup>21/</sup> significantly expands support for development of new technologies for solid waste disposal and for State and municipal disposal programs. These objectives are to be achieved through (1) studies, investigation, and demonstration projects conducted by the Secretary of HEW, and (2) construction grants to States



and municipalities as well as areawide agencies to contribute to the financing of pilot facilities utilizing new and improved technologies. The construction of such facilities must be part of a State or interstate plan which sets forth a comprehensive plan for solid waste disposal in the area.

The Act authorizes two-thirds planning grants (with incentives for an areawide approach) to State, interstate, municipal, and intermunicipal agencies as well as to metropolitan, regional, or district councils of government, and 50 percent grants for overseeing the implementation, enforcement, and modification of such plans. Planning grants are to be available for (1) making surveys of solid waste disposal practices and problems within the jurisdictional areas of such agencies and (2) developing solid waste disposal plans as part of regional environmental protection systems for such areas, including planning for the reuse, as appropriate, of solid waste disposal areas and studies of the effect and relationship of solid waste disposal practices on areas adjacent to disposal sites. To qualify for planning grants, an applicant must designate a single planning agency and indicate what provisions will be made for consideration of such "public health" factors as population growth, urban and metropolitan development, land use planning, water and air pollution control, and the feasibility of regional disposal programs.

The Act also provides that the Secretary shall submit to Congress no later than two years after the date of enactment a comprehensive

report and plan for the creation of a system of national disposal sites for the storage and disposal of hazardous wastes and the establishment of a commission to develop a national materials policy.

### Safe Streets Planning

The 1970 Omnibus Crime Control and Safe Streets Act Amendments,<sup>22/</sup> in extending and expanding the Law Enforcement Assistance Administration's grant programs, made several modifications in planning arrangements. Now State law enforcement planning agencies and any regional planning units within the State must, within their respective jurisdictions, be representative of law enforcement agencies, units of local government, and public agencies maintaining programs to reduce and control crime. Existing requirements that each State planning agency make at least 40 percent of Federal planning funds available to local units of government are modified by authorizing LEAA to waive this "pass-through" requirement if a 40 percent transfer of planning funds to local units would not be appropriate in view of the respective law enforcement responsibilities of the State and its local units, or if it would not contribute to effective, comprehensive statewide law enforcement planning. Finally, the Act authorizes grants for the establishment of Criminal Justice Coordinating Councils for local governments. It limits such authority for local planning councils to local units or combinations having a population of 250,000 or more. Establishment of councils for smaller population areas was believed to be a needless proliferation of the planning function.

1971 DevelopmentsSpecial Revenue Sharing--Planning Considerations<sup>23/</sup>

In any of the six special revenue sharing proposals introduced in the 92nd Congress, there is no statutory linkage or uniform approach regarding the planning features to a national urban growth policy or to consistent regional growth policies. Nor do they overcome the present fragmentation of planning assistance programs at the Federal level or make any reference to the role of the Domestic Affairs Council as it relates to the coordination of Federal programs and the development of a national urban growth policy. On the positive side all of the special revenue sharing measures except education would furnish more support for areawide planning by encouraging planning by combinations of units of general local government. Two of the legislative plans, transportation and manpower provide specific financial incentives to areawide approaches.

Transportation

Sec. 6(c) of the transportation revenue sharing proposal (S. 1693) would permit the Secretary to make funds, up to 10 percent not otherwise statutorily appropriated, available at his discretion. This discretion is, however, guided by "areawide stimulator and sweetener" language which provides that the Secretary shall make additional commitments to a consortium of governments equal to 10 percent of the shared revenue received by such consortium through State apportionment. This areawide

provision is designed to encourage State governments to "pick up the reins" of areawide planning and development through positive action that can result in the flow of greater dollar resources from the Federal level down through the State to local governments on an area-wide basis. It is significant that the term "consortium of governments" is defined in the Bill as:

...any association which is (i) formed by general purpose governments located within a metropolitan area the combined population of which constitutes at least 75% of the total population of the metropolitan area, and (ii) recognized by the Secretary, with the concurrence of the Governor of the applicable State, as an appropriate entity to act for the metropolitan area for the purposes of this Act, except that if any portion of the population comprising the 75% minimum population set forth in clause (i) is located in more than one State, the concurrence of the Governor of each such State shall be necessary.

Sec. 6(c) specifically directs the Secretary to:

...give priority to assisting recipients in developing and implementing comprehensive transportation plans, establishing consortia of governments in metropolitan areas having powers to implement comprehensive transportation plans for the various jurisdictions comprising the consortia.

The transportation proposal also requires some form of new planning effort on the part of local governments. Prior to the receipt of transportation special revenue, commencing with fiscal year 1973, each recipient unit of local general purpose government expecting to receive grants is to publish and make available to the Secretary, the Governor and the appropriate planning board a "general local government development plan" which shall outline the transportation objectives and projected uses of shared revenue.

Manpower Consolidation

The manpower special revenue sharing proposal (H.R. 6181, S. 1243) authorizes the Secretary of Labor to distribute shared revenues among:

...standard metropolitan statistical areas in which no single unit of government is eligible but where local units of general government with a combined population which constitutes at least 75% of the total SMSA population form a consortium.

Sec. 102(b) provides that funds distributed to manpower consortia

...which constitute a defined labor market area shall be an amount 10% greater than that to which such jurisdiction would be entitled under the formula provided in this subsection.

The law enforcement proposal (H.R. 5408, S. 1087) encourages area-wide efforts by calling for the amendment of the 1968 parent act to include provision for:

...effective utilization of existing facilities and permits and encourages units of general local government to combine or provide for cooperative arrangements with respect to services, facilities, and equipment. ...

The Advisory Commission on Intergovernmental Relations, in a useful appraisal of the special revenue sharing proposals, summarized the provisions relating to planning by individual cities and counties: only the Urban Community Development proposal would make available dollar incentives for these jurisdictions to prepare plans, although in all but the Rural Community Development bill they are encouraged to do so. In the Transportation, Urban Community Development, and Manpower areas, local planning would not only be encouraged but would be required. Submission of a general local government development plan or a statement

of program objectives and projected uses of shared revenues, including treatment of local-areawide and local-State interrelationships, would be a necessary condition for receiving Federal funds. Although these local plans and program statements would not be subject to approval by the Federal agency head, governor, or areawide planning district administrator, their submission and publication still would serve to enhance public accountability and facilitate interlevel and interagency planning coordination.<sup>24/</sup>

#### Health Services and Waste Treatment Programs

The President in his February, 1971 message to the Congress relative to building a national health strategy and subsequently by the introduction of implementing legislation (H.R. 5614, H.R. 5615, S. 1182) recommended providing medical care that would have a significant impact on the provision of such services in both urban areas and rural districts. The new proposed machinery is termed "Health Maintenance Organization" or "HMO's." In the words of the President these have two essential characteristics:

...It brings together a comprehensive range of medical services in a single organization so that a patient is assured of convenient access to all of them. And it provides needed services for a fixed contract fee which is paid in advance by all subscribers.

Other barriers to the development of HMO's include archaic laws in 22 States. The Federal Government will facilitate the development of HMO's in all States by entering into contracts with them to provide service to Medicare recipients and other Federal beneficiaries who elect such programs.<sup>25/</sup>

Incentive grants to accelerate new HMO's include a \$23 million program of planning grants to aid potential sponsors and a program of loan guarantees to help sponsors raise the necessary capital facilities and initial operating costs to encourage HMO's in medically scarce areas, both inner city neighborhoods and rural counties. A direct \$22 million grant and loan program is proposed to offset the deficits until enrollment is achieved which allows them to pay their own way in such scarcity areas.

Hearings have now been held on two sets of Administration proposals to accelerate the construction of waste treatment works. S. 2770 passed in lieu of S. 1013 by the Senate in November would change the present allocation to more closely reflect the seriousness of an area's water pollution problem. The Environmental Financing Act of 1971 (S. 1015, H.R. 5970) would establish an Environmental Authority to insure that inability to borrow funds on reasonable terms does not prevent any State or local public body from carrying out a waste treatment works project.

#### Metropolitan School Education

The Emergency School Aid and Quality Integrated Education Act of 1971 (S. 1557) which was passed by the Senate in April and had hearings in the House in July provides financial assistance to meet special needs of schools changing from a dual to a unitary school system. The Bill recognizes that areawide cooperation is frequently necessary for effective integration efforts where urban school districts containing large

numbers and proportions of minority group children are surrounded by suburban districts containing few such children.

Among the innovative approaches in the proposed Act are several specifically designed to utilize metropolitan areawide mechanisms. To reduce the educational disadvantages of minority group isolation, fifteen percent of the appropriated funds is reserved for metropolitan area interdistrict programs including: (1) grants to metropolitan area school districts for the joint development of plans to change from a dual to a unitary system; and (2) funds for suburban school districts with low concentration of minority group students to establish, through cooperation with urban school districts, integrated schools with student bodies of which a substantial proportion are children from educationally advantaged backgrounds and which contain a proportion of minority group students equal to one-half the proportion of minority group students in the Standard Metropolitan Statistical Area.

The Bill also authorizes the Commissioner of Education to pay all or part of the cost of planning and constructing at least two integrated education parks. The Senate Committee reported that testimony received indicated that the education park is among the most encouraging strategies for the long-term improvement of urban education. An education park consists of a school, or cluster of schools located on a common site, within a Standard Metropolitan Statistical Area, of sufficient size to achieve maximum economy of scale consistent with sound educational practice, providing the full range of preschool elementary and



secondary education. The Committee concluded, however, that without Federal support for construction costs, school districts are unable to undertake this promising concept.<sup>26/</sup> The House, on November, refused to suspend its rules and pass a related bill, H.R. 2266, to authorize \$1.5 billion in aid to desegregating school districts.

## PART II

### Urban-Rural Balance and Economic Growth

There is increasing public debate over projected patterns of urban development. Current trends are marked by disorderly urban sprawl in our larger metropolitan regions and a gradual depopulation in the non-metropolitan parts of the country. Is it possible and is it desirable to achieve a more balanced urban growth which provides realistic choices for people, avoids deterioration of the urban environment, and makes use of the resources of smaller cities and growth centers? Is it desirable to try to decelerate current migration patterns to achieve greater urban-rural balance? The 1970 Agriculture Act declared that highest priority be given in all programs of the Federal Government to the revitalization of rural areas as an integral component of a national policy of balanced growth. The long-term national debate on this fundamental component of an urban growth policy is now underway.

While the overall percentages of regional population shift were small, significant flows of population impacting on central cities,

metropolitan fringes, and smaller urban places did mark the decade. Some new patterns emerged from early Census Bureau reports on the 1970 census. The South registered a gain through in-migration of about 400 thousand new residents during 1960-70--the first such increase in many decades. The increase resulted from a net gain of about 1.8 million whites through in-migration balanced against a net loss of about 1.4 million blacks. During 1960-70, blacks continued to leave the South in about the same numbers (but at a somewhat reduced rate) as in the two preceding decades, in each of which the loss of blacks was about one and one-half million. The 1960-70 estimates show that large out-migrations of whites from New York and five east north central States (Ohio, Indiana, Illinois, Michigan, and Wisconsin), were countered somewhat by large immigrations of blacks. New York, for example, showed a net loss of more than a half million whites through out-migration while gaining nearly 400,000 blacks via in-migration.<sup>27/</sup>

Although the possibilities are virtually infinite, there are essentially two basic public options dealing with methods for meeting the needs of urban growth. The first is concentrating attention on improved quality of suburban growth, new town development and redevelopment within the metropolitan region to absorb the new growth; an approach that will be dealt with below under the heading "renewing old communities and creating new communities." Here we will identify the large range of activities under way to have the Nation move in the direction of supporting the development of smaller urban centers rather than existing large metropolitan areas.

1970 DevelopmentsA National Urban Growth Policy

Hesitancy on the proper course of action characterized the 1970 national legislative scene. The most important determinant of where people live is economic opportunity--jobs. The Public Works and Economic Development Act is the most specific Federal grant and loan program aimed at redressing unemployment in depressed and less developed areas. The Act was due to expire in 1970 and Congress, in accordance with executive branch recommendations, agreed to a simple extension of the existing program pending further study and future revision.<sup>28/</sup>

But, during 1970, the Federal government began a conscious formulation of policies for guiding future growth and development. The President and the Departments of Housing and Urban Development and Agriculture were all given general mandates by Congress to develop national policies on this subject.

The 1970 Housing and Urban Development Act provides for development of a national urban growth policy--the components of this are listed earlier in this Review. The Act provides for submission by the President to the Congress of a biennial Report on Urban Growth. The biennial report should assist in the development of national urban growth policy, and would include information and statistics relevant to urban growth; a summary of significant problems associated with urban growth; assessments of Federal, interstate, State, local, and private policies, plans, and programs affecting, or designed to deal

with, urban growth; an analysis of current foreseeable needs resulting from urban growth and the steps being taken to meet such needs; and, most important, recommendations for programs to carry out a national urban growth policy.

Section 701 was amended in the 1970 Housing and Urban Development Act to authorize the Secretary to make comprehensive planning grants, at three-fourths of the cost of the planning, to government agencies or organizations of public officials capable of formulating plans and procedures for determining where growth should take place within the State, region, or area.

#### Rural Development Policy

Concerned with the fact that some 147,000 rural people moved into urban centers in 1969 alone, the 91st Congress, in passing the Agricultural Act of 1970,<sup>29/</sup> outlined the first steps of a plan to achieve rural development. Title 9 of the act committed Congress to the establishment of rural-urban balance in the provision of government services and called for a series of reports as a first step in formulating programs of rural development. Executive agencies of the Federal government are directed to set up procedures to locate new facilities in areas of lower population density. The Departments of Housing and Urban Development and Agriculture are to prepare a report to the Congress on the efforts of the two departments in planning for the development of rural multicounty economic areas not included in economically depressed areas. The President is to submit a report on the availability

to rural areas of all government services designed to provide adequate transportation, communication, water and sewer systems, health and medical care, protection, and education facilities. The report is also to outline efforts of the executive branch to improve these services.

#### Watershed Development and Protection

Two Federal actions to protect the delicate fabric of the urban-rural fringe and stimulate rural economic development were adopted in 1970. While a \$55,000 annual limit was imposed for farm subsidies on any one farm, the Water Bank Act<sup>30/</sup> was adopted, authorizing the Secretary of Agriculture to enter into ten-year agreements--with provision for renewal for additional periods of ten years each--with landowners and operators in important migratory nesting and breeding areas for the conservation of water on specified farm, ranch, or other wetlands identified in a conservation plan developed in cooperation with the soil and water conservation districts in which the lands are located. The purpose is to slow down the loss of valuable waterfowl habitat to inappropriate development. These lands are rapidly disappearing because of the accelerated pace at which marshes and swamps are being ditched, dredged, drained, filled, paved, and polluted in order to meet the demands for more agricultural lands, more industrial sites, more urban housing developments, more roads, and more airports. The Act provides the owners and operators of lands which are necessary for the conservation of migratory waterfowl, an economic alternative to such uses.

Many rural watershed areas are suitable for multiple-purpose development--for flood prevention, municipal water supply, and recreation, but local communities often lack the economic resources to develop the recreational phases. Amendments to the Barkhead-Jones Farm Tenant Act<sup>31/</sup> authorized the Secretary of Agriculture to furnish financial help to public bodies in planning and constructing these recreation and fish and wildlife development features. To be eligible for cost-sharing, a project must be part of an approved statewide plan. There must be no other avenue of Federal assistance available, and there may be only one such project for each 75,000 acres in a development area. Program measures will include assistance in installing improved processing and marketing facilities, new and expanded industries, vocational training, tourist developments, and other actions designed to strengthen the rural economy.

#### Unemployment Compensation

In a move to make unemployment benefit policies more responsive to regional pockets of unemployment, the Federal-State Extended Unemployment Compensation Program<sup>32/</sup> extends the length of time unemployment benefits are paid in any State when the State's jobless rate of those covered by insurance equals or exceeds 4.0 percent for three consecutive months. It provides that such extension would terminate when the unemployment rate falls below that level.

TVA Power

A little noticed piece of legislation,<sup>33/</sup> to increase from \$1.75 billion to \$5 billion the amount of revenue bonds which TVA may have outstanding to finance additions to its power system, was enacted during 1970. Its significance for public policy in preserving urban-rural balance is considerable. The House Committee in reporting the bill notes that the TVA regional resource development program is known and acclaimed as one of the most successful governmental public improvement projects undertaken in helping an economically depressed region to take advantage of its opportunities to industrialize and to make the best use of its resources to improve its economy.

Electric power is one of the great resource tools provided by TVA within the region in which it conducts its operations. But the importance of the TVA power system is by no means limited to electric consumers in its area. The TVA system is part of a huge power network. In a time of power emergency, operation of the TVA power system has an impact on power supply conditions from the Great Lakes to the Gulf of Mexico and from New England to Texas.

Economic Development Highways

The 1970 Federal Aid Highway Act authorized a new \$50 million program to demonstrate the effect of highway improvements on "economic growth centers." The governor of each State would recommend to the Secretary of Transportation the location of growth centers under

100,000 population and assign a priority to each. Funds would be available for reconstruction (70 percent Federal share) and engineering and economic surveys (100 percent Federal) of roads on the Federal-aid primary system.

### Population Growth

In his Message to the Congress on July 18, 1969, the President proposed that a Commission on Population Growth and the American Future be established to inquire into and make recommendations in three specific areas:

First, the probable course of population growth, internal migration and related demographic development between now and the year 2,000.

Second, the resources in the public sector of the economy that will be required to deal with the anticipated growth in population.

Third, ways in which population growth may affect the activities of Federal, State and local government.

Congress broadened the commission's research mandate to include two additional considerations:

Fourth, the impact of population growth on environmental pollution and on the depletion of natural resources.

Fifth, the various means appropriate to the ethical values and principles of this society by which our Nation can achieve a population level suited for its environmental, natural resources, and other needs.

As directed by the approved Act,<sup>34/</sup> the commission is required to make an interim report in one year and a final report two years after



its organization. The Congress also enacted the Family Services and Population Research Act<sup>35/</sup> to broaden and expand the scope of existing Federal contracts, grants, and training activities in the fields of birth control and population research.

#### 1971 Developments

A new Coalition for Rural America, composed of political business and educational leaders was established in September, 1971, "to speak for the total rural community...in a way that the Urban Coalition and the U.S. Conference of Mayors speaks for the large cities."<sup>36/</sup> The bi-partisan groups' first recommendation called for amendment of the President's investment tax credit proposal to provide a differential in favor of enterprises that locate in rural areas.

The President, through proclamation 4094 designated the week of November 19 through November 25, 1971 as National Farm-City Week and requested the leaders of agricultural organizations, business and labor groups, and other interested organizations to focus their attention upon the interrelationship of urban and rural community development.

#### Depressed Areas Assistance

On June 29, 1971 the President vetoed S. 575, Economic and Regional Development Act, Public Works Acceleration Act, Public Works and Economic Development Act, and Appalachian Regional Development Act Extensions. The President voiced support for the extension of the present economic development programs and most importantly that there be "...no gap in

service to the people in Appalachia and in the economically depressed areas served by EDA." He stated the reason for his opposition for an accelerated public works program: excessively long lead times, little effect on employment where most needed, over emphasis on the construction industry and inadequately planned projects.<sup>37/</sup>

Congress responded on July 30 by enacting a new \$4 billion extension of the existing Public Works and Economic Development and Appalachian Regional Development Acts which expand these provisions by increasing the authorization of direct grants for public work projects, it expands the definition of the redevelopment areas and contains a new category of special impact regions to include areas threatened with an abrupt rise of unemployment due to curtailment of a major employment source, regions with concentrations of low income persons, rural areas undergoing continued out-migration and places where employment suffers a continuing decline. The Appalachian Regional Development Act was strengthened by adding a 4-year Appalachian airport safety program, authorization for mine drainage pollution projects, additional assistance in making low and moderate income housing available, and areawide demonstration projects for vocational and technical education. The bill was enacted (P.L. 95-65) on August 5 with the President's signature.

#### Rural Development Special Revenue Sharing

The President on March 10, 1971 sent a message to the Congress advocating a major consolidation of grant programs affecting non-urban

areas to be administered by the proposed Department of Community Development. In the message on revenue sharing for rural community development he explains the stake that urban residents have in rural development.

...The very size and density of many of our largest cities has produced new problems: whereas in the most rural areas it is hard to achieve economies of scale in public activities, the most heavily urban areas have grown far past the size range in which a community can function most economically.

...For the sake of balanced growth, therefore, but even more for the sake of the farmer and all his neighbors in rural America--first-class citizens who deserve to live in first class communities--I am proposing that the Federal Government re-think America's rural development needs and rededicate itself to providing the resources and the creative leadership those needs demand. 38/

The President's proposal calls for replacement of eleven aid programs presently in force with a new \$1.1 billion revenue sharing package which, in addition to the funding presently authorized for programs affected, would include \$179 million in new funds. To be included in the Rural Development Special Revenue Sharing (S. 1612, H.R. 7993) would be monies authorized for present (1) Economic Development Administration, currently funded at a \$227 million level and designed to provide aid to economically depressed areas; (2) Appalachian Regional Commission, a regional aid program involving \$278 million of Federal assistance; (3) five regional commissions, embracing portions of 22 States, spending \$38 million per year in development programs; (as seen above, items (1), (2), and (3) have already been separately extended by Congress this year); (4) Rural Water and Waste Disposal Facilities Grants, a \$42

million program of water and sewer grants to smaller communities; (5) Cooperative Agricultural Extension Service, which expends an annual \$149 million for the support of some 15,000 county agents and farm specialists; and (6) Rural Environmental Assistance Program, a \$140 million annual program which provides cost sharing grants to farmers for the improvement of their land.

Although States would not have to show maintenance of effort, they would have to prepare a development plan showing the proposed use of the funds. The plan would be worked out between the Governor and sub-State planning districts. Federal approval of the plans would not be required. Early opposition was voiced by the National Farmers Union which feared that the task of rural development could not safely be turned back to the States.

The Subcommittee on Rural Development of the Senate Committee on Agriculture and Forestry concluded hearings on S. 1612 on September 20. The hearing record contains a thorough examination of the issues, interest group views and options available for new directions in achieving sounder economic strength for non-metropolitan areas.<sup>29/</sup>

#### Rural Credit and Loan Insurance

There is a great deal of interest in the 92d Congress to date for legislation to provide publically guaranteed sources of capital to help finance the economic development of rural communities.

The Farm Credit Act of 1971 (P.L. 92-181) approved on December 10, 1971 was justified in part on the need to reduce the pressures of population and urbanization. Fundamental to an urban growth policy is

improving the quality of life in rural areas. To do so takes investment of public as well as private resources. The underlying purposes of the Farm Credit Act are to modernize and remove some archaic restrictions in the authority of the cooperative Farm Credit System in order to assure an adequate flow of funds into rural areas and thereby meet the credit needs of farmers, ranchers, and cooperatives and other rural residents. In addition to liberalizing existing farm credit legislation, the Act grants authority to land banks to make loans for rural housing to persons other than farmers or ranchers in amounts up to 15 percent of outstanding loans. Loans may also be made to farm-related businesses.

P.L. 92-133 approved on October 5 made permanent the loan insured authority under the Consolidated Farmers Home Administration Act of 1961. This amendment authorized the continuation of three existing loan programs: The Farm Ownership Loan Program, the Water and Sewer Loan Program, and the Association Loan Program. The Farmers Home Administration insured loan authority makes possible a much larger volume of loans both in amount and number, than would have been possible under the direct loan approach.

There were three basic development bank bills before the Banking and Currency Committees of the House and Senate and one before the House and Senate Agriculture Committees. S. 742 and the identical House bill (H.R. 9630) provide for the creation of a rural community development bank to assist rural community development by making

financial and technical assistance available for the establishment and expansion of commercial, industrial and related private and public facilities. The Bills would create a Rural Community Development Bank as an instrument of the United States Government.

The Bills spell out Congressional findings and a statement of purpose much like that of many narrower rural development bills. There is a need to cut back migration from depressed rural areas to cities, to achieve a better geographical distribution of our population, and to establish and expand commercial and industrial enterprises and public and related private services and facilities--including recreational and cultural institutions. Any community in a county where at least 15 percent of the families have an annual income below the OEO poverty level is eligible. Specifically excluded from the definition are areas within standard metropolitan statistical areas, metropolitan planning or development districts and areas in otherwise rural areas where adequate development resources are already available.

S. 2223 and the corresponding House bills, H.R. 9650, H.R. 9671, and H.R. 9879 before the Agriculture Committees would amend the Consolidated Farmers Home Administration Act of 1961 by establishing for non-farm rural development an across-the-board investment and credit system similar in purpose and operation to the combined operations of the Farm Credit Administration and the Farmers Home Administration in the farm credit field. Hearings were held on S. 2223, and Committee action is expected in the Second Session.

A substitute Bill version of S. 2223 has been developed within Senate Committee. It would replace the Administration's Rural Development Special Revenue Sharing Bill. It leaves the categorical rural development grant programs as they are and, in addition, would provide \$500 million in new money. Twenty percent of this would go to the States, 40 percent to multi-county districts, and 40 percent to local government.

Under the substitute S. 2223, the revised and expanded farm credit system would be governed by a 19-member board. Under the policy board would be a Federal Rural Development Credit Agency to administer the program. Ten regional banks would also be established coterminous with the 10 multi-state administrative regions created by the President. At the local level, district rural development credit agencies would be subsidiary agencies, administered by the local multi-county regional councils. To be eligible for financial assistance, the application must be endorsed by the multi-jurisdictional governmental planning and development district as consistent with its plans.

S. 580 and its companion bill, H.R. 3550, introduced by the Chairmen of the House and Senate Banking Committees recognize the inadequacy of tax and other financial sources available to State and local governments to support the needs of a growing national population for employment opportunities, housing, streets, water and sewer facilities, schools, hospitals, airports, recreational facilities and pollution abatement facilities. A National Development Bank would make long-term

loans at reasonable interest rates to (1) State and local governments for public works facilities; (2) individuals and corporations to establish new business and commercial institutions; and (3) public agencies and private non-profit and limited dividend corporations for the construction of low- and moderate-income housing. It would also make or guarantee loans to intermediaries who would provide construction financing for housing to be financed with mortgages insured or guaranteed by Federal agencies. The assistance will go to "depressed urban and rural areas" defined for purposes of the Bill as areas with a 6 percent rate of unemployment for the preceeding calendar year, designated without regard to political boundaries by the Secretaries of Labor and Commerce and the Director of the Office of Economic Opportunity. Areas with a high rate of unemployment or a pending drop in employment also fall under the definition.

#### Rural Telephones

On May 7, 1971, Congress enacted the Rural Telephone Bank Act (P.L. 92-12), an Administration supported proposal. The Act establishes a Rural Telephone Bank for the purpose of supplying additional capital for the rural telephone program. The financing is an adaptation of the Federal land bank system and thus serves to free a lending program from reliance on Treasury financing over a period of years.

The Senate Agriculture and Forestry Committee in reporting out the Bill stressed the importance of maintaining basic public services in rural places. Other sources of financing must be sought to



supplement the present loan program if the rural telephone systems are to meet their service responsibilities. The Act should serve to supply the supplemental financing needed for continued growth and improvement of the Nation's rural telephone system. Subsequently on July 22, Congress appropriated funds to finance the new telephone authorization and called on the Administrator of the Rural Electrification Administration "not to make loans to telephone companies or associations when there is any indication that such company or association is likely to be purchased by larger corporate interests."<sup>40/</sup>

#### Rural and Ghetto Health Manpower

The Comprehensive Health Manpower Training Act of 1971 (P.L. 92-157), signed by the President on November 18, 1971, provides increased support for meeting the manpower needs in the health professions and contains a number of provisions directed toward improving the geographic distribution of health personnel.

The House Committee on Interstate and Foreign Commerce in reporting the bill cited relevant statistics on the current uneven distribution on health personnel. There are striking differences among the States. For example, New York State has a ratio of 219 active (non-Federal) physicians per 100,000 population, while South Dakota has only 77. Even those States with a relatively good supply of physicians often have serious shortages in inner cities and in rural areas. There are 134 counties in the United States with no practicing physician at all.<sup>41/</sup>

The Act authorizes the funding of projects designed to identify individuals whose background or interests make it reasonable to assume that they will engage in the practice of a health profession in rural or other areas having a severe shortage of such personnel and to encourage and assist increased numbers of individuals with this motivation to undertake and successfully complete training in a health profession. Support may be given to students to expose them to the special problems of, and practice in, rural communities, inner cities, and other areas with severe shortages. To sustain interest and enhance preparation for service in such areas, there is also new special project authority for traineeships for full-time students to receive part of their education under preceptors in rural communities and other areas having a severe shortage of physicians.<sup>42/</sup>

Under another provision, for Health Manpower Education Initiative Awards, it will be possible to provide specialty residency training programs in local communities away from the medical schools to expose interns and residents to a cross section of care and health problems in the community. It is also designed to attract health care personnel to practice in areas where the need for them is great. The Bill requires that each Health Manpower Education Initiative grant or contract must be coordinated with the Regional Medical Program in the area in which the project is carried out. The Health Manpower Initiative authority in the Act also includes a separate authority, substantially similar to that proposed for the health professions special projects,

to encourage and assist increased numbers of individuals from minority or low-income groups to undertake training in, and successfully complete, professional courses of study in schools training the health professions.<sup>43/</sup> Finally, the Act provides greater incentives to physicians, dentists, and other health professionals to practice in shortage areas or for migratory agricultural workers. Any such student who enters into an agreement with the Secretary to practice his profession for a period of at least three years in a shortage area may have the bulk of his education loan waived.<sup>44/</sup>

Somewhat similar legislation, P.L. 92-158 extending through 1974 programs to train nurses, authorized cancellation of up to 85 percent of a loan for student nurses who then work for a non-profit agency for five years or serve for three years in an area designated as a medical shortage area.

#### New Rural Development Subcommittee

Of special significance was the creation this year of an already legislatively active new Subcommittee on Rural Development within the Senate Committee on Agriculture and Forestry. The Committee Chairman, in announcing its organization, expressed the hope that the major thrust of the Committee would be to move toward revitalization of the Nation's countryside and smaller towns, "in an earnest effort to achieve more of a balance between rural and urban America."<sup>45/</sup>

Executive Branch Reports on Rural Development

The Agriculture Act of 1970 (P.L. 91-524) calls for a sound balance between rural and urban America. Priority must be given to the revitalization and development of rural areas. The law requires the President, the Secretary of Housing and Urban Development and the Secretary of Agriculture to submit annual reports to Congress on their efforts to provide rural development assistance.

On March 1 the President transmitted the first such annual report on the availability of government services and levels of Federal financial assistance to rural areas. The message and report are essentially a description of the Administration's domestic legislative program, with indications of the benefits expected to accrue from them for rural America. The programs cited include; general revenue sharing, the special revenue sharing program described above, welfare reform and the comprehensive health program described below, which give special attention to the availability of medical services in remote rural areas.

As required under the 1970 Agriculture Act, the Departments of Housing and Urban Development and Agriculture identified in the report the assistance furnished to non-metropolitan planning districts. As of June 30, 1971, 38 States had officially delineated substate planning and development districts for all or almost all geographic areas. In fiscal year 1971, \$3.4 million in HUD comprehensive planning assistance grants were made to 155 non-metropolitan planning districts, including Economic Development Districts, in 34 States. This compares with \$2.8 million for 31 districts in FY 1970 and \$1.4 for 61 districts in FY 1969.

About three times this amount was received by these districts from other Federal programs such as planning for air and surface transportation needs, community facilities, health facilities and services, and law enforcement. <sup>46/</sup>

In still another accounting required under the Agriculture Act, the President reported on September 14 to the Congress on the beginnings of an organized effort to place more Federal facilities and activities in rural areas. He stated that:

During the period covered by this report, more than 60% of all Federal workers placed in newly located activities were employed in areas of low population density...All of the major departments and agencies of the executive branch are now giving priority consideration to locating new facilities in areas of low population density. <sup>47/</sup>

#### Manpower and Its Distribution

Several other government reports made available during this period bear on the problems of urban-rural balance and the potential governmental role in achieving a more optimal pattern of urban growth and distribution.

Under the heading, Rural Manpower Dilemmas, the Second Manpower Report prepared by the Department of Labor and transmitted by the President to the Congress on April 7 contained a number of policy recommendations to meet rural manpower needs. The proposals included the following:

...Aiding relocation of workers. Pressure for migration from rural areas will undoubtedly continue and, with it, the need to minimize the economic and social costs of this migration to the workers involved ...relocation assistance projects have shown that mobility assistance can be the key to a successful adjustment of rural workers to urban jobs, when this assistance includes job finding, training, and supportive services as well as help in moving.

...Extending income maintenance and labor standards protections to farmworkers. The exclusion of farmworkers from most of the protective social and labor legislation has contributed to their traditionally low wages and poor working conditions...Still urgently needed is the extension of the Federal-State unemployment insurance system to workers on large farms; also needed is legislation to guarantee the right of farmworkers to bargain collectively regarding the terms and conditions of their employment.

...Developing more jobs in rural areas and nearby cities...Continued efforts are called for to upgrade public facilities, to stimulate private investment, and to thus encourage economic and employment development in rural areas or adjacent cities with potential for economic growth.

...Improving the functioning of the labor market. Rural people would be greatly aided in finding employment by the extension to rural areas of the full range of services offered in urban employment service offices. 48/

Advocates of rural development as an alternative to megalopolis could take some comfort from a June, 1971 study initiated by the Department of Housing and Urban Development and other interested Federal agencies to assess the possibilities for better application of telecommunications technology to improve city living and to stimulate favorable patterns of regional development. The project, undertaken by the Committee on Telecommunications of the National Academy of Engineering, concluded that:

We maintain that many of the cities' problems are caused by high density living conditions in an era of increasingly rapid change. Communications technology, imaginatively applied, could offset the trend in which the vast majority of Americans today, and more in the future, live on a small percentage of the available land.

The committee suggested that pilot projects be undertaken to:

Demonstrate a model Community Information Center, served with modern video, facsimile, and telephone systems, to provide improved city services to the citizen.

Explore the effectiveness of various forms of two-way instructional television.

Develop and test the operation of rugged and reliable long path sensing devices for remote air pollution monitoring.

Design and test an automated information system for transit users; develop and demonstrate an automated interchange station for automobile parking and transfer to and from mass transit.

Develop a model municipal command center for response to city emergencies; develop and test a system to locate the origin of emergency calls for city services; implement 24-hour television surveillance system to help protect citizens from crime on city streets and in public institutions.

The panel suggested additionally that there be an exploratory program to examine how broadband communications technology could be applied to business, government, education, health care, and entertainment to stimulate the development of existing small communities, or new communities, in rural areas. As a result, people would have a viable option of settling in either urban or rural America. 49/

## PART III

## Problems of Urban Poverty

Perhaps the most fundamental domestic problem is the poverty and social isolation of the poor and minority groups in our central cities and low-income suburban and rural enclaves. Urban policies, which are now receiving increased attention, involve encouraging the dispersal of the central city poor into suburbs where better jobs, schools, and housing are more likely to be available. Among other actions, this could mean a strategy of putting governmental resources, such as subsidized low and moderate income housing, where the solutions are rather than where the problems are. A range of State and Federal approaches were explored to improve the conditions of life in ghetto areas through tenants' rights as to, crime insurance, relocation aid, amendments to the Economic Opportunity Act, to provide greater areawide mobility for low-income and slum populations through administrative action, to reduce the poverty universe and incentives to migrate into ghettos through welfare reform, and in other ways overcome a de facto demographic and geographic state of seige.

1970 DevelopmentsAccess to Housing

Open housing legislation serves as positive government intervention to provide greater housing mobility for metropolitan residents. By the end of 1970, a majority of the States had enacted open housing legislation.



These actions coincide with an increase in the number of minority families having the means to move from ghettos and slums. From 1960 to 1968, the percentage of Negro families with incomes of \$15,000 and over tripled--to 6 percent of the entire Negro population.

In 1970, New York State extended its antidiscrimination law by authorizing the New York City Commission on Human Rights to declare neighborhoods off-limits to real estate solicitation when there is evidence of panic selling based on racial fears.<sup>50/</sup> Rhode Island amended its Fair Housing Practices Act to make indirect discrimination an unlawful housing practice; a Georgia law was passed to prevent blockbusting in the sale of homes; and Kansas implemented its first open housing statute.

In an especially promising piece of legislation, California<sup>51/</sup> permitted any city or county to enter into an agreement with any other city or county to form an area housing authority having all the powers of a local housing authority.

#### Tenants' Rights

Legislation affecting the rights of occupants of unfit housing has a direct impact on poor and minority groups. Developments in this area have been especially dynamic recently. Typical State legislation covers such subjects as rent liability in premises violating housing codes, appointment of receivers to collect rent, and tenant petitions for code enforcement.

A 1970 New Jersey act provides that any landlord who threatens or makes reprisals against any tenant for membership or activities in any tenants organization is a disorderly person and shall be punished by fine or imprisonment.<sup>52/</sup> In Hawaii, tenants are now permitted to withhold rent for minor repairs to their dwelling units upon notification to the landlord. Tenants who complain about health hazards are protected from retaliatory rent increases or eviction. California regulated payments or deposits of money given primarily to secure performance of rental agreements, and the tenant now has priority of claim to these funds.<sup>53/</sup> In a separate action,<sup>54/</sup> California defined "untenantable" and limited the tenant remedy of repairing dilapidations and deducting cost from rent to once a year.

#### Relocation Assistance

Federal legislation establishing uniform relocation policy and payments was approved in the last days of 1970. At least seventeen States also took legislative action in 1969 and 1970 to deal with the problem of relocating persons and businesses displaced by government construction programs. Of these States, twelve enacted legislation requiring State highway agencies to provide financial assistance and advice to displaced persons.

Land acquisition and relocation policies of different Federal programs have been glaringly inconsistent and unfair. The Uniform Relocation Assistance and Real Property Acquisition Policies Act of

1970<sup>55/</sup> establishes a uniform policy for Federal agencies and State and local recipients of Federal grant programs that involve condemnation in dealing with property owners and others displaced by Federal or Federally aided land acquisitions. In each of some fifty Federal grant programs, it provides for relocation payments, advisory assistance, assurance of available relocation housing, and economic adjustments and other assistance to owners, tenants, and others displaced. The Act also establishes uniform policies to guide all Federal and Federally assisted agencies in negotiations with owners for the acquisition of real property for public use.

#### Crime Insurance

The 1968-enacted flood insurance program now covers 400 communities in thirty-four States. Similarly, riot reinsurance and FAIR plans (fair access to insurance requirements) are now organized in twenty-six States, the District of Columbia, and Puerto Rico. Under the supervision of the State insurance authority, these plans furnish cooperative services by property insurance companies doing business in that State. These plans provide property owners in urban areas access to fire, extended coverage, and vandalism and malicious mischief insurance coverage.

The 1970 Housing Act extends this insurance coverage to provide crime insurance in each State where a finding is made that such insurance is unavailable or available only at a prohibitive cost. The HUD Secretary is required to conduct a continuing review of the market

availability of crime insurance at affordable rates in each State. Upon determining that such insurance is not available, the Secretary is authorized to provide crime insurance in that State after August 1, 1971. This affords States and the industry a reasonable period of time during the early part of this year to provide for adequate crime insurance programs in order to avoid the Federal government undertaking such a program. Coverages offered by the Secretary would include those against robbery, burglary, larceny, and similar crimes. He is also authorized to offer insurance against consequential losses, such as business interruption coverage.

#### 1971 Developments

##### War on Poverty

The Economic Opportunity Amendments of 1971 (S. 2007) to extend the Economic Opportunity Act was returned by the President on December 9.<sup>56/</sup> Essentially unrelated to the veto action were a number of proposed amendments especially relevant to the poverty dimensions of urban growth problems. Especially innovative is the proposal to finance community design and planning assistance to low income persons. Persons living in urban and rural poverty areas need improved access to professional architectural, planning, engineering and related design services in order to participate more effectively in the planning and development of the physical environment of their communities. The program proposed would make design and planning assistance grants or contract funds available relating to housing, neighborhood facilities, transportation

and other aspects of community planning and development to community organizations not otherwise able to afford such assistance. These services would be available through community-based design and planning organizations staffed primarily by professional persons and community residents on a voluntary basis. Priority is to be afforded to organizations which will serve urban or rural poverty areas with substandard housing, substandard public service facilities, and generally blighted conditions.<sup>57/</sup>

A second relevant amendments is a new title which consolidates special impact and rural loan programs into a new community economic development program. Its purpose is to focus the existing program and channel other Federal aids through new urban and rural community-based corporations. Funds under the Economic Opportunity Act would be provided to supply "equity capital" to the community development corporations and make the corporations eligible for a range of programs administered by the Small Business Administration, the Department of Commerce, and the Department of Housing and Urban Development. A second part of the title provides grants as well as loans to low-income farm families and rural cooperatives. A final part provides technical assistance to train minority group members in business and management skills utilizing the economic development corporations as vehicles for such training, extends the existing rural loan revolving fund which the Administration proposed to terminate, and provides for the eventual creation of a matching urban development loan fund.<sup>58/</sup>

The Bill sent to the President also authorized a new Environmental Action Program through which low income people will be paid for working on projects combatting pollution (e.g. clean-up and sanitation activities) and improving the environment (e.g. planting trees, constructing parks). Also proposed is a new Rural Housing Development and Rehabilitation self-help program. In doing so the House Education and Labor Committee in reporting its version of the Bill commented that, "There can be no serious argument that a disproportionate amount of [OEO] resources has been applied toward urban problem solving. ...It is hoped that this [rural housing] amendment, adopted unanimously by the Committee, will start now to correct that imbalance."<sup>59/</sup>

The need for technical assistance and other methods for improving the management of projects to develop business opportunities for the poor was highlighted by a July 20 Comptroller General's report to Congress.<sup>60/</sup> The General Accounting Office found the pilot OEO economic development projects had, at least partially, achieved their objective. However, lack of managerial competence was one of the most critical problems in establishing minority businesses. Finally, neither the resources of private enterprise or other Federal agencies were sufficiently brought to bear to the extent possible.

The 1972 budgetary proposals for OEO reflected decisions to make the agency essentially one of research, development and evaluation. The community action program is proposed at a lower level of appropriations and is marked for transfer to the Department of Community

Development where presumably it would be consolidated with HUD's Model Cities program. Other major programs such as Head Start and Follow Through are contained in the Department of Health, Education and Welfare budget.

#### Family Assistance Plan

The Social Security Amendments of 1971 (H.R. 1), as reported out by Ways and Means and passed by the House contains a number of reforms relevant to urban growth and the distribution of poverty within and among urban and rural regions. These include the creation of uniform Federal standards of eligibility and minimum payment; aid to working as well as non-working poor; financial incentives to take work, and assistance in doing so in the form of Federally supported training programs and day care centers. Moreover, a sharp rise in welfare benefits in the rural South should slow the migration of the poor in the inner city neighborhoods of the North.

The Bill gives promise of stabilizing State welfare expenditures at current levels. Fundamental to the problem of welfare reform, however, is the uneven coverage of the programs at the regional, State and local level which have created extremes of treatment and are difficult to incorporate into a uniform national system. The great differences in payment levels are well known. It is generally acknowledged that the original purpose of the Social Security Act, to allow the States to adapt their own programs to their particular economic

and social conditions, had certain adverse effects nationwide in terms of the benefits provided.

In what appeared to be an interim measure, Congress passed P.L. 92-223 which incorporates the work requirements for unemployed fathers and volunteers of the Family Assistance Plan but without increased welfare benefits. The new Act also earmarks more money for on-the-job training and for public service jobs offered by local or State government agencies. Federal matching for the public service component was increased to 100 percent for the first year of employment, 75 percent the second year and 50 percent the third year.

The Administration budget for 1972 funding of the existing welfare program proposed a ceiling of 110 percent of the 1971 Federal payments for administration, training and services. The National Association of Counties consistent with other interested groups, had recommended removal of this ceiling on the grounds that costs will continue to rise and that, as a practical matter most of these costs are mandated on county governments by Federal and State statutes and administrative requirements. The effect would be that the additional costs would be passed on to already overburdened county governments.<sup>61/</sup> The Congress in passing the social security welfare appropriation eliminated the Federal assistance ceiling thus committing the Federal Government to 75 percent of the costs incurred by State and local government for these services.



Access to Housing

Open housing legislation serves as positive government intervention to provide greater housing mobility for metropolitan residents and dispersion of ghetto populations. The President in his news conference of February 17, described his position:

...First, this administration will enforce the law of the land which provides for open housing. Open cities, open suburbs, open neighborhoods are now a right for every American.

Second, however, this administration will not go beyond the law or in violation of the law by going beyond it by using Federal power, Federal coercion, or Federal money to force economic integration of neighborhoods. 62/

This was followed up on June 11 with a detailed thirteen page, Presidential statement on the policies of the Administration relative to equal housing opportunity. The text, which elaborated on Executive Branch plans to carry out the requirements of Federal law on this subject, began by defining equal housing opportunity.

...By "equal housing opportunity," I mean the achievement of a condition in which individuals of similar income levels in the same housing market area have a like range of housing choices available to them regardless of their race, color, religion, or national origin.

...We will not seek to impose economic integration upon an existing local jurisdiction; at the same time, we will not countenance any use of economic measures as a subterfuge for racial discrimination.

...It does not mean that housing officials in Federal agencies should dictate local land use policies. It does mean that in choosing among the various applications for Federal aid, consideration should be given to their impact on patterns of racial concentration.

...This administration will not attempt to impose federally assisted housing upon any community. ...

...We will carry out our programs in a way that will be as helpful as possible to communities which are receptive to the expansion of housing opportunities for all of our people. 63/

The Department of Housing and Urban Development on June 14 issued guidelines that would limit the proposed community development special revenue sharing grants to communities that agreed to plan for low and moderate income housing. The Secretary also indicated that under existing HUD programs, communities that plan to place Federally aided housing outside of ghettos or otherwise segregated areas would in the future be given priority consideration on their requests for funds. 64/ Similarly, proposed guidelines requiring "affirmative action" by developers of housing carrying Federal mortgage guarantees were placed in the Federal Register for a 30 day period beginning October 2 to permit public comment before taking effect. A portion of the guideline provides that applications will be judged to determine the extent to which they provide minority families with opportunities for housing in a wide range of nonsegregated locations.

The actions taken appeared to fall short of the position taken by the U.S. Conference of Mayors at it's annual meeting in June. It called on the President to:

...direct Federal agencies administering programs such as, but not limited to, highway appropriations, public works projects, and FHA mortgage loan guarantees, as well as community development projects, to advise all

communities that the future availability of Federal funds for these projects will depend upon the applicant-community's commitment to provide low and moderate income housing, and that to refuse to cooperate in this regard will serve to terminate all such Federal assistance. 65/

A statement issued by some 126 participating organizations of the Leadership Conference on Civil Rights responded to the "Administration's Pronouncements on Equal Housing Opportunity." It concluded that

The Administration has recognized for the first time the seriousness of the problem and has taken the first halting steps toward solution. Much will depend upon its ability to enforce the policies that have been adopted and its willingness to reconsider self-imposed limitations upon the adoption of policies that would promise genuine relief. 66/

The Civil Rights Subcommittee of the House Judiciary Committee began public hearings in late October on the Federal government's role in the achievement of equal opportunity in housing.

The Secretary of Housing and Urban Development on December 9 testified at these hearings that an agreement has been in effect since July 1971 under which HUD and the General Services Administration are seeking to ensure that the Federal government, as a major employer, fulfills its fair housing responsibilities under the 1968 Civil Rights Act. HUD is to inform the GSA of the availability of low-income and moderate-income housing in areas of proposed Federal facilities. If GSA has no alternative and must build where the supply of such housing is inadequate to meet the needs of the agency involved, the local community will develop, with HUD's help, a plan to assure an adequate supply of housing within six months after completion of the Federal facility.

Racial Impact of Low Income Home Ownership Program

The U.S. Commission on Civil Rights in June issued a report to the President and Congress on their investigation of the social impact of the section 235 low and middle income program. The Commission found that that program had been of substantial help to minority families. Nevertheless, because of high construction costs, only 6 percent of all such housing was provided in the Northeastern region of the country. The Commission also concluded that the traditional pattern of separate and unequal housing markets for white and nonwhite families was being repeated in the operation of "235" homeowner subsidy and related programs.<sup>67/</sup> FHA was criticized as playing a passive role, permitting abuses and the perpetuation of segregated housing.

A number of recommendations were made. The Department was urged to make advice and counseling services available to low income families and community groups on their rights and responsibilities under these programs. The Department was urged to make use of the racial and ethnic data it now collects on participation in its various housing programs to determine the effect the programs are having on racial and ethnic concentrations. Congress was called on to enact legislation authorizing the overriding of local zoning laws and other land use controls to permit the provision of low-cost housing in jurisdictions that do not have a proportionate share of such housing.<sup>68/</sup>

Finally, in reporting out the Labor appropriation bill on July 29, the Senate Committee on Appropriations urged that Federal agencies give

particular consideration in the awarding of Federal contracts to the employment needs of the area represented by each bidder. The Committee endorsed all efforts by the Secretary of Labor when other factors are apparently the same, to have the contract awarded to bidders located in the highest areas of unemployment.<sup>69/</sup>

#### PART IV

##### Good Homes for All Americans

Only rarely does the Federal government in its domestic programs explicitly set out quantifiable goals. The Nation's first such specifically measurable housing goal was contained in the Housing and Urban Development Act of 1968 in which Congress determined that by 1978, 26 million housing units should be built, 6 million of these for low and moderate income families. Housing production turned around dramatically in 1970 and 1971 placing the Nation almost in line with the anticipated pace needed to meet the 10-year goal. Total production, including mobile homes, was less than the target, although the starts component was greater. Despite this, in 1970 and 1971, there was explicit recognition in Congress and the executive branch of the need for a major redirection of what housing assistance programs should accomplish.

The existing housing programs were reported to be in difficulty on several grounds. There was concern over what has been described as run away housing subsidy costs. Existing programs may be contributing to certain problems of social and economic disparity since there is

continuing resistance to low and moderate housing projects in suburban areas. On the other hand, cost limitations restrict the utility of current housing subsidy programs in large central cities. Finally, use of the newer programs to support the purchase of rehabilitated homes and other existing homes needing repairs came under severe criticism for permitting **substandard** construction practices and for apparent fraudulent behavior by some private builders and Federal employees. Support is therefore growing for a drastic rewrite of Federal housing policy.

#### 1970 Developments

In 1970 the States moved as never before to improve State and local capability to deal with the inadequate supply of housing. Innovative programs begun during the last few years range from creating State housing agencies, providing aids to non-profit sponsors, and allocating seed money to acknowledging the role of mobile homes. Collectively these efforts represent a comprehensive set of tools for a positive State role in providing shelter. There were only a few significant new programs to report at the Federal level as Congress did not act on Administration proposals for a sweeping simplification and consolidation of the fifty or more existing housing programs. But under the Emergency Home Financing Act of 1970, it introduced programs of interest rate subsidies for middle income families and provided for the establishment of two secondary mortgage markets for conventional mortgage loans.

State Administration and Finance

A number of States directly entered the formidable fields of housing administration and finance in 1970. Georgia struck the proper tone by affirming the national housing goals and calling for a "State Housing Goal."<sup>70/</sup>

In an effort to alleviate the critical shortage of housing for low- and moderate-income families, Ohio in 1970 authorized a major new program for assisting housing development by limited-profit and non-profit organizations. The Act created a housing development board to provide interest-free advances for housing construction and rehabilitation and to guarantee loans made for housing development by any lender.<sup>71/</sup> Also in 1970, New Jersey created a Mortgage Finance Agency to make loans to mortgage lenders for the financing of new residential construction; the Maine legislature authorized the State housing authority to issue revenue bonds and purchase and sell first mortgages in order to provide housing for persons of low income; and Massachusetts enacted legislation providing additional low-cost housing rehabilitation and home ownership subsidy programs through the State housing finance authority.

New York helped expand mortgage sources by creating the "State of New York Mortgage Agency"<sup>72/</sup> which may purchase existing older mortgages from banks and may direct the proceeds from liquidated mortgages to be invested in new mortgages on residential property. The Colorado Housing Act of 1970<sup>73/</sup> demonstrated the potential for providing State technical assistance by creating a Division of Housing within the Department of

Local Affairs. The new division will provide services to local authorities to promote more adequate housing. The Act also established a seven-member State housing board--members to be appointed by the governor--which is authorized to set housing construction and maintenance standards where none exist.

The Housing and Urban Development Act of 1970 authorizes financing of congregate housing with central dining facilities under public housing and FHA programs, with eligibility limited to the elderly, displaced, and handicapped. Dormitory type public housing for low-income single persons is now eligible for financial assistance. The Act also contains provisions consolidating HUD programs of technical advice and assistance on housing. It authorized financial assistance to low- and moderate-income tenant organizations, in addition to non-profit sponsors of multifamily housing. It also authorized \$5 million for the technical assistance and counseling programs.

#### Industrialized Housing

The 1970 Housing Act consolidates several existing HUD research programs and authorizes the Secretary to undertake and fund programs of research, studies, testing, and demonstration relating to department missions and programs.

In an area previously untouched by State involvement, several legislatures in 1970 sought to reduce housing costs and increase the supply of low and moderate-income housing by encouraging the production



of factory-built housing. New York led the way with the establishment of a State version of the Department of Housing and Urban Development's "Operation Breakthrough." In California, the Prefabricated Housing Act<sup>74/</sup> establishes a State Commission on Housing and Community Development to formulate uniform health and safety standards for factory-built housing and to set up inspection procedures at factory sites that will permit units meeting the standards to be certified there for installation in any California locality. Localities retain their jurisdiction, however, over land use, setbacks, architecture, and esthetics.

In Georgia,<sup>75/</sup> the State's Area Planning and Development Commissions can now provide technical and advisory assistance to help local governments supersede local building codes for specified mass-produced housing projects. Provision is also made for State inspection of factory-built homes. South Carolina adopted HUD standards for factory-built housing, prototypes, materials, and components.

In the closely related area of building codes, Rhode Island moved toward uniformity by requiring municipalities to adopt housing codes which meet State standards, and Alabama legislation granted the State the authority to set minimum housing codes. Virginia now allows cities, towns, and counties to adopt, by reference, any building, plumbing, electrical, or gas codes.

#### Mobile Homes

At a time when housing prices are soaring and a national housing shortage threatens, mobile homes have proven inexpensive and available.

Their potential impact on the suburban landscape and on holding populations outside of major metropolitan areas is just now becoming evident with liberalized Federal mortgage insurance and loan coverage for purchasing mobile homes and sites.

The 1970 Housing Act sought to make the 1969 FHA mobile home loan program more attractive by providing that when a mobile unit is composed of two or more modules, the maximum insurable mobile home loan under the FHA loan program may be \$15,000 (instead of \$10,000) and the maximum term may be fifteen years (instead of twelve years). Recognizing the urgent need for housing in rural areas, the 1970 Housing Act also amends existing farm housing coverage to authorize the Secretary of Agriculture to include mobile homes as housing. The Secretary is required to prescribe minimum property standards for mobile homes and sites and compliance with local community requirements. Finally, for the first time, the Veterans' Administration is authorized to guarantee loans (up to \$10,000) for the purchase of mobile homes, if the home is on a site acceptable to the administrator. The loan amount may be increased (up to \$5,000) for purchase of an undeveloped lot, or (up to \$7,500) for purchase of a developed lot on which to place a mobile home.

The States are just beginning to legislate in this new field. Vermont has moved aggressively by giving the State authority to grant permits for trailer parks in any town, regardless of local zoning ordinances. Incentives are provided for park operators to build power

lines and fuel storage facilities underground. Incentives are also offered for furnishing a central recreation area and other facilities in trailer parks.<sup>76/</sup> In related actions, Delaware<sup>77/</sup> provided for State zoning of trailer park locations, and California<sup>78/</sup> allowed for regulation of mobile home structures necessary for public health and safety.

#### 1971 Developments

The Department of Housing and Urban Development took pride in figures showing a 700-percent increase in subsidized housing production during the Nixon years. But the President's Third Annual Report on National Housing Goals was critical of the housing industry and existing programs. The Report, submitted by the President to the Congress on June 29, 1971 confirmed the search for new directions. It was current and relevant to the housing issues facing the nation, as opposed to the Fifth Annual Report of the Department of Housing and Urban Development for 1969, which although consisting of essentially a description of the organizational units of HUD with some grant statistics for calendar year 1969, was issued 16 months after the period for which it reported.<sup>79/</sup>

The Housing Goals report noted that the housing construction outlook both for low and moderate income, as well as conventional housing, was the brightest in years. Nevertheless, in an open invitation to the Congress, the Report stated that:

...It is also necessary, however, to begin undertaking a long, deep, and searching look at the basic concept of our national housing programs and policies. Present estimates suggest that by 1978 direct commitments for budgetary outlays for subsidized housing will total around \$7 billion per year, and loss of tax revenues through various credits and incentives add further to this cost. Serious questions have arisen with respect to the effects of these programs on housing costs, distribution of income, and social and physical environment. Such questions will be a matter of intensive consideration by the administration over the coming year. It is hoped that others will join open-mindedly in a necessary re-thinking. 80/

The preliminary report of the housing section of the White House Conference on Aging made some twenty-five recommendations for a national housing policy for the elderly, the first of these calling for a "fixed proportion of all government funds--Federal, State, and local--allocated to housing and related services, to be earmarked for housing for the elderly; with a minimum production of 120,000 units per year."81/

Legislation initiated in 1971 both by the Administration and members of Congress contain both major reforms in housing as well as new authorities for revenue sharing, urban renewal, new communities, etc. These latter subjects will be discussed in the next section. Here will be described proposals for private housing aid consolidation, assistance to reduce the problem of abandonment, and support for new State and metropolitan housing assistance mechanisms, as well as accelerated application of housing technology advances. A number of significant reports and appraisals of housing policy pointing to new directions in the administration of housing assistance and moving toward open housing will also be discussed.

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Housing Subsidy Consolidation and Reform

This year's Housing Goals report reminded the Congress that:

...Legislative proposals for 1971 will again seek a consolidation and simplification of the present multitude of confusing and overlapping housing programs operated by the Department of Housing and Urban Development. The Congress has now had a full year to study these proposals. There can be no excuse for further delay in bringing order to the present statutory chaos.<sup>82/</sup>

The bill proposed by the President is the Housing Consolidation and Simplification Act of 1971 (H.R. 9331 and S. 2049). It would replace some fifty or so statutorily authorized programs of private ownership housing financed with FHA-insured mortgages with four basic programs: (1) a nonsubsidized homeownership program; (2) a subsidized homeownership program; (3) a non-subsidized rental housing program; and (4) a subsidized rental housing program. In the process, all private subsidized housing would receive an interest-rate subsidy, as under the present section 235 homeownership and 236 rental programs. All income limits for subsidized housing would be based on median incomes in local areas. All maximum mortgage limits (although different for different types of housing and programs) would be based on prototype costs for each housing market area. In addition, the Administration bill would clarify the public housing subsidy authority to permit subsidies as needed to cover deficits in operating costs, as well as to amortize the capital debt of housing projects. The basic intent is to simplify the administration of Federal housing programs for builders and project sponsors.

In a related subject area, it was announced that the Subcommittee on Housing and Urban Affairs of the Senate Committee on Banking, Housing and Urban Affairs would hold hearings on October 13 through October 15 on S. 1671, the proposed Housing Institutions Modernization Act of 1971, to amend laws relating to savings and loan associations, to broaden their mortgage credit powers, including provisions involving the Federal chartering of stock savings and loan associations and the conversion of mutual associations to stock associations. The Committee planned to consider the issues raised by the bill in conjunction with the pending report by the President's Commission on Financial Institutions and Regulations, due in December.

#### New Housing Programs

The comprehensive Housing and Urban Development Act of 1971 (H.R. 9688) sponsored by the Chairman and 16 other Democratic members of the House Banking and Currency Committee, contains several titles dealing with housing. It would amend the basic 1968 National Housing Goals statute to require that in the President's Annual reports on the goals there shall be a contingency plan to meet mortgage credit requirements, an analysis of changes in housing costs and an annual analysis of changes in the housing inventory.

A new program authorized in this Bill (H.R. 9688) would be designed to counteract the abandonment of housing. It would authorize neighborhood preservation grants for programs of various public services and

public and private properties in designated neighborhoods where the potential spread of housing abandonment exists. It would also authorize the insurance of mortgages on existing properties in neighborhood preservation areas to owner-resident purchasers (of 2 to 6 unit properties) and to cooperatives and non-profit organizations (for multi-family properties). The refinancing of the existing mortgages should permit improvements to be made, while precluding rent increases.

Owner and tenant counseling services and improved management in Federally subsidized housing are authorized and the experimental housing allowances program authorized by the Housing and Urban Development Act of 1970 is expanded.

Most innovative are the provisions to completely alter the present system of allocating housing subsidy authorization, by placing control over location of subsidized housing in a metropolitan area in the hands of public bodies, instead of leaving it to the initiative of private developers and local housing authorities. Block grants of contractual Federal housing assistance authority would be allocated to Metropolitan Housing Agencies and to State Housing Agencies. These agencies, to be established pursuant to State enabling legislation, would receive such block grants on the basis of population, housing need and poverty incidence. They would determine the general (i.e. community) location of subsidized housing and the type of housing. They would also select the private developers or local housing authorities whose proposals were best suited to meet the housing needs. Thereafter, there would be

regular low and moderate income project processing by the Department of Housing and Urban Development.

Local communities working under the Metropolitan or State Agencies' plans would, among other benefits, receive a metropolitan incentive grant of up to \$3,000 for each planned subsidy housing unit. The purpose of this innovative and compensatory payment program is to help communities to meet the cost of providing services, such as schools and social services for the low income families they accept.

H.R. 9688 was derived in significant part from the legislative recommendations of three panels of the House Banking and Currency Housing Subcommittee which were established last fall to conduct an intensive study of the operations and effectiveness of the Federal housing and urban development programs.

The three study panels, made up of members of the Subcommittee, obtained the services of 36 expert consultants to assist them in reviewing and analyzing various housing and urban development issues. The experts met with panel members to discuss the specific subject areas assigned to them, and then prepared papers for submission to the panels in early 1971. These papers and a summary report have now been published. A sample of the titles relating to housing production are illustrative of the content: "Housing Needs and National Goals"; "National Goals and Local Practices: Joining Ends and Means in Housing"; "The Role of Nonprofit Sponsors in the Production of Housing"; "Housing and the Role of the Large Corporate Enterprise";



"Design and Production of Housing"; "Housing and Manpower in 1970's"; "Abandonment and Rehabilitation: What Is To Be Done?"; "FHA Processing and Fees and Social Purposes;" "Consumer Protection--The Role of HUD in Protecting the Homeowner." The legislation resulting from these deliberations and papers prepared was an excellent illustration of the role that the social sciences can play in contributing to major new directions policy. The panel's review procedure, later supplemented by the conventional hearing process, resulted in an especially creative legislative package which should improve the quality of public debate on national housing policy within the Congress, by the Congress and executive branch, in the academic community and in the public at large.<sup>83/</sup>

The Military Construction Appropriation Bill for fiscal 1972, was signed by the President Thursday, November 18, and designated as Public Law 92-160.

This Act appropriates \$933,955,000 to be obligated and expended in the Family Housing Management Account. This Act also appropriates \$7,575,000 for use in the Homeowners Assistance Fund established pursuant to sec. 1013 of the Demonstration Cities and Metropolitan Development Act of 1966 for assistance to military and civilian personnel required to dispose of their homes due to the closing of military installations.

#### Housing Technology

The proposed Building Sciences Act of 1971 (H.R. 8393) borrows ideas from bills introduced in previous Congresses and from a host of

reform recommendations. These included the reports of the National Commission on Urban Problems (the Douglas Commission); the President's Committee on Urban Housing (the Kaiser Committee); the report of the Advisory Commission on Intergovernmental Relations on Building Code Modernization and the Report and Recommendations of Three Study Panels, cited above.

H.R. 8393 proposes the Federal incorporation of a National Institute of Building Sciences as a non-profit, non-governmental entity to be run by a board which shall be "reasonably representative of the various regions of the country, of the various segments of the building community including private industry and labor, all levels of government, of consumer interest,..." The members of the board are to be appointed by the President with the advice and consent of the Senate from lists of "highly qualified" persons recommended to him by the National Academy of Sciences, National Academy of Engineering, and the National Research Council.

The Institute is to be financed initially by Federal grants but after the first 5 years to become self-sustaining through contracts, grants, subscriptions, donations and fees.

The functions of the Institute are as follows:

- (1) Development, promulgation, and maintenance of nationally recognized performance criteria, standards, and other technical provisions for maintenance of life, safety, health, and public welfare suitable for adoption by building regulating jurisdictions and agencies, including test methods and other evaluative techniques relating to building systems, sub-systems, components, products, and materials.

(2) Evaluation and prequalification of existing and new building technology in accordance with paragraph (1).

(3) Conduct of needed investigations in direct support of paragraphs (1), (2)...

The Institute would depend upon encouraging cooperation in most areas. However, all programs involving direct expenditure of Federal funds for construction or in developing technical requirements for such use as well as Federally-assisted programs (grants, loan guarantees etc.) would be required to accept the findings of the Institute or standards brought about by the Institute's actions.

#### Investigation of Low and Middle Income Mortgage Assistance

On February 6 the House Banking and Currency Committee published a staff report and recommendations on their investigation and hearings on abuses in Federal low and moderate income housing programs. The conclusion reached based on the role that FHA played in allowing real estate speculation in the operation of the "235" low and moderate income homeownership and other subsidy programs was that the Department of Housing and Urban Development and its Federal Housing Administration may be well on its way toward insuring itself into a national housing scandal.<sup>84/</sup> The recommendations included proposals for review of all existing section 235 commitments, appropriate disciplinary action, continued General Accounting Office evaluation of major housing programs and an extensive retraining program to be undertaken for all FHA appraisers.<sup>85/</sup>

After an initial Department claim that the report was "inaccurate, misleading, and very incomplete," major elements of the program were temporarily suspended early in 1971 and a HUD investigation initiated. The HUD investigation revealed that, on a sample basis, 42 percent of existing homes and 25 percent of the new homes insured under the program did not meet basic HUD requirements.<sup>86/</sup> Bribery indictments of certain builders and FHA appraisers were initiated by the Government, new procedures adopted, and an intensive retraining program undertaken.

#### Withholding of Appropriated Funds

In March, the Senate Banking, Housing and Urban Affairs Committee held hearings on withholding by the President of appropriated funds for housing and urban development programs. The Committee was investigating the impoundment of over one and one-half billion dollars of appropriated funds for public housing, urban renewal, model cities, water and sewer, mass transit and low and moderate income housing.<sup>87/</sup> The Chairman in his opening statement stated his belief that these actions were an uncalled-for rebuff to the Congress and an undue use of the power of the Executive to control the appropriations and spending of Government funds which the Constitution reserves to the Congress.<sup>88/</sup> The Office of Management and Budget representative, in his testimony, defended the action on the grounds of statutory power granted to the President by the Antideficiency Act, problems related to budget deficits and the debt limit, statutory outlay ceilings established in the Second

Supplemental Act for 1970 (P.L. 91-305), and finally, the need to combat inflation and achieve fiscal stabilization. In May, the Administration indicated that most of the funds would ultimately be made available and, subsequent to the hearings, much of the withheld funds were released for obligation and expenditure.. A similar problem regarding withholding of rural development funds was raised in October, 1971. Freezes on partial withholding of appropriated funds were reported on rural environmental assistance, rural water and sewer grants, and rural electrification.<sup>89/</sup>

## PART V

### Renewing Old Communities and Creating New Communities

Inner city areas are in need of rational land use planning and development if their tax base is to be enhanced and if their inventories of housing are to be maintained and augmented. Similarly, development of new towns and major additions to existing communities are crucial and complementary components of any future national urban growth program.

### 1970 Developments

#### Urban Renewal and State Land Use

The 1970 Housing and Urban Development Act liberalized eligibility for urban renewal. Grants are now available for acquisition by local public agencies of vacant or inappropriately used land or space that

could be developed for housing or other uses--including schools, hospitals, parks, or public facilities--associated with housing for low and moderate-income families, development of new communities, or other undertakings related to inner city needs including expanded employment opportunities.

State redevelopment actions in 1970 included financial assistance, use of air rights, and industrial development controls. Massachusetts increased the amount of urban renewal assistance grants to be paid to cities and towns by the State for Federally aided renewal projects. New York, Louisiana, and Virginia extended air space rights in cities for sale or lease above or below municipal property acquired for street and highway purposes.

In industrial development, the most comprehensive action was taken by Rhode Island<sup>20/</sup> which created a Statewide Land Development Corporation to acquire, develop, lease, and sell selected areas for industrial expansion through an "industrial land bank." Among its stated legislative objectives are preservation of land for future industrial and commercial development, establishment of sound development standards, and implementation of State and municipal urban growth policies.

#### New Communities

An increasing national legislative commitment to new town development was begun through loan guarantees in 1968 and was brought to fruition in 1970. In what was far and away the most significant urban

development legislation of the year, the 1970 Housing Act created a Community Development Corporation within the Department of Housing and Urban Development. The Board of Directors of the corporation consists of five members with the Secretary of HUD as chairman. Through the corporation, a full panoply of guarantees, loans, and grants is authorized for new community development programs.

The corporation is authorized to guarantee bonds and other obligations issued by private developers and State land development agencies to finance land assembly, acquisition, and development. In addition, loans may assist new community developers to make interest payments on indebtedness incurred by land acquisition and development. Loans up to \$20 million may be made to a single developer; the aggregate may not exceed \$240 million.

The Community Development Corporation is also authorized to make grants to State land development agencies or State or local public bodies to assist in providing essential public services prior to permanent arrangement for the provision of such services. The Act also authorizes supplementary grants for public facilities, which are not to exceed 20 percent of the total cost of the project. Special planning assistance is provided to new community developers, to cover up to two-thirds of the cost of planning new community development programs. Such planning must assure that the new community development program will be fully responsive to social or environmental problems related to the public purposes of new community development and will adequately provide for or encourage the use of new or advanced technology.

In a separate program, HUD has been authorized to provide to State and local public bodies grants to cover not more than 75 percent of the cost of acquiring interests in undeveloped or predominantly undeveloped land which, if withheld from commercial, industrial, and residential development, would significantly guide desirable patterns of urban growth.

Complementing these actions, State legislation in this promising approach to urban development was passed for the first time in 1970. Arizona authorized creation of new towns improvement districts which can issue special district bonds and established a State Community Development Council. Arizona also authorized private developers of new cities to finance utilities and streets ~~with~~ general obligation bonds.<sup>91/</sup> California provided for planning and land assembly for new communities by redevelopment agencies. The law requires that the approval of the Local Agency Formation Commission must be obtained before redevelopment agencies may plan and develop new communities.<sup>92/</sup> Kentucky passed a New Communities Act authorizing new community districts, operating as nonprofit membership corporations, to exercise general governmental powers within a specific area in order to promote private initiative and voluntary participation in planned urbanization. To encourage innovation and experimentation, each new community is exempted from all housing restrictions and building codes.



1971 Developments

There are three major bills before the 92nd Congress concerned with reform of existing central city renewal and metropolitan development aids: the Administration's urban community development special revenue sharing proposal; and both House and Senate initiated grant consolidation proposals. The Senate Banking, Housing and Urban Affairs Committee held hearings in August and September on the housing and community development legislation before it, as did its counterpart House Committee.

Special Revenue Sharing

The Community Development Act of 1971 (H.R. 8853, S. 1618), is the Administration's proposal for special revenue sharing for community development. The four programs which would be combined to form a new common fund are urban renewal, Model Cities, water and sewer grants, and loans for the rehabilitation of existing structures. Eighty percent of this special revenue sharing fund would be assigned for use in Standard Metropolitan Statistical Areas. Funds would be allocated among and within such metropolitan areas according to a formula to be written into the law. Funding would be to general governments, i.e. cities and States rather than semi-autonomous urban renewal agencies.

The President's Message on March 5, 1971 stated that cities could use their share of Urban and Community Development block grants for such purposes as acquiring, clearing, and renewing blighted areas; constructing public works; building streets and malls; enforcing housing codes

in deteriorating areas; rehabilitating residential properties; funding demolition projects, and helping relocate those displaced from homes or business.<sup>93/</sup>

Initial criticism has centered on the allocation formula and the lack of planning application review or other performance requirements. Under the formula, substantial funds would go to cities that have not been previously active in HUD programs. "Hold harmless," i.e. insuring that no city get less funds than previously, may not be sufficient for cities in trouble, especially since inflation and planned expansion in these cities create the need for more funds. The revenue distribution mechanism in metropolitan areas does not include shares for urban counties, only for cities. This provision was therefore opposed by the National Association of Counties. Finally, there is little protection against the funds being used for low priority public works activities in the community.

There are no minimum or maximum standards of facilities to be provided, thereby permitting services to be dependent on local decisions as to how funds should be used. There are no incentives to overcome fragmentation of local government with all the diseconomies which that entails. In fact, the special revenue grants could tend to solidify present jurisdictional lines in the provision of public services. Finally, question may be raised as to why other programs are omitted which also are important to community development, such as open space and neighborhood facilities?

Consistent with the special revenue sharing and housing aid consolidation proposals placed before the Congress, the Secretary on March 1 functionally realigned the internal structure of the Department of Housing and Urban Development. Community development assistance programs formerly administered by three different Assistant Secretaries will be headed by an Assistant Secretary for Community Development. All planning and management assistance programs are to be administered by an Assistant Secretary for Planning and Management. Responsibility for housing management activity, which assumes much greater importance as almost a half million units of federally assisted housing are added to the Nation's housing stock each year, is placed under an Assistant Secretary for Housing Management.

#### Senate Community Development Reform Legislation

The Chairman of the Senate Committee on Banking, Housing and Urban Affairs has also introduced a Community Development Assistance Act of 1971 (S. 2333) which would provide for a block grant community development program. It consolidates 5 HUD categorical programs (urban renewal, open space land, community facilities, public works planning, and public facility loans) and simplifies the application process; increases Federal assistance to 90 percent of program costs; provides greater assurances for localities by authorizing a 2 year contract for community development assistance; a system for regular contract renewals; and a basic community entitlement to funding; and broadens local authority

in using Federal funds by expanding the list of assisted activities; eliminating precise geographical boundary requirements; enabling localities to link renewal and housing production and rehabilitation activities. It would require that an application be reviewed before grants are made. Such review must be completed in a 90-day period.

Its formula for allocation of authorized grant funds would involve a special preferential allocation for those communities which have hitherto been active participants in the categorical community development programs by allocating 75 percent of the authorized funds to localities which now have development programs, and to retain 25 percent for communities which will initiate development programs under the Act, and establishing for each community an annual entitle to development funds based on (1) its prior recent participation in programs consolidated under the Act, and (2) an annual increment of 15 percent. Both the House (H.R. 9688) and Senate (S. 2333) Bills would authorize three-year funding for the programs, subject to annual review for performance and modification of funding commitments of local programs. The Administration Bill would authorize program funding year by year.

The Secretary of HUD urged approval of the Administration proposals which minimized red tape and delay. Grant levels based on previous levels of activity were criticized on the grounds that it would result in more money going to cities that did well in the past, despite current needs and priorities. "The bill's formula appears to be unfair to the many communities whose urgent needs...have outstripped their past ability

to capture Federal grant funds."<sup>94/</sup> The U.S. Conference of Mayors passed a resolution at their 1971 meeting criticizing the Administration Bill on the grounds that it "would upset the present Federal-local ability to respond to the requirements of many smaller communities and would seriously jeopardize current expectations of future program growth in scores of other cities..."<sup>95/</sup>

Robert W. Maffin, executive director, National Association of Housing and Redevelopment Officials, endorsed S. 2333 on the grounds that

S. 2333 meets the inadequacies and gaps in the present Federal development programs. It consolidates related programs, simplifies Federal requirements, provides linkages to other programs, increases the Federal financial commitment to communicate while guaranteeing the continuity of this commitment, and maintains the national priorities of slum removal, blight prevention and housing production while encouraging flexibility in establishing local programs. This is a different approach--and in NAHRO's opinion a far superior one--than that contained in the other major community development proposal now before the subcommittee, S. 1618, Urban Community Development Revenue Sharing. <sup>96/</sup>

Still another Senate entry was S. 1958, a Bill to establish a National Domestic Development Bank. Its purpose is to provide an alternative source of credit to State and local governments for public facilities. Loans would be made for the following purposes:

First, cities, counties, and States would be able to borrow money for basic community facilities at rates comparable to municipal bonds.

Second, 40-year loans also will be available to non-profit or quasi-governmental organizations receiving Federal funds and pursuing public purposes for the construction of housing, medical, and other public facilities.

Third, loans over a 20-year period will be made to business organizations for economic development purposes in specially designated areas.

#### House Community Development Block Grant

The Chairman and eighteen other members of the House Banking and Currency Committee have proposed for consideration (H.R. 9688),<sup>97/</sup> a block grant program which would consolidate a somewhat larger number of HUD categorical aid community development programs. A formula block grant allocation, similar to that in the Administration Bill, would be used. However, like H.R. 9688, a program application would have to be submitted for a general review to assure conformity with the broad intent as to types of activities and national priorities that are inherent in the basic Federal legislation. Provision of social services supportive of approved community development activities would be allowed. Funds could be used to match the related Federal grants. To be eligible for a block grant a community would have to have a balanced housing program, which could be part of a State or Metropolitan Housing Agency Program.

Another Title of the proposed Housing and Urban Development Act of 1971 (H.R. 9688) would assist State and Metropolitan Development Agencies patterned after the New York State Urban Development Corporation with organizational expenses and guarantee of their obligations. Such public corporations could develop and redevelop housing projects, neighborhoods, commercial and industrial facilities. An Urban Development Bank would be established to buy and sell taxable obligations of

State and local governments. These loans would be designed to offer an alternative to tax-exempt financing by localities. The loans made by the bank would be at interest rates not to exceed two-thirds of the current cost of money to the bank. The subsidy involved would be less than the loss of Federal revenue involved in tax-exempt financing.

The House Appropriations Committee in reporting out the HUD appropriations for fiscal 1972 rejected the special revenue sharing financing package for the fiscal year.

...The course recommended by the Committee seems by far the preferable course to take at this time. The special revenue sharing legislation submitted by the Administration as a possible alternative to some of the established urban assistance programs, if enacted, would hardly be soon enough for an orderly transition in the middle of fiscal year 1972. 98/

#### Extension of Certain HUD Programs

Interim legislation to extend certain housing programs and authorizations, was signed by the President on December 22, and designated as Public Law 92-213.

This Act extends the authority of the Secretary of HUD to establish FHA mortgage interest rate levels, the emergency flood insurance program, and the period within which communities may qualify for a basic water and sewer facilities grant even though its planning program for an area-wide system, though under preparation, has not been completed. Any entities eligible for basic categorical grants are also made eligible for a supplemental grant to assist construction of public facilities in

new communities. The authorization for the comprehensive planning program is increased by \$50 million and the authorization for the open space program by \$100 million. The Act prohibits the reduction of welfare payments to public housing tenants receiving the benefit of the 25 percent rent to income ratio.

#### New Communities Regulations

The 1970 Housing and Urban Development Act was possibly the most innovative piece of urban growth legislation enacted that year due to its creation of a new Community Development Corporation. Authority was provided for a full panoply of guarantees, loans, and grants to be provided for eligible new community development programs. At the end of July, 1971 the Department moved toward issuance of proposed regulations for the Community Development corporation. The rules cover the assistance programs proposed for funding in the 1972 budget request. The draft regulations were published in the Federal Register to permit interested persons to make recommendations prior to final issuance some time after September of this year. Both general and specific criteria are identified. The definition of new community offered was a broad one. No minimum or maximum population size is prescribed but its size must be significant with comparison to surrounding developments. Projects must have access to other public facilities. A general internal development program must be completed which provides for internal diversity. New communities must contain an adequate range of housing. The town must have a full range of governmental powers and be provided



with public services. The community need not be a separate political unit but may be governed by an existing city or county. Developers must secure all State and local approvals required by law, including adoption by the local governing body of the new community program. The project must include the use of citizen advisory groups, location of housing so as to avoid segregation, and a program of citizen participation in project activities.<sup>99/</sup> Some initial comments in the draft regulations noted the lack of recognition of the new-town-in-town objectives of the Act, the charging of high fees to public or non-profit developers and the absence of earmarking low and moderate income housing resources of HUD to new community projects. By July of this year Federal assistance under 1970 and previously enacted authority had been pledged to 6 new community projects and over 40 applications were under consideration by the Department of Housing and Urban Development's Office of New Communities.<sup>100/</sup>

## PART VI

### Strengthening the Capacity of General Governments to Manage the Urban Environment

Increasingly recognized as fundamental to all other reforms is that component of the new national urban growth policy calling for strengthening the capacities of general government institutions.

The Ash Council in its Memoranda for the President on executive branch reorganization stated the essentiality of the case for Federal action to assist State and local governments in overall management.

The need for improving the management capacity and the authority to manage State and local government extends across the entire range of Federally assisted activities. ...We have adopted a broad definition of executive management support not merely to consolidate the various comprehensive planning grants, but because we view the failure to reconcile priorities among governments as a major impediment to the effectiveness of government at all levels. This failure produces program imbalances and non-responsiveness to local needs--both we have found are major complaints of the critics of local government. 101/

A primary objective of Federal and State governments must be to support or restore the managerial and fiscal vitality of urban government and preserve the quality of an urban environment. Without such capability, local initiative, creativity, discretion, choice, and decision-making exist only in the older text books, and responsible elected officials have little or no discretion to alter things more than trivially.

### 1970 Developments

#### Federal Management Progress

At the Federal level, legislative measures were taken in 1970 to strengthen control in the President's office and in the Congress. The President, in Reorganization Plan No. 2 of 1970, established a Domestic Council to coordinate domestic policy formulation, and an Office of Management and Budget to be his principal arm for the exercise of managerial functions. In the President's words:

The Domestic Council will be primarily concerned with what we do; the Office of Management and Budget will be primarily concerned with how we do it. 102/

The creation of these two new staff organizations is intended to centralize the decision-making power of the Federal government within the Executive Office of the President. In essence, the new OMB absorbed the Bureau of the Budget--thus transferring the authority for making up the budget and for evaluating the success and effectiveness of various programs and leadership in executive management to a staff within the White House. The Cabinet Committee on the Environment was absorbed into the Domestic Council.

The Legislative Reorganization Act of 1970,<sup>103/</sup> among other things, was designed to strengthen congressional fiscal controls and speed action on appropriations. It calls for standardization and computerization of Federal budgetary and fiscal data; moves toward longer term fiscal and program planning by directing the President to supply Congress with a five-year forecast of the fiscal impact of each existing and proposed Federal program so that Congress will have a more accurate appraisal of programs that will involve major increases in expenditures in future years; and directs congressional committees to include five-year cost projections in committee reports on all substantive legislation. To expedite appropriations actions, the Act requires the House Appropriations Committee to hold hearings within thirty days after the President sends the budget to Congress. The Act also strengthens the advance planning, research, and information resources of the Congress by expanding the functions of the Legislative Reference Service of the Library of Congress, which is renamed the Congressional Research Service to emphasize the policy analysis thrust of its new staff responsibilities.

### State Government Modernization

More States began to put their own houses in order in 1970 by streamlining executive organization and making officials more accountable to the people.<sup>104/</sup> Delaware, Vermont, and Massachusetts reorganized their executive branches into a few broad cabinet departments, cutting through the maze of agencies, commissions, and boards. The voters in Montana and North Carolina approved reductions of the number of administrative departments. Kansas, Maryland, and North Carolina authorized their governors to reorganize their executive branches, subject to legislative veto, bringing to ten the number of governors with that important management tool.

The decision-making authority of the governor was further strengthened in Massachusetts by giving all policy-making officials the same terms as the governor, in Colorado by empowering the governor to appoint the heads of most cabinet departments and revising the executive budget office, and in Kansas and Nebraska, by providing for the governor and lieutenant governor to run as a team. Annual legislative sessions were initiated in Connecticut, Indiana, Maine, Maryland, Missouri, Nebraska, New Hampshire, and Virginia; three-fourths of the State legislatures will now meet every year.

### State Revenue Reform

While revenue sharing moved to the center stage for national political debate, a number of State revenue measures of special interest to urban residents were actually enacted in 1970. Ohio provided for

distribution of State sales taxes to local governments by county budget commissions. The statute incorporated a "need" distribution formula which is generally based on expenditures of subdivisions minus revenues.<sup>105/</sup> In another revenue measure of significance to local governments, New Hampshire acted in the commuter tax field by imposing a 4 percent tax on non-residents who work in New Hampshire.

Illinois' new income tax legislation contains a revenue-sharing plan that rebates, with no strings attached, one-twelfth of the State's income tax revenues to municipalities, counties, townships, and special districts. After the first year, the funds will be given to cities and counties only.<sup>106/</sup> New York took similar revenue-sharing action by providing 21 percent of State income tax collections for per capita aid to local governments.

### State Planning

Zoning and land use control are inherent State powers which traditionally have been completely delegated in the name of home rule. In 1969, Oregon and Maine joined Hawaii in establishing State zoning controls. In 1970, Maine extended its statewide zoning power by giving the Environmental Improvement Commission veto power over commercial and industrial development anywhere in the State.<sup>107/</sup> Colorado created a State Land Use Commission to recommend a statewide land use map and classification system, and the Virginia General Assembly called for a study to lay the foundation for a State growth and development policy. Alabama, Georgia, North Carolina, and Ohio, among others, strengthened

their State planning capabilities. Kentucky adopted legislation authorizing the State Program Development Office to designate sub-State regions and coordinate regional comprehensive development plans. Similar action has been taken by approximately forty States through executive order or legislation.

#### Public Sector Manpower

Although a new 4.5 billion dollar public service job program was vetoed, Congress passed and the President signed into law the Intergovernmental Personnel Act of 1970. The public service job program would have permitted State and local governments to hire persons unable to find jobs in private industry to work in schools, hospitals, police and fire departments, or in recreation, conservation, and transportation programs.

The Intergovernmental Personnel Act<sup>108/</sup> is potentially the most significant legislation enacted during the year to upgrade and strengthen the capabilities of State and local governments. It is intended to provide the first comprehensive Federal aid program for improving and strengthening State and local personnel administration by focusing on three basic problems in the public manpower area: the interchange of Federal, State, and local employees; training programs in a range of administrative, technical, and professional categories; and personnel management.

Most relevant to planning agencies, executive officials, and State and local urban affairs organizations are the provisions authorizing

the Civil Service Commission to make grants to State and local governments for planning and improving their systems of personnel administration; for developing and carrying out training plans; and for government service fellowships for employees selected for special graduate-level university training. Federal constraints are removed on the temporary exchanging of personnel between the Federal government and States and local governments. Thus, specific national recognition has finally been given to the need to strengthen core management at the State and local levels by upgrading personnel and personnel administration.

#### 1971 Developments

At the end of 1971 there were essentially five major entrants in the legislative field aimed at the objectives of strengthening management capacity for planning and administration at the State and local level. These are Title II of the Administration's Urban Community Development Act of 1971 (S. 1618); the Administration's National Land Use Policy Act (S. 992); the National Land and Water Resource Planning Act of 1971 (S. 632); the Public Land Policy Act of 1971 (H.R. 7211); and the National Coastal Estuarine Zone Management Act of 1971 (S. 582, H.R. 2493).

#### Planning and Management

The Urban Community Development Special Revenue Sharing proposal includes an expanded version of the traditional comprehensive Planning Assistance (701) program under a new Title II of S. 1618--Community

Planning and Management Assistance. Title II, State and Local Planning and Management Programs, is, as the President has described it, a new program which significantly complements all his revenue sharing initiatives. It represents a new approach of helping States and localities to strengthen all those governmental capacities that are basic to meeting growth objectives and community needs.<sup>109/</sup>

Community Planning and Management Assistance, administered by the Department of Housing and Urban Development, could be used for a wide variety of State executive branch activities geared toward improving governmental management, policy formulation, achieving self-determined State or local objectives, and engaging in development planning that includes land use, housing, resources management, areawide and inter-governmental coordination, and economic development. Specific encouragement is given to the formulation of a statewide development plan designed to integrate all elements of community development. States are also encouraged to set standards for determining which communities or groups of communities should be considered together for purposes of carrying out local and areawide programs. All of the present activities eligible under the 701 program remain eligible under the Community Planning and Management Program. As in the rest of the special revenue sharing proposal, there would be no State or local matching.<sup>110/</sup>

The National Governor's Conference and the Council of State Planning Agencies in testifying on S. 1618 recommended that the planning and management grants be administered by the Executive Office of the President.



HUD would carry on functional planning programs for housing, urban renewal, open space, etc.; to be financed from 1-1/2 percent earmarking of their regular community development grants. The Intergovernmental Relations Committee of the National Legislative Conference, made up of State legislators, advocated that State legislatures be specifically made eligible for grants under the proposed \$100 million program.

#### State Land Use Planning

The National Land and Water Resources Planning Act of 1971 (S. 632) would establish a more comprehensive national land use policy and set up a program to assist States in developing, implementing and administering statewide land use plans. Similarly, the National Land Use Policy Act of 1971 (S. 992) would authorize grants to encourage States to plan and regulate land use for the protection of areas of critical environmental concern and for control and direction of growth of more than local significance. The Senate Interior and Insular Affairs Committee is considering both S. 632 and S. 992. The first bill, S. 632, was introduced by the Chairman of the Committee. S. 992, proposed in President Nixon's February 8 message to Congress on the environment, was prepared by the Council on Environmental Quality.

S. 632 and S. 992 have compatible major objectives. In general: they encourage the States to take the initiative in comprehensive planning; they provide Federal assistance for the staffing, planning and data gathering as the basis for coherent decisions; they encourage or require State land use control to implement planning decisions in

practice; they contemplate a higher measure of coordination and compliance of Federal actions with approved State plans; and they introduce Federal review of the State planning effort as a condition to further planning grants. The principal substantive differences in these two legislative proposals concern the territorial extent of planning. S. 632, emphasizes comprehensive statewide land use planning. The Administration Bill (S. 992) would aid States in assuming land use regulatory authority over areas of critical environmental concern--wetlands and flood plains, lands around key facilities such as major airports and highway interchanges, larger-scale development, lands surrounding new communities, and use or development of regional benefit.

Other differences include the locus of authority in the Federal Government--an interagency versus a line agency approach (upgrade the Water Resources Council in S. 632, and the Department of Interior with the advice of the Department of Housing and Urban Development, with guidelines proposed by the Council on Environmental Qualities, in S. 992). S. 632 provides interstate forums--the River Basin Commissions--for coordination of the State planning efforts; whereas S. 992 places that responsibility on the Secretary of the Interior. S. 632's incentives are more substantial (\$100 million per year for not more than 90 percent of costs for first five years and 66-2/3 percent thereafter) than S. 992's (\$20 million per year for five years not to exceed 50 percent of costs).

Both Bills provide for penalties relative to Federal and Federally-assisted activities which have a substantial land use impact when no plan has been submitted by the end of a certain period (five years in S. 632; December 31, 1974, in S. 992). S. 632's "freeze" has a temporary suspension procedure in which the President can approve the activity as necessary for the public health, safety, or welfare; in S. 992 "freeze" public hearings are held on each activity and Federal agency findings and comments of the Secretaries of Interior and HUD are attached to the environmental impact statement for that activity.

In S. 992, approval or disapproval of a State program is made by the Secretary of the Interior with approval of the Secretary of HUD on certain items; whereas in S. 632 the Council cannot disapprove without recommendation to do so from an impartial ad hoc hearing board established by the President.

Both S. 632 and S. 992 have the potential of giving the States an active role with respect to local land use regulations. Proposed amendments by the National Association of Counties and the National Service to Regional Councils suggested the involvement of regional and local elected officials on State land use planning commissions. They emphasized that regional councils are the vehicles to assure local and regional interests and are reflected in the development of State land use policies, and should be directly funded to carry out this responsibility.

Coastal Lands Management

The proposed National Coastal and Estuarine Zone Management Act (S. 582) reflects the increased concern over population trends to a point where now approximately one-half the population is located within 50 miles of the coast line.

The Senate Commerce Committee on Dec. 1 reported out the bill (no floor action taken at the end of the first session) which establishes a grant program for States to develop and operate coastal zone management programs. The bill allows States along the Atlantic and Pacific Coasts, the Gulf of Mexico, Long Island Sound and the Great Lakes to establish coastal zone management programs and to acquire and operate estuarine sanctuaries.

The Bill authorizes appropriations for development of management programs for the land and water resources of the coastal and estuarine zone. Federal funds would finance up to two-thirds of the operating costs for such programs.

In authorizing a program of bond and loan guarantees to facilitate land acquisition, land and water development, and restoration projects, the Bill provides that the aggregate principal amount of guaranteed bonds and loans never exceeds \$140 million. In addition, the Bill authorizes cost-sharing for the acquisition, development and operation of not more than 15 estuarine sanctuaries.

Another measure, the Marine Protection, Research and Sanctuaries Act (H.R. 9727), has a threefold purpose: (1) to forbid the dumping

of waste material into the oceans or coastal waters without a permit from the EPA; (2) to direct the Secretary of Commerce to initiate a program of monitoring and research regarding the effects of dumping material into the oceans; and (3) to authorize the Secretary to designate marine sanctuaries in ocean or coastal waters. This bill has passed both chambers and was in conference at the end of the first session.

Hearings were held in the House in June before the Committee on Merchant Marine and Fisheries.

#### Use of Public Land

The proposed Public Land Policy Act (H.R. 7211) received hearings in July before the House Interior and Insular Affairs Committee. It is designed to establish guidelines for the administration of public lands. The Bill grew out of, in part, the findings and recommendations of the Public Land Law Review Commission in 1970. The objective of the Bill is to protect and promote the interests of the Government and the public and to provide uniformity in the public acquisition and use of Government-owned lands for mining and mineral leasing claims, animal grazing leases, timber harvesting, recreational permits and leases, homesteading and similar public purposes.

In this Bill, the Congress would affirm its policy that public lands shall be planned, retained, managed, or disposed of in a manner to provide the maximum benefit for the general public.

The stated goals of the Bill include retention in Federal ownership of the bulk of the public lands; their transfer to non-Federal ownership for purposes designated by statute; their management in a manner not endangering the environment; coordination with regional, State, and local land management plans; and public participation in rulemaking and in all procedures leading to the classification of any area of public land. The Bill would require detailed regulations and rulemaking procedures, public hearings and the establishment of national and subsidiary advisory boards and committees. A national Federal Public Land Use Coordinating Committee and regional Interstate Land Use Coordinating Commissions for each of ten public land regions would be established. The committees would develop land management plans and advise the agencies in their rulemaking. <sup>111/</sup>

The Administration in its comments on H.R. 7211 did not support its enactment but instead proposed support for the proposed National Resource Land Management Act of 1971 (H.R. 10049) which applies only to lands managed by the Interior Department's Bureau of Land Management; and the National Land Use Policy Act of 1971 (H.R. 4332) as it relates to the provisions for coordinated planning of public and non-public lands.

#### Revenue Sharing

General Revenue Sharing remained in the center of general debate. The primary purpose proposed for sharing unearmarked Federal revenues with State and local governments is to alleviate the present fiscal

crisis at the State and local level. The size of the President's General Revenue Sharing program (S. 680, H.R. 4187) not reported would be determined by taking a fixed percentage (1.3%) of the Federal individual income tax base. Initially this will provide a full-year outlay of \$5 billion. This sum is to grow with the future growth of the economy. To these economic arguments the President has added two reasons which are directed to the nature of our system of government. Given sufficient resources, our States and localities can be more responsive to the urban growth needs of the people. Revenue sharing is a proposal to reverse the trend by which the Federal government's revenue-raising powers have given rise to a heavily centralized government bureaucracy. Its goal is to restore a more proper balance to our Federal system by strengthening the capability and independence of State and local governments.

A number of objections have been cited in opposition to the revenue sharing proposals. By divorcing tax and spending authority, revenue sharing would dismantle the present "performance requirements" system and thereby encourage wasteful State and local spending. There is less assurance that Federal funds will go to the people who most need them. The proposal is somewhat regressive in economic impact. Furthermore, there are no Federal income tax "profits" to share with State and local governments now or anticipated in the near future. By earmarking a designated percentage of the Federal personal income tax base for unrestricted State and local use, revenue sharing would cut

into the budgetary and tax policy flexibility of the President and the Congress. Finally, federalizing the Nation's multiplicity of State and locally administered public welfare systems has been suggested as a more viable alternative.

The President proposal this year differed from his original 1969 recommendations:

For one thing, this year's program is much bigger. Expenditures during the first full year of operation would be ten times larger than under the old plan. Secondly, a greater proportion--roughly half--of the shared funds would go to local governments under the new proposal. In addition, the 1971 legislation contains a new feature designed to encourage States and localities to work out their own tailor-made formulas for distributing revenues at the State and local level. 112/

Hearings on the General Revenue Sharing Act of 1971 were held in June before the Senate Commerce Committee.

Summarizing 1971 lobbying highlights, the Congressional Quarterly reported that housing and urban development interest groups

...preferred that the money be given the States in block grants with some Federal controls rather than virtually free of all controls under revenue sharing.

Backing block grants were the National Urban Coalition, Mortgage Bankers Association of America, National Housing Conference and the National League of Cities--U.S. Conference of Mayors. The National Association of Home Builders opposed revenue sharing and the National Association of Real Estate Boards supported it. 113/

Two related bills received committee consideration. The proposed State and Local Government Modernization Act of 1971 (S. 241, H.R. 4617) has as its purpose the providing of Federal block grants for States and



localities only where there is a demonstration of State intention to modernize State and local government. S. 1770, the Intergovernmental Revenue Act of 1971 would establish a system of general support grants to State and local governments, authorize Federal collection of State income taxes, and encourage modernization of State tax systems. Both Bills received hearings in June before the House Government Operations Committee.

#### Departmental Reorganization

Of the four new departments proposed by the President consolidating seven existing departments and a few related agencies, the Department of Community Development Bills (S. 1430, H.R. 6962) would have the most impact on urban growth, improved management of Federal programs and support of State and local administration concerned with such programs. In the words of HUD's Under Secretary:

Under this proposal a single Federal Department would be directly responsible and accountable for strengthening community institutions and for addressing the problems of community growth.

This new department would administer Federal assistance to communities for physical and institutional development; for strengthening State and local governmental process; for enhancing the effectiveness of citizen action; and for the planning and building of highways and houses and supporting community facilities. By bringing together these programs, the Department of Community Development would be able to move beyond fragmented categorical program administration and toward a geographically based and community-oriented approach to problems. The establishment of a unified Federal Department of Community Development would greatly simplify the resolution--by both Federal and local officials--of significant issues of community growth and development. 114/

The new department would have major development-related functions now in Transportation, Commerce, Agriculture, and OEO. The most massive transfer would be the Federal Highway Construction, Urban Mass Transportation and Highway Traffic Safety programs of the Department of Transportation. Highway interests have expressed opposition to integrating highway field and State operations along with other community development programs. From Agriculture would be transferred the Rural Electrification and the Farmers Home Administration programs of water and sewer grants and loans and rural housing. (The Congress on September 30 sent H.R. 10538, which extended these FHA programs permanently, to the President for signing. P.L. 92-133 was approved on October 5.) Also to be included are Commerce's Economic Development Administration and Regional Action Planning Commissions; the Appalachian Regional Commission and the Small Business Administration's disaster loan programs. The National Grange and the Rural Electric Cooperative Association oppose the latter transfers on the grounds that rural areas would be short changed and the Agriculture Department would begin to be dismantled.<sup>115/</sup>

Issues would also be raised by transferring the Community Action and Special Impact Programs to the proposed Department. There is a conceivable likelihood that, since HUD, with its Model Cities organization, would be the controlling organization, Community Action Agencies with their citizen participation elements would be subordinated or deemphasized.

No effort is made, except in the field of transportation, to consolidate the many comprehensive and functional planning programs having a direct impact on the community development process. At present there are at least 33 such planning programs administered by ten separate agencies.

Several programs in the housing field are not touched by the reorganization proposals and would therefore appear to violate the concept of organization by purpose. The continued autonomy of the VA-guaranteed mortgage loan program and the Federal Home Loan Bank Board are likely to be examined to be satisfied that organizational changes are not needed to prevent overlapping and competition of Federal programs, and instability in local housing markets and in the capital funds and mortgage markets.

It has been estimated that if the President's proposal was adopted, the number of committees with major interest in the Department of Community Development would increase from two at present (with HUD) to seven major oversight committees. House and Senate Government Operations Committee hearings on the bills are scheduled for early November.

Congress did extend, by P.L. 92-179, for two years the President's authority to transmit reorganization plans to the Congress. In so doing, it limited the President's authority to submit reorganization plans to one plan during any 30-day period.

Strengthening Federal Aid Administration

Of special relevance to improved State and local management capacity was the Second Annual Report to the President on Federal Assistance Review. 116/

The report summarized improvements achieved in grant-in-aid administration to State and local governments during the last 18 months. Highlights included seven Federal agencies fully conforming to a new uniform system of 10 regional boundaries. Federal Regional Councils (with Office of Management and Budget leadership) were operating this year in the headquarter cities of each of these standard regions. Major decentralization of decision-making and the placing of greater reliance in State and local governments in the administration of Federal programs were reported in HEW's Emergency School Assistance program, the Juvenile Delinquency Prevention and Control Act, and Medicaid and health planning. Virtually all of the programs of the Department of Housing and Urban Development are being decentralized below the regional office level through establishment of subregional local service offices. The Office of Management and Budget established procedures for reporting information to States on all Federal grants awarded within their boundaries by Federal agencies, as required by the Intergovernmental Cooperation Act of 1968. In addition, under new governmentwide instructions, there are now 206 metropolitan information clearinghouses which review locally submitted proposed Federal grant-in-aid applications to determine their conformance with regional plans. These clearinghouses cover 1,600

counties in which live over 80 percent of the population. State clearinghouses now include all 50 States. Finally, in February, the Office of Management and Budget issued a revised A-95 Circular to expand the Federal programs reviewed at the State and metropolitan (and non-metropolitan) clearinghouse level and to implement the requirements of the National Environmental Policy Act for review of environmental impact statements to be contained in applications for Federal aid.

On July 29 the President issued a statement announcing the selection of twenty cities to participate in a "Planned Variation" demonstration to determine whether local governments can accomplish more when given greater freedom from Federal regulations. The experiment will have three features:

- the expansion of Model Cities programs and discretionary funds to cover slum and blighted areas throughout the city, rather than just the demonstration neighborhood;
- the elimination of all but statutorily defined Federal requirements and reviews concerning the use of Model Cities supplemental funds and, where statutorily possible, categorical funds in the city; and
- the opportunity for the local chief executive to review and comment on requests for Federal categorical program aid affecting residents of his community prior to funding decisions.

The Office of Management and Budget has issued Circular A-102 containing standards for establishing consistency and uniformity among Federal agencies in the administration of grants to State and local governments. A-102 deals with cash depositories, bonding and insurance,

retention and custodial requirements for records, and waiver of single State agency requirements. OMB is currently working on a fifth attachment which deals with financial reporting requirements. A total of 13 to 14 attachments covering all aspects of grant administration are expected.

The Subcommittee on Urban Affairs of the Joint Economic Committee in December made a number of recommendations<sup>117/</sup> for improving the structure of the Federal government. Previous committee investigations had suggested that many of the national social and economic problems could only be solved if the institutional machinery of the public sector is strengthened.

Recommendations for change included the following:

1. Congress should undertake an immediate review of Federal statutes and enact appropriate legislation to strip subordinate officials of statutory authority and place these powers uniformly either in the President or in Cabinet officers.

2. Congress should require by law that all departments dealing with domestic programs;

- (a) Establish common administrative regions for administration of programs along the lines of the present 10 administrative regions established by Executive order in 1969.

- (b) Provide the same rank and powers to the regional administrator in each region for each department or agency so as to facilitate cooperation and coordination between the officials of different agencies in each region.

Support for Public Sector Manpower

Almost all of the previous extensive Federal training and manpower programs have been directed to private sector employment. The Emergency Employment Act of 1971 (P.L. 92-54) providing public service employment and signed by the President on July 12, begins to readdress this imbalance. In doing so, the Act directly contributes to carrying out the national urban growth policy component of strengthening the capability of State and local governments.

The Mayor of Detroit, representing the U.S. Conference of Mayors, reported, in support of the bill, that local government, itself, was unavoidably adding to unemployment. "In the past year the City has not had the revenue to fill nearly 2000 vacant positions in City government. In addition, last year I was forced to lay off some 600 City employees."<sup>118/</sup>

The Act, similar to a title of the proposed Employment and Manpower Act (S. 386), 91st Cong., which was vetoed last year by the President, recognized that as a result of a lack of revenue, many governmental units have had to curtail public services or have been unable to implement new services. The Act makes available major new resources for employing persons to meet such needs. Eligible applicants are units of Federal, State and local government, their subdivisions or institutions, and Indian tribes on Federal or State reservations. Combinations or consortia of governmental units and combinations of Indian tribes may also be eligible applicants.

There are two basic funding provisions specified in the Act. Funds are made available for public service employment programs whenever the Secretary determines that the nationwide unemployment rate equals or exceeds 4.5 percent for three consecutive months. As of August 1971 this criterion had been met, permitting obligation of the \$750,000 authorized. A program of special financial assistance for areas with particularly severe unemployment problems provides that when unemployment has reached 6 percent or more for three consecutive months an additional \$250,000,000 may be "triggered" for obligation.

In moving promptly to implement the Act, the Secretary of Labor decided<sup>119/</sup> that only larger governmental units of specified size will be eligible for direct Federal grants. These units have been invited to apply directly for needed assistance under the Act: cities with a population of at least 75,000; counties with a population of at least 75,000, not counting the population of designated cities within such counties; all States. Examples of public services eligible include health care, education, public safety, crime prevention and control, manpower services, prison rehabilitation, transportation, waste disposal, housing and neighborhood development, rural development, and others. No more than one-third of the jobs funded can be professional positions.

The General Accounting Office in December reported on implementation of the Public Service Program under the Act. It questioned the Labor Department procedure of allowing States to allocate funds to local areas primarily on the basis of populations without considering the degree of unemployment in the area.<sup>120/</sup>



Trends in the Urban Environment

The Second Annual Report of the Council on Environmental Policy<sup>121/</sup> contained some useful appraisals of the inferior environment of the inner city. Documentation was provided on the severity of air pollution, water pollution, solid waste, neighborhood deterioration, lack of open space, lead poisoning, rat bites, and adverse impacts of highway construction. Another useful section documented the status and trends nationally. Here the findings were mixed with only slight increase in air and water pollution, a reduction in radiation levels. There was an increased presence of toxic substances, a runaway solid waste problem and a continued loss of wetlands especially around urban areas.

The year 1970 was a banner year for Congressional action on environmental issues. Of the 695 bills signed into law during the 91st Congress, 121 were identified as "environment oriented." Thus far in the 92nd Congress, attention to urban environmental matters has remained high.

At the end of the 91st Congress, a proposal to create a Joint Committee on the Environment died in conference. Another proposal to create a Joint Committee was reintroduced in the Senate (S.J. Res. 3) was also passed. These proposals would create a 22-member committee which would have a broad responsibility for study and review of environmental problems. No legislation would be referred to the Committee.

Several bills were introduced to deal with the problems associated with noise pollution abatement. They included general bills to deal with the total scope of noise pollution and specific measures to address

individual problems such as machinery noise, occupational noise, and aircraft and airport noise. One bill which received action was S. 1117; the purpose of this measure was to control sonic booms.

Senate Joint Resolution 52 was reported and passed by the Senate to increase the authorizations for comprehensive planning grants and open space land grants. The resolution would authorize the appropriation of an additional \$50 million for comprehensive planning grants and an additional \$100 million for the open space land program.

Another measure, the Marine Protection, Research and Sanctuaries Act (H.R. 9727), has a threefold purpose; (1) to forbid the dumping of waste material into the oceans or coastal waters without a permit from the EPA; (2) to direct the Secretary of Commerce to initiate a program of monitoring and research regarding the effects of dumping material into the oceans; and (3) to authorize the Secretary to designate marine sanctuaries in ocean or coastal waters. This bill has passed both chambers and was in conference at the end of the first session. The House also moved on legislation to provide additional environmental data (H.R. 56).

#### Conclusion

In the closing days of 1970 Congress enacted the Housing and Urban Development Act of 1970 which, as we have seen, had a stated public objective providing "for the development of a national urban growth policy" and further defined some eight interrelated elements of such a

policy. Adoption of such a Federal urban growth policy, by itself, does little to achieve the economies of regional service systems, ease the human costs of rural to urban migration, improve the ghetto environment, create balanced new communities, or improve the capability and accountability of local government. Nor, of course, in a large country administered under a separation of powers system, where decentralization is pursued with a vengeance, is implementation of an urban growth policy solely or even predominantly a national responsibility.

It is also instructive to note that Congress talked in terms of the development of such a policy--not its adoption or implementation. And indeed we are only at the beginnings of wisdom in identifying the specific legislation that would institute an urban growth policy. To illustrate, much of the early discussion of national urban policy concerned population growth. The Commission on Population Growth and American Future, which was created by the 91st Congress, is due to make its final report in 1972. The interim statement entitled Population and America's Future issued in March of this year limited itself to articulating the fundamental questions that must be answered before an urban growth policy can be determined.

...The concerns of overriding importance are whether population stabilization and redistribution of the population are desirable.

...if population stabilization is desirable and its achievement would require more than eliminating unwanted childbearing, then additional measures can be considered, such as changes in tax laws, the elimination of pro-natalist laws and programs, and educational programs.

...A principal question is the role that Federal and State governments play in population affairs. Although the Federal government does not have an explicit, comprehensive population distribution policy, many of its policies, programs and statutes seem to have an impact on population distribution incidental to their main objectives. This inadvertent impact may be seen, for example, not only in the Federal Housing Administration program and Federal procurement policies. Others, such as the Economic Development Administration, the New Communities Act and the urban renewal program, are designed in part to redirect growth.

...We also have many laws directly or indirectly affecting the growth of population, such as those governing immigration, marriage, divorce, contraception and abortion, which require examination. 122/

Despite the awful presence of these and other imponderables the survey of legislative and executive branch developments in 1971 indicates that significant action is taking place this year and will continue in the second session of the 92d Congress--action that collectively constitutes the beginnings of a more reasonably consistent and coherent national urban growth policy. This year's record builds upon the events of 1970 which saw enactment of a new Federal-aid urban highway system, a major urban mass transportation act, solid waste disposal aids, uniform relocation policy, crime insurance and a comprehensive new communities assistance program.

In furtherance of recognizing that metropolitan areas, governmentally fragmented though they may be, are social and economic entities, a number of significant Federal developments are cited. These included consideration of the special revenue sharing proposals for both transportation and manpower training, improved delivery of health services through seed

money grants and loan guarantees for "health maintenance organizations," and finally incentive and demonstration funds for metropolitan inter-school district programs and area-wide education parks to reduce the educational disadvantages of minority group isolation.

Perhaps the most active component of national urban growth policy this year has been concern for the development of smaller urban centers as an option to present metropolitan growth trends. The list of legislative developments is indicative of a new thrust: extension and expansion of the activities of the Economic Development Administration and the Appalachian Commission, Presidential proposals for rural development special revenue sharing, liberalization of farm credit and proposals for new public and private rural community development credit sources, financing of additional rural telephone systems, incentives to get professional health manpower to locate outside of our metropolitan areas, and creation of a new and already active Rural Development Subcommittee in the Senate Agriculture Committee.

The poor and minority groups in central cities and elsewhere received attention, though the public policy directions were mixed. New provisions in the bills extending the Economic Opportunity Act ranged from self-help projects to backing for new local community development corporations. Reform of the national welfare system through the Family Assistance Plan, by upgrading minimum payments, are making eligibility more uniform, and give promise of slowing the migration of rural poor to inner city slums.

Housing, which has been suggested as the key to any national urban growth policy, was subject to intensive scrutiny by the Administration and both houses of Congress. Examination of proposals for consolidation of housing subsidy programs, use of new metropolitan and State mechanisms and accelerating the application of technological improvements in housing construction gave promise of legislative action in the second session of the 92nd Congress.

Similarly, general dissatisfaction with present inadequacies and gaps in existing community development programs made major reform appear to be certain during the present Congress. The Administration's urban community development special revenue sharing proposal and House and Senate grant consolidation proposals differed only over important, but less than fundamental issues: allocation formulas, planning and application requirements, and review for performance. The concepts of consolidation, flexibility, and support of general local governments were accepted.

A final element of national urban growth policy receiving explicit recognition for the first time by the Federal Government was support for assisting State and local governments in overall management. The Administration proposed revision and doubling of the Department of Housing and Urban Development's Comprehensive Planning Assistance program to explicitly cover management assistance, program development and evaluation to chief executives at all levels of government. Other proposals, using the planning mechanism, sought to thrust upon the States

an active role in local land use regulation. Grant consolidations, general revenue sharing, and creation of four super-departments to replace seven existing cabinet level agencies and a host of lesser Federal management reforms made up the rest of an ambitious agenda designed to improve State and local capability and viability.

Thus, the evidence accumulates that the Federal government and the States are beginning to come to grips with its most complex domestic challenge--to find effective ways of guiding and directing the inevitable migration growth and development that will occur for the foreseeable future.

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- 100/New Communities: Vital Point of National Growth Policy. HUD News, HUD no. 71-411, July 8, 1971: 2.
- 101/President's Advisory Council on Executive Organization. Memoranda for the President of the United States. Establishment of a Department of Natural Resources: Organization for Social and Economic Programs. Washington, May 12, 1970. p. 148.
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- 110/Thomas, Nicholas P. Revenue Sharing: What Will be its Impact on Planning? Part I. AIP Newsletter, v. 6, no. 6, June 1971: 6-10.
- 111/U.S. Congress. House. Committee on Interior and Insular Affairs. Subcommittee on the Environment. Hearings on H.R. 7211 to Establish Public Land Use policy; to Establish Guidelines for Its Administration and for Other Purposes. 92d Cong., 1st Sess. Serial no. 92-20. July 26, 27, 28, 29, and 30, 1971. p. 78.
- 112/U.S. Congress. House. Message From the President of the United States Relative to Revenue Sharing. 92d Cong., 1st Sess. House Doc. 92-44. February 4, 1971. p. 5.
- 113/Lobby Highlights: 1971 Collisions Set Stage for '72, Housing and Urban Development. Congressional Quarterly, v. xxx, no. 1, January 1, 1972. p. 12.
- 114/U.S. Congress. Senate. Subcommittee on Housing and Urban Affairs. Hearings on S.J. Res. 52 and Title II, S. 1618, op. cit., pp. 43, 44.
- 115/Lilley, William, III. White House Report: Community Development Proposal Will Test Nixon's Credibility and Power. National Journal, v. 3, no. 41, October 9, 1971: 2030-2038.
- 116/U.S. Executive Office of the President. Office of Management and Budget. Restoring the Balance of Federalism: Second Annual Report to the President on the Federal Assistance Review. Washington, June, 1971.
- 117/U.S. Congress. Joint Economic Committee. Subcommittee on Urban Affairs. Restoration of Effective Sovereignty to Solve Social Problems. 92d Cong., 1st Sess., December 6, 1971. p. 9.

118/U.S. Congress. House. Committee on Education and Labor. Select Subcommittee on Labor. Hearings on H.R. 17, H.R. 29, and H.R. 3613. 92d Cong., 1st Sess. February 24, 25; March 2, 3, 4, and 17, 1971. p. 285.

119/Guidelines of the U.S. Department of Labor for Developing Programs Under the Emergency Employment Act of 1971. Manpower Information Service Reference File. Bureau of National Affairs, Inc., Washington. p. 91:1325.

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Appendix A

Housing and Urban Development Act of 1970  
P.L. 91-609  
Title VII--Urban Growth and New Community Development  
Part A--Development of a National Urban Growth Policy

To provide for the establishment of a national urban growth policy, to encourage and support the proper growth and development of our States, metropolitan areas, cities, counties, and towns with emphasis upon new community and inner city development, to extend and amend laws relating to housing and urban development, and for other purposes.

Housing and  
Urban  
Development  
Act of 1970.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Housing and Urban Development Act of 1970."

TITLE VII--URBAN GROWTH AND NEW COMMUNITY  
DEVELOPMENT

PART A--DEVELOPMENT OF A NATIONAL URBAN GROWTH POLICY

FINDINGS AND DECLARATION OF POLICY

Sec. 702. (a) The Congress finds that the rapid growth of urban population and uneven expansion of urban development in the United States, together with a decline in farm population, slower growth in rural areas, and migration to the cities, has created an imbalance between the Nation's needs and resources and seriously threatens our physical environment, and that the economic and social development of the Nation, the proper conservation of our natural resources, and the achievement of satisfactory living standards depend upon the sound, orderly, and more balanced development of all areas of the Nation.

(b) The Congress further finds that Federal programs affect the location of population, economic growth, and the character of urban development; that such programs frequently conflict and result in undesirable and costly patterns of urban development which adversely affect the environment and wastefully use our natural resources; and that existing and future programs must be interrelated and coordinated within a system of orderly development and established priorities consistent with a National Urban Growth Policy.

(c) To promote the general welfare and properly apply the resources of the Federal government in strengthening the economic and social health of all areas of the Nation and more adequately protect the physical environment and conserve natural resources, the Congress declares that the Federal Government, consistent with the responsibilities of State and local government and the private sector, must assume responsibility for the development of a national urban growth policy which shall incorporate social, economic, and other appropriate factors. Such policy shall serve as a guide in making specific decisions at the national level which affect the pattern of urban growth and shall provide a framework for development of interstate, State, and local growth and stabilization policy.

(d) The Congress further declares that the national urban growth policy should--

(1) favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth;

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

(3) help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities;

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

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

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

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

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

#### URBAN GROWTH REPORT

Sec. 703. (a) In order to assist in the development of a National Urban Growth Policy, the President shall utilize the capacity of his office, adequately organized and staffed for the purpose, through an identified unit of the Domestic Council, and

of the departments and agencies within the executive branch to collect, analyze, and evaluate such statistics, data, and other information (including demographic, economic, social, land use, environmental, and governmental information) as will enable him to transmit to the Congress, during the month of February in every even-numbered year beginning with 1972, a Report on Urban Growth for the preceding two calendar years which shall include--

(1) information and statistics describing characteristics of urban growth and stabilization and identifying significant trends and developments;

(2) a summary of significant problems facing the United States as a result of urban growth trends and developments;

(3) an evaluation of the progress and effectiveness of Federal efforts designed to meet such problems and to carry out the national urban growth policy;

(4) an assessment of the policies and structure of existing and proposed interstate planning and developments affecting such policy;

(5) a review of State, local, and private policies, plans, and programs relevant to such policy;

(6) current and foreseeable needs in the areas served by policies, plans, and programs designed to carry out such policy, and the steps being taken to meet such needs; and

(7) recommendations for programs and policies for carrying out such policy, including such legislation and administrative actions as may be deemed necessary and desirable.

(b) The President may transmit from time to time to the Congress supplementary reports on urban growth which shall include such supplementary and revised recommendations as may be appropriate.

(c) To assist in the preparation of the Report on Urban Growth and any supplementary reports, the President may establish an advisory board, or seek the advice from time to time of temporary advisory boards, the members of whom shall be drawn from among private citizens familiar with the problems of urban growth and from among Federal officials, Governors of States, mayors, county officials, members of State and local legislative bodies, and others qualified to assist in the preparation of such reports.

Supplementary reports, transmittal to Congress. Advisory board, establishment.

Appendix B

Agricultural Act of 1970  
P.L. 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

COMMITMENT 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 of 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 information and technical assistance to small communities and less populated areas in regard to rural development during the immediately preceding fiscal year. The first such annual report shall be submitted not later than December 1, 1970, covering the period beginning July 1, 1969, and ending June 30, 1970. The Secretary shall include in such reports to what extent technical assistance has been provided through land-grant colleges and universities, through the Extension Service, and other programs of the Department of Agriculture.

Report to  
Congress.

## GOVERNMENT SERVICES

(c) The President shall submit to the Congress a report not later than September 1 of each fiscal year stating the availability of telephone, electrical, water, sewer, medical, educational, and other government or government assisted services to rural areas and outlining efforts of the executive branch to improve these services during the immediately preceding fiscal year. The President is requested to submit the first such annual report, covering the fiscal year ending June 30, 1970, on or before December 1, 1970.

Report to  
Congress.

FINANCIAL ASSISTANCE

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

Annotated Bibliography of Monographic and Periodical Literature  
Relevant to Urban Growth and Rural Development

- Part I. Effective Use of Resources in Urban Regions.
- Part II. Urban-Rural Balance and Economic Growth.
- Part III. Problems of Urban Poverty.
- Part IV. Good Homes for All Americans.
- Part V. Renewing Old Communities and Creating New Communities.
- Part VI. Strengthening the Capacity of General Governments  
to Manage the Urban Environment.

Part I. Effective Use of Resources in Urban Regions -- Monographs

American Enterprise Institute for Public Policy Research.  
Special revenue sharing for manpower training and  
employment programs. Washington [1971] 16 p.  
(American Enterprise Institute for Public Policy  
Research. Legislative and special analyses, 92nd  
Cong., no. 10)  
Revenue sharing--[U.S.] / Manpower training programs--  
[U.S.]

Bailey, John A.  
A proposal for a regional transportation agency for  
the Chicago metropolitan area. Chicago, Center for  
Research in Urban Government, Loyola University, 1970.  
20 p. (Loyola University, Chicago, Center for  
Research in Urban Government. CRUG no. 14)  
Urban transportation--[Chicago metropolitan area] /  
Metropolitan politics and government--[U.S.]

Bailey, John A. Michaels, Richard M.  
The problems of mass transport in the metropolitan  
area: an overview. Evanston, Ill., Transportation  
Center, Northwestern University [1971?] 271 p.  
Author describes the problems of urban mass  
transportation and suggests solutions.  
Urban transportation--[U.S.] / Mass rapid transit--[U.S.]

Biesen, Chester.  
Questions and answers concerning the Washington  
State Transportation Study and facts about city  
streets. Seattle, Association of Washington Cities,  
1971. 17, 2 p. (Association of Washington Cities.  
Information Bulletin no. 322)  
Funding services--[Washington/State] / Highway finance--  
[Washington/State]

Bishop, A. Bruce. Oglesby, C. H. Willeke, Gene E.  
Socio-economic and community factors in planning  
urban highways. [Washington, U.S. Federal Highway  
Administration] 1970. 219 p.  
Authors discuss general principles of planning  
community facilities for guidance of California  
Division of Highways.  
Urban transportation / Urban planning / Limited access  
highways / Community organization

Bloom, Nathan.  
Public transportation in the New York region. [New  
York, First National City Bank, 1970] 48 p.  
Contents.--The transportation problem.--The  
region's mass transit facilities.--The decline and  
rise of mass transit.--Conclusions.  
Mass rapid transit--[New York metropolitan area]

Cohen, David K., and others.  
The effects of revenue sharing and block grants on  
education. Cambridge, Mass., Harvard Graduate School  
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relations--[U.S.] / Intergovernmental financial relations--  
[U.S.] / Grants-in-aid--[U.S.] / March schools--[U.S.]

Connecticut. Dept. of Transportation.  
Connecticut master transportation plan-1971.  
[Hartford, 1971] 86 p.  
Transportation and state--[Connecticut] / Regional  
planning--[Connecticut]

Crawford, Everett. Briscoe, Alden F. Hallman, Howard  
M.  
Metropolitan manpower organization. Washington,  
Center for Governmental Studies, 1970. 103 p.  
Volume II of a study of decentralization of  
urban government.  
Manpower training programs--[U.S.] / Metropolitan politics  
and government--[U.S.]

Crawford, Everett. Briscoe, Alden F.  
State sponsors for local manpower programs.  
Washington, Center for Governmental Studies, Washington, D.C.  
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Pamphlet no. 4)  
Manpower training programs--[U.S.] / Community  
organization--[U.S.] / Local government--[U.S.]

Reinberg, Lawrence B. English, R. Willers.  
Rehabilitation in the inner city. [Springer]  
Division of Special Education and Rehabilitation,  
School of Education, Graduate Department, 1972. 119 p.  
Vocational rehabilitation--[U.S.] / Federal rehabilitation--  
[U.S.] / Manpower training projects--[U.S.] / Vocational  
development--[U.S.]



Garbrecht, Dietrich.  
Pedestrian movement: a bibliography. Monticello, Ill., 1971. 27 l. (Council of Planning Librarians. Exchange bibliography 225)  
Traffic engineering--Bibliography / Urban planning--Bibliography.

Hanker, Marian T.  
Coordinating metropolitan roadwork. [Washington] Transportation Development Division, Highway Users Federation for Safety and Mobility, 1971. 47 p.  
\*Local officials in some metropolitan areas are building highways despite the many problems they face. One tool they use is coordination; that is, cooperating across the many jurisdictional boundaries of a metropolitan area. This study was undertaken to find out how responsible officials in these areas have cooperated, and to describe techniques that legislators, administrators, engineers and civic groups may apply in other communities."

Highway engineering--[U.S.] / Intergovernmental relations--

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Urban transit management: a handbook for small cities. Bloomington, 1971. 313 p.  
Contents.--Organization and finance.--Management and control.--Operations.--Marketing. Bibliography: p. 310-312.  
Urban mass transit--[U.S.] / Urban mass transit--[U.S.]--Finance / Management--[U.S.]

Koltow, Peter G.  
Successful cities: six case studies in transportation progress. Washington, Transportation Development Division, Highway Users Federation for Safety and Mobility, 1971. 39 p.  
Urban highway-building programs in Milwaukee, San Diego, Phoenix, Tulsa, Grand Rapids, and Winston-Salem are described.  
Urban highways--[U.S.] / Urban transportation--[U.S.]

Metropolitan Planning Commission.  
Kansas City aerotrain feasibility. Kansas City, Mo. [1971] 17 p.  
Study to determine the feasibility of operating a transit aerotrain line for exclusive use by buses in the Kansas City metropolitan area.  
Urban mass transit--[Kansas City metropolitan area] / Motor bus lines--[Kansas City metropolitan area] / Roads and highways--[Kansas City metropolitan area]

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Metropolitan employment and population distribution and the conditions of the urban poor. [Washington] Brookings Institution, 1970. 482-500 p. (Brookings Institution, Washington, D.C. reprint 145)  
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Organization for Economic Cooperation and Development.  
The urban transportation planning process. [Paris, 1971] 351 p.  
Proceedings of a panel of experts convened by OECD Consultative Group on Infrastructure Research, June 30-July 2, 1969; prepared papers, discussion, bibliographies. / Urban planning--Urban transportation--[OECD countries] / Urban planning--[OECD countries] / Systems analysis--[OECD countries]

Rankin, Woodrow W.  
Engineering for traffic in small city. [Washington] Highway Users Federation for Safety and Mobility, 1970. 2 p.  
Traffic engineering--[U.S.] / Urban planning--[U.S.]

Sevilla, Charles Martin.  
Asphalt through the model cities: a study of highways and the urban poor. [Reno] 1971. 67 l.  
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Smith, Douglas C.  
Urban highway design teams. Washington, Highway Users Federation for Safety and Mobility, 1970. 72 p.  
"A growing concern over the impact of urban freeways upon neighborhoods, community facilities and the quality of the environment has stimulated a more intensive use of design teams."  
Urban highways--[U.S.] / Urban planning--[U.S.] / Community organization--[U.S.]

Twin Cities Area Metropolitan Transit Commission.  
Status report: transit program for the Twin Cities area. [St. Paul] 1970. 25 p.  
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U.S. Govt. Print. Off., 1971. 4 v.  
Hearings held in Las Vegas, Nev., May 25, 1971;  
Salt Lake City, May 26; Durango, Colo., May 27;  
Page, Ariz., May 28.

Electric power plants--[Southwest (U.S.)] / Air pollution--  
[Southwest (U.S.)] / Electric utilities--[Southwest  
(U.S.)] / Coal mines and mining--[Southwest (U.S.)] /  
Indians--[Southwest (U.S.)] / Environmental engineering--

U.S. Dept. of Housing and Urban Development.

Feasibility study for the removal of American  
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U.S. Govt. Print. Off., 1971. [2] p. (Pres. Dept.  
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training and transportation, Dallas, Texas,  
economic commission for Latin America and the Caribbean,  
Mexico, Thailand, December 17, 1971.  
Urban transportation--[U.S.] / Urban resources--[U.S.]

U.S. Dept. of the Interior. Office of Water Resources  
Research.

A national urban water resources research program.  
Washington, for sale by the Supr. of Docs., U.S. Govt.  
Print. Off., 1971. 54 p.

"...present[s] a program of research designed  
to improve water resources management in the urban  
environment. The proposed research program will  
call upon the physical, biological, social, and  
engineering sciences to develop the knowledge  
required to shape solutions to present and future  
water problems."

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Environmental engineering--[U.S.]--Research / Urban areas--  
[U.S.]

U.S. Dept. of Transportation.

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Section 33 of the Federal-Aid Highway Act of 1960.  
Washington, U.S. Govt. Print. Off., 1971. 51 p.  
1. Dept. of Public Works, 1st sess. [House]  
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Special sharing for support services. [Washington,  
U.S. Govt. Print. Off.] 1971. 6 p. (22) Conf., 1st  
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[Washington, U.S. Govt. Print. Off.] 1971. 4 p. (22)  
Special revenue sharing; message...proposing a  
special revenue sharing program for law enforcement;  
[Washington, U.S. Govt. Print. Off.] 1971. 4 p. (22)  
Intergovernmental tax relations--[U.S.] / Law enforcement--  
[U.S.] / Intergovernmental special relations--[U.S.]

Urban Institute

The struggle to bring technology to cities.  
Washington (c1971) 79 p.

This report conveys the challenges and opportunities of applying science and technology to urban problems such as traffic control, trash and garbage collection, fire detection and control, etc.

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**Hillis, Dawn E., comp.**

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**Antonion, James.**

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Traffic engineering / Urban planning / Central business districts

**Auente, Jerome.**

Planning for the impact of the communications revolution. City, v. 5, fall 1971: 58-60.

Describes an experiment in a six-county region of Southeastern Michigan where citizen planners drawn from the Detroit metropolis hope to bring some order, equity, and common sense to regional communications.

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**Avery, William B. Rakofski, R. A. Rand, R. C.**

Advanced urban transportation systems: an overview. Urban & social change review, v. 4, spring 1971: 63-67.

Mass rapid transit--[U.S.]--Research / Urban transportation--[U.S.]--Research

**Barnum, Darold T.**

From private to public: labor relations in urban transit. Industrial and labor relations review, v. 25, Oct. 1971: 95-115.

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Urban transportation--[U.S.] / Strikes--[U.S.]--Law and legislation / Labor law and legislation--[U.S.]--State laws / Collective bargaining--[U.S.] / Employee--management relations in government--[U.S.] / Local officials and employers--[U.S.]

**Branch, Melville C.**

Outdoor noise, transportation, and city planning. Traffic quarterly, v. 25, Apr. 1971: 167-168.

Now, finally, city planning is awakening to noise pollution brought about by more numerous and powerful cars, buses, trucks, motorcycles, special vehicles, construction and other powered equipment, and more and more aircraft overhead.

Urban planning--[U.S.] / Urban transportation--[U.S.] / Noise--[U.S.] / Airports--[U.S.]

**Cafferty, Michael.**

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**Cafferty, Michael.**

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**Chamber of Commerce of the United States of America.**

**Legislative Dept.**

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Statement in favor of Manpower Revenue Sharing Act as amended by Rep. Esch, and in opposition to Emergency Employment Act.  
 Manpower training programs--[U.S.] / Public service employment--[U.S.] / Revenue sharing--[U.S.] / Manpower Revenue Sharing Act (Proposed) / Emergency Employment Act (Proposed)

**Cordtz, Dan.**

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Municipal services--[U.S.] / Administrative fees--[U.S.] / Cost effectiveness--[U.S.] / Labor productivity--[U.S.] / Refuse and refuse disposal--[U.S.] / Government employees--[U.S.]

**Cotnam, James C., III. Reardon, Frank L.**

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"As the court in *Javins* points out, it lies squarely within the judicial function to reform old common law doctrines to reflect community values and ethics. The court proceeds to do just that in finding a warranty of habitability in every urban lease, and in finding that a lease is a contract in all respects. If the landlord is financially able to bring his property up to the housing code standard, remedies such as the one offered by *Javins* will economically motivate him to do so. If he cannot, in reforming the common law, the court may have left the legislature with no choice but to come up with some economic answers posthaste."

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**Bleiberg, Robert M.**

Trampling the grass roots. *Barron's*, Dec. 13, 1971, p. 7.

"By seeking to force public housing on a middle-income neighborhood, that's what master planners are doing in Forest Hills. Scheme ill-conceived by any yardsticks, including location and size: might create a real ghetto. Monumental failure to program underscored in St. Louis, where huge project now faces demolition."

Low-income housing--[New York/City] / Public housing--[New York/City]

**Blockbusting.** *Georgetown Law Journal*, v. 59, Oct. 1970: 170-189.

Article outlines the blockbuster's methods and examines the various remedies available to his victims, both black and white, with particular focus on the Federal Fair Housing Act of 1948.

Real estate business--[U.S.] / Open housing--[U.S.]

Part III. (cont'd) -- Periodicals

Boehne, Lillian R.

Public housing: those twenty-story tombstones.  
American opinion, v. 14, May 1971: 61-76.

Discusses some evils of public housing.  
Public housing--[U.S.] / Poor--[U.S.] / Urban renewal--  
[U.S.]

Brincefield, James C., Jr.

The low rent housing program: some observations,  
suggestions and predictions. Urban lawyer, v. 3,  
winter 1971: 31-60.

Surveying enormous need for low-rent housing  
and rapidly changing government programs to  
promote construction, author foresees a short term  
of "utter chaos." In the longer term, solutions  
will come not through technological breakthroughs,  
but through better techniques for assembling sites  
and financing acquisition and development, he  
necessarily with government participation, he  
thinks.  
Public housing--[U.S.] / Federal aid to housing--[U.S.] /  
Low-income housing--[U.S.] / Construction industries--

Brooks, Thomas R.

Big city politics: making the Black vote count.  
Tuesday magazine, Sept. 1971: 8-10, 26.

Negro voting--[U.S.] / Negroes in politics--[U.S.] /  
Negroes in urban areas--[U.S.]

Browner, Robert S.

Barriers to Black participation in the American  
economy. Review of Black political economy, v. 1,  
autumn 1970: 57-67.

Author endorses the demand for "reparations" as  
a way of giving a fair share of the country's  
wealth to Black Americans.  
Negro economic conditions--[U.S.] / Negro nationalism--

Browne, Robert S.

Cash flows in a ghetto community: an introductory  
essay. Review of Black political economy, v. 1, winter-  
spring 1971: 28-39.

Author identifies "...those types of activities  
which serve to bring cash into an urban black  
community and those which serve to take cash out.  
The object of our exercise will be to maximize the  
cash inflows and to minimize the cash outflows,  
thereby increasing the disposable income available  
for spending and for income generation within  
the community."

Ghetos--[U.S.] / Urban economic development--[U.S.] /  
Capital--[U.S.] / Income--[U.S.]

Bryan, Jack.

Public housing modernization. Journal of housing,  
v. 28, Apr. 30, 1971: 167-178.

Program begun in 1968 is upgrading physical  
conditions of older buildings and improving tenant-  
management relations; specific applications are  
described.  
Public housing--[U.S.] / Landlord and tenant--[U.S.]  
E (Schlefer) EB2/OHJ/6/17/71  
LBS71-7177

Buchanan, G. Sidney.

Federal regulation of private racial prejudices: a  
study of law in search of morality. Iowa law review,  
v. 56, Feb. 1971: 473-530.

Racial discrimination--[U.S.]--Legal cases / Civil rights  
legislation--[U.S.] / Civil rights cases / Jones v. Alfred  
H. Mayer Co.

Clayton, Glenn A.

Abandoned. Journal of housing, v. 28, June 25,  
1971: 271-276.

Author summarizes some of the major findings,  
recommendations, and implications of "The national  
survey of housing abandonment" conducted by the  
National Urban League and the Center for Community  
Change.  
Housing--[U.S.] / Ghetos--[U.S.] / Urban planning--[U.S.]  
/ Federal aid to housing--[U.S.] / Racial discrimination--  
[U.S.] / Housing abandonment

Cohen, Wilbur J.

Federal takeover of welfare and income maintenance  
programs: their financing and administration. National  
tax journal, v. 24, Sept. 1971: 331-335.

Paper presented at National Tax Association  
Seminar on Balancing Our Federal-State-Local  
Fiscal System, Washington, July 22, 1971.  
Public assistance programs--Finance / Income maintenance  
programs--[U.S.] / Intergovernmental fiscal relations--  
[U.S.] / Revenue sharing--[U.S.]

Conaway, James.

Atlantic monthly, v. 228, Nov. 1971: 24,  
29, 30-32, 37.

Discusses the problems facing Memphis today and  
prospects for solutions in the future.  
Urban life--[Memphis] / Racial discrimination--[Memphis]

Cooney, Bernard J.

Suburban apartment zoning: legality and technique.  
Boston College industrial and commercial law review, v.  
12, Apr. 1971: 955-981.

Zoning and zoning law--[U.S.] / Suburbs--[U.S.] /  
Apartment houses--[U.S.]

Part III. (cont'd) -- Periodicals

**Davidoff, Paul.** Gold, Neil Newton.

**Exclusionary zoning.** Yale review of law and social action, v. 1, winter 1970: 56-63.

"If this nation is to provide for the housing and job needs of its minority citizens, the power of government must be used to break the land-use barriers erected by suburban communities."  
Suburbs--[U.S.] / zoning and zoning law--[U.S.] / Open housing--[U.S.]

**Davis, James W.**

Decentralization, citizen participation, and ghetto health care. American behavioral scientist, v. 15, Sept.-Oct. 1971: 94-107.

Medical care--[U.S.] / ghettos--[U.S.] / Citizen participation--[U.S.]

**Discriminatory housing markets, racial**

**unconformability, and Section 1988: the Contract Buyers League case.** Yale law journal, v. 80, Jan. 1971: 516-566.

Author distinguishes three dimensions of racial discrimination: (1) traditional (individual) discriminatory acts, (2) institutionalized discrimination resulting from the aggregate of individual acts and creating a restriction of opportunity for the victimized race, and (3) acts that exploit or take advantage of this institutionalized restriction, as by selling for higher prices or on harsher terms. The 1966 Civil Rights Act covers the third as well as the first, he asserts:

Racial discrimination--[Chicago] / Open housing--[Chicago] / Negroes in urban areas--[Chicago] / Civil rights legislation--[U.S.] / Installment plan--[U.S.] / Contract Buyers League v. F and F Investment / Civil Rights Act of 1966

**Droettboom, Theodore, and others.**

Urban violence and residential mobility. Journal of the American Institute of Planners, v. 37, Sept. 1971: 319-325.

"Data from a recently completed national longitudinal survey suggest, contrary to popular expectations, that individual perceptions of local violence have at best only a very moderate influence on significant changes in residential location, that concern with crime problems does not seem to result in a major exodus to the suburbs, and that what little effect urban crime has on mobility is stronger for the poor and black than for high and middle income whites."

Internal migration--[U.S.] / Suburbs--[U.S.] / Crime and criminals--[U.S.]

**Dyke, James W., Jr.**

The use of zoning laws to prevent poor people from moving into suburbia. Howard law journal, v. 16, winter 1971: 351-365

Open housing--[U.S.] / zoning and zoning law--[U.S.] / low-income housing--[U.S.] / Suburbs--[U.S.]

**Rdson, Charles.**

Sections 235 and 236--the first year. Urban lawyer, v. 2, winter 1970: 14-39.

"The new low-income homeownership program launched by the addition of Section 235 to the National Housing Act, and its apartment rental counterpart found in Section 236 of that Act, only became law on August 1, 1968, upon President Johnson's signature of the Housing and Urban Development Act of 1968." This article describes these programs, traces their first year activity, and reports the changes imposed on these programs by the Housing and Urban Development Act of 1969."  
Housing--[U.S.]--law and legislation / Housing finance--[U.S.]--law and legislation / Housing and Urban Development Act

**Richenberg, Timothy.**

From Capitol Hill: a Uniform Relocation Act: the price of uniformity. Urban lawyer, v. 3, summer 1971: 480-487.

Relocation--[U.S.]--law and legislation / Uniform assistance and land acquisition policies Act

**Exclusionary zoning and equal protection.** Harvard law review, v. 84, May 1971: 1645-1669.

Author argues that "active equal protection review is in order when the state creates obstacles which strongly tend to frustrate people desiring to remove themselves from a disadvantaged and discriminated-against group."

Zoning and zoning law--[U.S.] / Open housing--[U.S.] / Equality before the law--[U.S.]



**Financial constraints and minority economic development.** *Journal of finance*, v. 26, May 1971: 363-471.

Papers presented at the 29th annual meeting of the American Finance Association, Detroit, Dec. 28-30, 1970.

Contents.--Health accumulation of Black and white families: the empirical evidence, by H. Terrell.--The Black banks: an assessment of performance and prospects, by A. Brimmer.--Black banking--problems and prospects, by E. Irons.--Housing the underhoused in the inner city, by R. Case.--The small business capital gap: the special case of minority enterprise, by W. Garvin.

Negro businesses--[U.S.]--Finance / Negro economic conditions--[U.S.] / Housing finance--[U.S.] / Development credit institutions--[U.S.] / Banks and banking--[U.S.] / Small business--[U.S.]--Finance

**Franklin, Herbert H.**

Federal power and subsidized housing. *Urban lawyer*, v. 3, winter 1971: 61-77.

Author urges the necessity of exercising direct Federal power, in addition to "passive" loan and grant programs fragmented through local housing authorities, to provide low-income housing. Federal preemption of zoning and standardization of building codes with respect to Federally-assisted housing, creation of a new Federal land banking instrumentality to get control of urban land in advance of need, and creation of consolidated mortgage banking and community development agencies at state or metropolitan level and a Federally chartered corporation with powers of eminent domain are among his suggestions. Federal aid to housing--[U.S.] / Low-income housing--[U.S.] / Land use--[U.S.] / Housing finance--[U.S.]

**Freilich, Robert H. Bass, G. Allen.**

Exclusionary zoning: suggested litigation approaches. *Urban lawyer*, v. 3, summer 1971: 344-374.

"The past trend has been to allow our suburban bastions resembling feudal principalities. Obviously, unless our maps are to be characterized by rich and poor communities, unless we are to have ghettos bounded by corporate limits instead of neighborhood streets, some means must be quickly provided to mitigate exclusionary practices. Judicial resolution falls close to being simple tinkering. It can, however, point out the inequities and lead to increased public awareness. Perhaps this will lead to solid solutions in legislation."

Zoning and zoning law--[U.S.]--Legal cases / Suburbs--[U.S.] / Regional planning--[U.S.]

**George, Ellen S.**  
Low-income housing and the equal protection clause. *Cornell law review*, v. 56, Jan. 1971: 343-364.

"The difficulty of obtaining decent housing units, through public housing and other government programs, will be eased if the special burden of the referendum requirement is lifted. Moreover, the opportunities to build low-income projects in non-ghetto communities will be substantially increased if exclusionary zoning tactics can be invalidated." Low-income housing--[U.S.] / Public housing--[U.S.] / Zoning and zoning law--[U.S.]

**Chinbher, John J., Jr. Chinbher, John J., III.**

A contemporary appraisal of condemnation in Maryland. *Maryland law review*, v. 30, Fall 1970: 301-331.

"Although recent Federal legislation has contributed to the reduction of the more direct financial consequences of condemnation, the Maryland condemnee still faces the very real prospect of significant financial loss when his property is condemned or sold under the threat of condemnation. In his attempts to mitigate this potential loss, the condemnee is hindered by procedural and evidentiary formalities which are often archaic and inappropriate." Eminent domain--[Maryland] / Relocation--[Maryland] / Real property--[Maryland]

**Gray, Robert L.**

Good counseling the answer in successful 235 housing. *Mortgage banker*, v. 31, Aug. 1971: 6, 8, 10-14.

"...now that we know what not to do, it is more constructive to explore the reasons for the 235 successes than to agonize over its failures." Low-income housing--[U.S.] / Federal aid to housing--[U.S.]

**Greening, Thomas C.**

Some ingredients for 'making it.' *Manpower*, v. 3, Aug. 1971: 3-9.

"Study identifies common threads in lives of those who escape ghetto." Negro economic conditions--[U.S.] / Ghettos--[U.S.]

## Part III. (cont'd) -- Periodicals

- Greer, Edward.**  
The "Liberation" of Gary, Indiana. *Transaction*, v. 3, Jan. 1971: 30-39, 61.  
The article discusses the election and problems of Gary's Negro mayor.  
Negroes in politics--[Gary, Ind.] / Municipal politics and government--[Gary, Ind.] / Negro leadership--[Gary, Ind.] / Urban areas--[Indiana] / Elections--[Gary, Ind.] / Negro voting--[Gary, Ind.] / Hatcher, Richard Gordon. / Gary, Ind.
- Hales, R. Edward, Jr. Livingston, Charles B.**  
Tenant unions: their law and operation in the state and Nation. *University of Florida law review*, v. 23, Fall 1970: 79-110.  
Landlord and tenant--[U.S.] / Associations, institutions etc.--[U.S.]
- Harney, Thomas C.**  
Higher rents for welfare recipients in public housing: an analysis under the equal protection clause Southern California law review, v. 45, Winter 1972: 263-312.  
Public housing--[U.S.] / Rent--[U.S.] / Public welfare--[U.S.]
- Hartnett, Rob.**  
Failed Federal housing--the US as slumlord. *New Republic*, v. 165, Dec. 11, 1971: 11-13.  
HUD faces the grim prospect of becoming the nation's No. 1 slum landlord when privately developed but federally guaranteed and subsidized projects belly up, the hawks turned over to the government for management or disposal. Also points out the fallacy of relying upon tax loopholes and tax gimmicks to stimulate housing construction.  
Reprinted in remarks of Sam Gibbons, Congressional record [daily ed.] v. 117, Dec. 13, 1971: H12392-12394.  
Federal aid to housing--[U.S.] / Low-income housing--[U.S.] / Rent subsidies--[U.S.] / Real estate business--[U.S.]--Taxation
- Henderson, William L. Ledebur, Larry C.**  
Programs for the economic development of the American Negro community: the militant approaches. *American Journal of economics and sociology*, v. 29, Oct. 1970: 337-351.  
Surveys and briefly describes economic and political programs advocated by militant leaders of national organizations.  
Negro economic conditions--[U.S.] / Negro businesses--[U.S.] / Negro nationalism
- Henderson, William L. Ledebur, Larry C.**  
Programs for the economic development of the American Negro community: the moderate approach. *American Journal of economics and sociology*, v. 30, Jan. 1971: 27-46.  
Birds' eye survey touches on National Business League, Urban League, NAACP, SCLC, Freedom Budget, Gbediplam, and other blueprints for encouraging more Black participation in economic mainstream.  
Negro businesses--[U.S.] / Negro economic conditions--[U.S.] / Development credit institutions--[U.S.] / Associations, institutions, etc.--[U.S.]
- Housing law--real estate brokers' liability for racial discrimination--discrimination held not grounds for license revocation. Wisconsin law review, v. 1971, no. 3, 1971: 962-971.  
Open housing--[Wisconsin]--Legal cases / Racial discrimination--[Wisconsin]--Legal cases / Real estate business--[Wisconsin]--Legal cases / Licenses--[Wisconsin]--Legal cases**
- Huttman, R. D.**  
The pathology of public housing. *City*, v. 5, Fall 1971: 32-34.  
"An examination of some of the inner reasons why, among tenants and public alike, its reputation is worse than that of the slums."  
Public housing--[U.S.] / Urban poverty--[U.S.] / Social psychology--[U.S.]
- Iglehart, John K.**  
RHW pushes regulation compliance, but states resist, problems multiply. *National Journal*, v. 3, Feb. 20, 1971: 401-409.  
Public assistance programs / Federal-state relations--[U.S.] / U.S. Dept. of Health, Education, and Welfare.

## Part III. (cont'd) -- Periodicals

- Isler, Norton L.**  
Housing services: the neglected dimension. City, v. 5, summer 1971: 30-32.  
"Building more dwellings is not the total solution to the housing problem. Also needed are new management techniques, expanded choice, and better utilization of the existing stock."  
Landlord and tenant--[U.S.] / Rent subsidies--[U.S.]
- Johnson, Albert L. O'Bier, Ray E.**  
Renewal appraisal responsibility restated. Appraisal Journal, v. 39, July 1971: 415-421.  
Article and rebuttal attack and defend the proposition that "fair market value" is not an adequate standard to determine "just compensation" for property acquired by eminent domain for public purposes.  
Urban renewal--[U.S.] / Relocation--[U.S.]
- Jorgenson, Lisa.**  
New York's squatters: vanguard of community control? City, v. 5, fall 1971: 35-38.  
"They seek not just shelter, but a larger citizen role in housing."  
Low-income housing--[New York/City] / Squatters--[New York/City] / Citizen participation--[New York/City]
- Kates, Don B., Jr. Kouba, J. Anthony.**  
"Inhibition of public entities under section 1983 of the Civil Rights Act. Southern California Law Review, v. 45, winter 1972: 131-167.  
"It is the thesis of this article that municipal immunity is not compelled by the legislative history upon which Monroe is based, and that, in any case, Monroe has been misconstrued by lower courts to immunize public entities which neither the Supreme Court nor the legislature intended to protect. After showing Monroe to be misguided, this article examines four types of section 1983 suits which should be permissible despite the Monroe mandate."  
Government liability--[U.S.] / Civil liberties--[U.S.] / Municipal politics and government--[U.S.] / Government employees--[U.S.] / Civil Right Act of 1964 / Monroe v. Pope
- Krickas, Richard J.**  
The white ethnics: who are they and where are they going? City, v. 5, May-June 1971: 23-25, 28-31.  
"They are beginning to organize in the industrial cities of the Northeast around economic, environmental, and other positive issues. Is this a step toward, or away from, racial harmony?"  
Minorities--[U.S.] / Community organization--[U.S.] / Race problems--[U.S.] / Labor--[U.S.]
- Kramack, Linda.**  
Private realtors, public housing tenants work together to manage public housing. Journal of housing, v. 28, May 25, 1971: 229-233.  
Recounts experience of two Washington, D.C. public housing projects under contract management by private realtor firm that makes use of tenant participation.  
Public housing--[U.S.] / Landlord and tenant--[U.S.] / Shannon and Luchs.
- Labrie, Peter.**  
Black central cities: dispersal or rebuilding (part 1). Review of Black political economy, v. 1, autumn 1970: 3-27.  
Shettos--[U.S.] / Negro employment--[U.S.] / SCS (Labovitz) KPC/DHJ/3/23/71 LRS71-2174
- Labrie, Peter.**  
Black central cities: dispersal or rebuilding, part 2. Review of Black political economy, v. 1, winter-spring 1971: 78-99.  
Author advocates measures to "remove the political and economic constrictions on existing ghettos and encourage their inhabitants to assert themselves in the control and management of their community environment," rather than dispersal of their inhabitants to the suburbs.  
Shettos--[U.S.] / Urban renewal--[U.S.] / Development credit institutions--[U.S.] / Negro economic conditions--[U.S.] / Community organization--[U.S.]

## Part III. (cont'd) -- Periodicals

Landlord and tenant--burden of proof required to establish defense on retaliatory eviction. Wisconsin Law Review, v. 1971, no. 3, 1971: 939-951.

Landlord and tenant--[Wisconsin]-Legal cases / Dickhut v. Norton

Landlord's duty to protect tenants from criminal acts of third parties: the view from 1500 Massachusetts Avenue. Georgetown Law Journal, v. 59, May 1971: 1153-1203.

Landlord and tenant--[U.S.]-Legal cases / Liability (Law) [U.S.] / Crime and criminals--[U.S.] / Kline v. 1500 Massachusetts Avenue Apartment Corporation

Landlord's violation of housing code during lease term is breach of implied warranty of habitability constituting partial or total defense to an eviction action based on nonpayment of rent.--Javins v. First National Realty Corp. Harvard Law Review, v. 84, Jan. 1971: 729-746.

Landlord and tenant--[U.S.]-Legal cases / Rent--[U.S.]-Legal cases

Law and the city. Public management, v. 53, Aug. 1971: 2-15.

Partial contents.--Are the courts manageable?, by E. Friesen, Jr.--The city attorney: what's ahead?, by R. Baida.--Poverty law vs. city hall: dynamic dimensions in the demand for change, by U. Resler.--The city attorney: how his responsibilities grew, by C. Rhyne. Administration of Justice--[U.S.] / Municipal politics and government--[U.S.] / Federal aid to cities--[U.S.] / Legal assistance to the poor--[U.S.]

Lawson, Simpson.

Seventh days in June: the great housing debate. City, v. 5, summer 1971: 17-21.

\*The President enunciates a policy and the ill-housed describe the dimensions of the need as equal access to shelter is explored in an unprecedented array of forums.\*

Zoning and zoning law--[U.S.] / Federal aid to housing--[U.S.] / Open housing--[U.S.]

Lefcoe, George.

HUD's authority to mandate tenants' rights in public housing. Yale Law Journal, v. 80, Jan. 1971: 463-514.

"He will find...that HUD has some specific base of authority, derived from either the housing statutes or recent constitutional decisions, for mandating many--although not all--of the negotiators' agreements. But we will also see that HUD could probably not take the next logical step and impose its own lease and grievance models on local authorities."

Landlord and tenant--[U.S.] / Federal-local relations--[U.S.] / Public housing--[U.S.] / U.S. Dept. of Housing and Urban Development.

Legal aid symposium. American University Law Review, v. 20, Aug. 1970: 5-73.

Partial contents.--Crossing state lines to practice law: the poverty lawyer and interstate practice, by T. Lytton.--The farm worker--the beginning of a new awareness, by C. Roostromax.--Tenants and the law: 1970, by P. Roisman. Legal assistance to the poor--[U.S.]

Leland, DeGrasse.

Public housing: due process and termination of tenancy. Howard Law Journal, v. 16, Spring 1971: 610-617.

\*The Government cannot deprive a private citizen of his continued tenancy in a public housing project without affording him adequate procedural safeguards, even if public housing could be deemed to be a privilege.\*

Public housing--[New York/City]-Legal cases / Landlord and tenant--[New York/City]-Legal cases / Due process of law--[New York/City]-Legal cases / Rolle v. New York City Housing Authority / Escalera v. New York City Housing Authority

Lewis, Warren L.

Civil rights--housing--Federal programs for low- and moderate-income families--approval of a project site without evaluating the effect of the project on racial concentration violates the Civil Rights Act--Shannon v. HUD, 436 2d 809 (3d Cir. 1970). George Washington Law Review, v. 39, July 1971: 1229-1240.

Low-income housing--[U.S.]-Legal cases / Open housing--[U.S.]-Legal cases / Federal aid to housing--[U.S.]-Legal cases / Urban planning--[U.S.]-Legal cases / Shannon v. U.S. Dept. of Housing and Urban Development

Part III. (cont'd) -- Periodicals

**Milliey, William, III.**  
Administration and Congress follow courts in promoting residential integration. National Journal, v. 3, Nov. 12, 1971: 2431-2439.

Open housing--[U.S.] / Low-income housing--[U.S.] / Federal Suburbs--[U.S.] / Federal aid to housing--[U.S.] / Federal aid to cities--[U.S.] / U.S. Dept. of Housing and Urban Development.

**Low-income families gain houses through section 235:**  
a federal program that works. Mortgage banker, v. 31, Apr. 1971: 16, 19-20.

Low-income housing--[U.S.] / Federal aid to housing--[U.S.] / RCS (Schlefer) EBZ/LBJ/7/29/71 LRS71-9519

**Low-income housing gets a shot in the arm. Savings and Loan news, v. 92, Aug. 1971: 54-57.**

"With the help of associations and others, a private corporation hopes to parlay \$42 million in seed money and equity positions into 110,000 housing units."

Low-income housing--[U.S.] / Housing finance--[U.S.] / National Corporation for Housing Partnerships.

**Lyford, Joseph P.**

In my neighborhood, an adult is a dead child. Center magazine, v. 3, Nov.-Dec. 1970: 49-55.

"A firsthand look at the process by which human life is effectively destroyed in the Nation's cities. Reprinted from Center Diary, July-August, 1966, and later included in The Altright Cage, Harper & Row."

Urban life--[U.S.] / Urban poverty--[U.S.]

**Lyons, George B.**

Landlord's failure to comply with housing code may be used as defense for nonpayment of rent. Notre Dame lawyer, v. 46, summer 1971: 801-807.

Housing--[District of Columbia]--Legal cases / Landlord and tenant--[District of Columbia]--Legal cases / Rent--[District of Columbia]--Legal cases / Javins v. First National Realty Corporation

**Hackman, John B. Bales, Alan. Calvin, Gregory L.**  
The Contract Buyers League. Law and social action, v. 1, Spring 1971: 70-91.

Three accounts of legal battle to end exploitation of Negro home buyers in Chicago, by students who participated as advisors.  
Housing finance--[Chicago] / Community organization--[Chicago] / Real estate business--[Chicago] / Negro economic conditions--[Chicago] / Installation plan--[Chicago] / Contract Buyers League.

**Harcuse, Peter.**

The rise of tenant organizations. Nation, v. 213, July 19, 1971: 50-53.

Landlord and tenant--[U.S.] / National Tenants Organization.

**Harkham, John J. E., II.**

Municipalities and the increasing need for low and moderate income housing. Washington and Lee Law Review, v. 28, fall 1971: 408-423.

Author suggests four methods by which a municipality could provide more low and moderate income housing without incurring inordinate cost.  
Low-income housing--[U.S.] / Land use--[U.S.] / Zoning and zoning law--[U.S.]

**Mathewson, Kent.**

'Leftover' cities require regional problem solving. National Civic Review, v. 60, May 1971: 266-270.

The president of the Metropolitan Fund, Inc., of Detroit maintains that the regional approach to urban problem solving is not "designed to rob Black people of their political power," as claimed by Piven and Cloward in a 1967 article. He states that massive help from metropolitan regions is required "to avert total disaster in the future."  
Urban areas--[U.S.] / Metropolitan politics and government--[U.S.]

## Part III. (cont'd) -- Periodicals

**Maulin, Richard L.** Trans-action, v. 8, May  
Los Angeles liberalism.

1971: 40-48, 5-51.

An examination of Los Angeles' 1969 mayoral election between Black Councilman Thomas Bradley and Mayor Samuel Yorty to highlight the relationships between social attitudes, social science research and the conduct of political campaigns.

**Elections--**[Los Angeles] / Negroes in politics--[Los Angeles] / Voting--[U.S.] / Bradley, Thomas. / Yorty,

**Hayne, Wiley E., Jr.**

The responsibility of local zoning authorities to nonresident indigents. Stanford law review, v. 23,  
Apr. 1971: 774-798.

Zoning and zoning law--[U.S.]--Legal cases / Low-income housing--[U.S.] / Southern Alameda Spanish Speaking Organization v. Union City

**Hills, Wilbur.**

Tax cuts...social security...welfare reform. U.S. news & world report, v. 70, Mar. 15, 1971: 42-44, 46-48.

An interview.

Public assistance programs / Intergovernmental fiscal relations--[U.S.]

**Hitchell, Daniel B.**

Black economic development and income drain: the case of the numbers. Review of Black political economy, v. 1, autumn 1970: 47-55.

Author proposes "community development corporations, or comparable non-profit community-based organizations, set up and operate legal numbers games for the purpose of financing their community welfare activities," to keep funds from flowing into syndicates.

Negro economic conditions--[U.S.] / Gambling--[U.S.]

**Horae, Lynn Ann.**

Housing code violations as a defense for nonpayment of rent. South Dakota law review, v. 16, spring 1971: 492-503.

Landlord and tenant--[U.S.]--Legal cases / Warranties--[U.S.] / Contracts--[U.S.] / Javins v. First National Realty Corporation

**Horris, Steven.**

Home was where the bulldozer is. Chicago tribune,  
Apr. 18, 1971: 46-47, 49, 54, 57.

Urban renewal--[Chicago] / Relocation--[Chicago]

**Hueller, Warren.**

Residential tenants and their leases: an empirical study. Michigan law review, v. 69, Dec. 1970: 247-298.  
Landlord and tenant--[U.S.] / Contracts--[U.S.]

**No room for singles: a gap in the housing law.** Yale law journal, v. 80, Dec. 1970: 395-432.

Focuses on the housing needs of single-room occupants (SRO's).  
Low-income housing--[U.S.]

**O'Connor, Michael A.** tenant unions in Chicago. Illinois

law, lawyers and tenant unions in Chicago. Illinois law journal, v. 59, May 1971: 732-737, 740-743.

Bar journal, v. 59, May 1971: 732-737, 740-743.  
\*In this article the author describes the activities undertaken by tenant unions, critically evaluates the laws such activities encounter, and suggests the role of an attorney providing legal services to a tenant union.\*  
Landlord and tenant--[Chicago] / Practice of law--[Chicago]

**Ominsky, Harris. Laffer, Walter, Jr.**

The Pennsylvania Rent Withholding Act. Pennsylvania Bar Association quarterly, v. 43, Oct. 1971: 109-113.  
Discusses the Pennsylvania Rent Withholding Act which "provides that if a City certifies a dwelling as 'unfit for human habitation' the tenant's obligation to pay rentals is suspended until the dwelling is certified as 'fit' or until the tenancy is terminated for a reason other than nonpayment of rent."

Rent--[Pennsylvania]--State laws / Landlord and tenant--[Pennsylvania]--State laws

**Operation liftoff. HUD challenge, v. 2, Aug. 1971:**  
28-30.

The White Plains (N.Y.) Urban Renewal Agency tells how it has provided problem families with special relocation and social services without special funding.  
Relocation--[New York/State] / Community centers--[New York/State]

**Peel, Norman D. Pickett, Garth E. Buehl, Stephen T.**

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**Wright, Kenneth M.**

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**Biderman, Charles.**

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**Bowden, Hartyn J.**

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**Bryan, Jack.**

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Open housing--[District of Columbia] / Urban planning--[District of Columbia]

**Ginsberg, Benjamin.**

Berman v. Parker: Congress, the Court, & the public purpose. Polity, v. 4, fall 1971: 48-75.

"...this paper examines urban redevelopment in the District of Columbia by focusing on the District of Columbia Redevelopment Act of 1945, and the Supreme Court's interpretation of the Act. It is the argument of this paper that the nature of that law and that interpretation were both crucial determinants of the outcome of urban renewal in the District of Columbia, and important precedents for the national urban redevelopment program." / Urban renewal--[District of Columbia]-Law and legislation / Urban renewal--[District of Columbia]-Legal cases / Berman v. Parker / District of Columbia Redevelopment Act

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**Harrington, Michael.**

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"As the 'new town' concept gains in popularity here in the United States, the author describes the British new town plan and points out some of the successes and problems which have been incurred during the 25 years since the enactment of Britain's New Town Act of 1946."  
New towns--[Gt. Brit.]

**Roeken, Fran P.**

Are new towns a cure for urban ills? Christian Science Monitor, Sept. 17, 1971, p. 9.

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New towns--[Western Europe] / Urban planning--[Western

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**HUD tests new strategies for mass housing systems.**

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 "Operation Breakthrough, model cities and 'new towns' programs lead efforts to cut building costs, upgrade home financing and create well-planned environments for burgeoning markets."  
 Housing--[U.S.] / Housing finance--[U.S.] / Urban planning--[U.S.] / Federal aid to cities--[U.S.] / New towns--[U.S.] / U.S. Dept. of Housing and Urban Development.

**Hyde, Floyd H.**

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**It pays to advertise. Journal of housing, v. 28, Mar. 29, 1971: 122-127.**

Two articles describe how Norfolk and Rochester (N.Y.) stimulate urban renewal and neighborhood rehabilitation by advertising campaigns.  
 Urban renewal--[U.S.] / Advertising--[U.S.]

**Jackson, Samuel C.**

Are American cities obsolete? Urban lawyer, v. 3, winter 1971: 100-109.

The author concludes that American cities are "not obsolete, but they are being severely threatened by forces that could render them obsolete." John C. Birath, Jr. agrees with Jackson's conclusion that the cities won't become obsolete if they are rendered needed assistance promptly.  
 Open housing--[U.S.] / Zoning and zoning law--[U.S.]

**Lawson, Simpson.**

New towns in old cities. City, v. 5, May-June 1971: 40-41.  
 "Title VII of the 1970 Housing Act offers tools for large-scale development inside the city limits as well as on fresh land beyond."  
 New towns--[U.S.] / Urban planning--[U.S.] / Community development--[U.S.] / Federal aid to cities--[U.S.]

**Level, Edward R.**

Evaluation of special purpose properties in condemnation proceedings. Urban lawyer, v. 3, summer 1971: 428-439.  
 eminent domain--[U.S.]

**Levenson, Frances.**

Housing rehabilitation in N.Y.C. City almanac, 6, June 1971: whole issue.  
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**Lieberman, Byron.**

New communities: business on the urban frontier: a special issue. Saturday review, v. 54, May 15, 1971: 20-31, 55-57.  
 Partial contents.--A fresh scene in the clean dream, by W. Von Eckardt.--Private investment and the public weal, by A. Downs.--Piecing the political pie, by E. Logue.--Fruits and consequences for older cities, by L. Molinaro.  
 New towns--[Columbia, Md.] / New towns--[U.S.]

**Lilley, William, III.**

Community development proposal will test Nixon's credibility and power. National journal, v. 3, Oct. 9, 1971: 2030-2038.  
 Community development--[U.S.] / Executive reorganization--[U.S.] / Transportation and state--[U.S.] / Urban economic development--[U.S.] / Rural economic development--[U.S.] / U.S. Dept. of Community Development (Proposed) / U.S. Dept. of Housing and Urban Development.

**Maison, Zvi.**

The inner-city impact. Urban affairs quarterly, v. 6, Dec. 1970: 233-245.  
 An analysis of a survey conducted in Detroit to examine the social and economic characteristics and attitudes of the people living in the Model Neighborhood area.  
 Urban life--[Detroit]--Public opinion

**Hann, Seymour Z.**

Planning--participation. National civic review, v. 59, Apr. 1970: 182-190.  
 "Central concept of Model Cities policy envisions evolution of rational solutions to urban problems."  
 Urban planning--[U.S.] / Citizen participation--[U.S.]

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**McCleary, Elliott.**

Will 10,000,000 people ruin all this? National Wildlife, v. 9, June-July 1971: 4-9.

\*Disney's new mass recreation area will occupy only 10 percent of the 27,000-acre area, while 5,000 acres of virgin cypress will remain untouched.\* \*Disney engineers say their innovations can be applied to urban housing problems throughout the country and enhance the development of cities yet unborn.\*  
Amusement parks--[Florida] / Recreation areas--[Florida] / Environmental engineering--[Florida] / New towns--[Florida] / Walt Disney world

**Model cities: a report on progress; special issue. Model Cities Service Center bulletin, v. 2, June 1971: whole issue.**

Contents.--Kodel cities in perspective, by F. Jordan.--A mayor looks at model cities, by A. Holland.--A regional citizens' group looks at model cities, by W. Bethea.--Model cities and the intergovernmental process.--Model cities and the program areas.--An overview of the program's progress.

Federal aid to cities--[U.S.] / Urban planning--[U.S.] / Urban renewal--[U.S.] / Community development--[U.S.] / Intergovernmental relations--[U.S.] / Federal aid programs--[U.S.] / Community organization--[U.S.]

**Harris, Eugene J.**

Lawyers for housing and urban renewal. American Bar Association Journal, v. 57, Feb. 1971: 158-162.  
Lawyers--[U.S.] / Public interest law firms--[U.S.] / Urban renewal--[U.S.]

**Rottur, Ellis R.**

Engineering for new cities. Professional engineer, v. 41, Nov. 1971: 34-36.  
Urban areas--[U.S.] / Engineering--[U.S.] / Urban planning--[U.S.] / Technology--[U.S.]

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New towns--[U.S.] / Federal aid to cities--[U.S.]

**New towns and urban policy. Urban and social change review, v. 4, Spring 1971: 50-62.**

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New towns--[U.S.] / New towns--[Gt. Brit.]

**Olson, James H.**

The role of "fairness" in establishing a constitutional theory of taking. Urban lawyer, v. 3, Summer 1971: 440-465.  
Eminent domain--[U.S.]

**Rockefeller, David.**

The need for a solution of massive national social problems. In Remarks of Jacob K. Javits. Congressional record [daily ed.] v. 116, Feb. 17, 1971: S1454-S1457.  
Urban economic development--[U.S.] / Development credit institutions--[U.S.] / New towns--[U.S.]--Finance

**Rogin, Richard.**

New town on a New York island. City, v. 5, May-June 1971: 42-47.  
Description of planned community to be built by New York State Urban Development Corporation on Welfare Island in the East River.  
New towns--[New York/State] / Urban planning--[New York/State] / Logue, Edward J. / Urban Development Corporation.

**Schreiberg, Sheldon L.**

Abandoned buildings: tenant condominiums and community redevelopment. Urban lawyer, v. 2, Spring 1970: 186-218.  
\*This article...focuses on two radically different approaches that municipalities might follow in utilizing their tax-delinquent and abandoned properties. The first considers the possibility of linking rehabilitation with ownership in either a cooperative or condominium format.\*  
Urban renewal--[New York/City] / Condominium (Housing)--[New York/City]

**Shopping centers grow into shopping cities. Business week, no. 2192, Sept. 4, 1971: 38-38.**

\*The giant centers draw the crowds to everything from covered malls to churches.\*  
Retail trade--[U.S.] / Central business districts--[U.S.] / Urban planning--[U.S.] / Shopping centers

**Saarel, Frank P.**

IBA challenges need of Urban Development Bank.  
Commercial and financial chronicle, v. 214, Sept. 16,  
1971: 5.

"Spokesman for prestigious trade association  
vigorously opposes the concept that a Federal  
agency is required to assure bond financing by  
local governments at a 'reasonable cost.'"  
Development credit institutions--[U.S.] / Federal aid to  
cities--[U.S.] / Urban Development Bank (Proposed) /  
Investment Bankers Association of America.

**Sternlieb, George S.**

Are big cities worth saving? U.S. news & world  
report, v. 71, July 26, 1971: 42-46, 49.  
Interview with George S. Sternlieb, Director,  
Center for Urban Policy Research, Rutgers  
University."  
Urban areas--[U.S.] / Urban planning--[U.S.] / Sternlieb,  
George S.

**Stocks, Nigel.**

Gleaves, Graham.  
Financial analysts and town centre development.  
Urban studies, v. 8, 1971: 255-269.

"The main purpose of this article is to draw  
together techniques that have for the most part  
already been made operational and tested  
elsewhere, and to discuss their application in a  
town planning context. The article has dealt  
specifically with town centre development."  
Urban planning / Community facilities--Finance

**Stovess, Carl B.**

Saving the cities. Playboy, v. 18, Jan. 1971: 148,  
262-263.  
Urban planning--[Cleveland] / Federal aid to cities--  
[Cleveland] / Urban renewal--[Cleveland] / Urban life--  
[U.S.] / Cleveland

**Tate, Albert, Jr.**

Legal criteria of damages and benefits--the  
measurement of taking-caused damages to untaken  
property. Louisiana law review, v. 31, Apr. 1971: 431-  
450.  
Property--[Louisiana]--State laws / Eminent domain--  
[Louisiana]--State laws / Government liability--  
[Louisiana] / Land use--[U.S.]

**Thornton, Gregory Lee.**

The growing crisis in New York condemnation law:  
deficiencies of the present system and recent proposals  
for its modification and reform. Syracuse law review,  
v. 21, summer 1970: 1193-1208.  
Eminent domain--[New York/State]

**VanMatyne, Arvo.**

Taking or damaging by police power: the search for  
inverse condemnation criteria. Southern California law  
review, v. 44, fall 1970: 1-73.  
Identifies "the practical criteria and policy  
elements which characterize exercise of  
governmental regulatory power for which  
compensation for resulting economic losses is  
constitutionally required."  
Government regulation--[U.S.] / Land use--[U.S.]--Law and  
legislation / Eminent domain--[U.S.] / Property--[U.S.]

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Study examines the extent to which state  
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[U.S.] / Intergovernmental fiscal relations--[U.S.]

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U.S. Govt. Print. Off., 1970. 71 p.  
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\*PB 203 600\*

In this report, the Commission examines the  
impact of national government policies on state  
and local capital financing. The Commission's  
concern with this subject centers on (1) reducing  
and stabilizing the cost of state and local  
borrowing, (2) increasing state and local government  
in state-local projects, and (3) promoting  
financial participation in state-local  
capital projects where such participation is  
appropriate."

Intergovernmental relations--[U.S.] / State  
investment--[U.S.] / State finance--[U.S.] / Local  
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U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Communications and Power. Federal-State Communications Joint Staff Act. Hearing, 92d Cong., 1st sess., on H.R. 7211, June 29, 1971. Washington, U.S. Govt. Print. Off., 1971. 26 p.

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U.S. Congress. Joint Committee on Internal Revenue Taxation. Summary of testimony on general revenue sharing at public hearings, June 2 to June 28, 1971, held by the Committee on Ways and Means on the subject of general revenue sharing. Washington, U.S. Govt. Print. Off., 1971. 42 p.

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U.S. Congress. Joint Economic Committee. Subcommittee on Urban Affairs. Regional planning issues. Hearings, 91st Cong., 2d sess., Part 1, Oct. 13, 14, and 15, 1970. Washington, U.S. Govt. Print. Off., 1970. 178 p.

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Regional planning--[U.S.] / regional economic development--[U.S.] / Government spending--[U.S.] / Intergovernmental relations--[U.S.] / Intergovernmental relations--[U.S.] / Federal government--[U.S.] / Urban planning--[U.S.]

**U.S. Congress. Joint Economic Committee. Subcommittee on Urban Affairs.**

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**U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing and Urban Affairs.**

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**U.S. Congress. Senate. Committee on Interior and Insular Affairs.**

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Estuaries--[U.S.] / Estuaries--[U.S.]--Bibliography / Coastal zone--[U.S.] / Water pollution--[U.S.] / Fisheries--[U.S.] / Wetlands--[U.S.] / Marine mineral resources--[U.S.] / Chesapeake Bay

**U.S. General Accounting Office.**

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U.S. President, 1969- (Nixon).

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3. Federal land use policy, a priority program  
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**Washnis, George J.**  
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[Washington] Management Information Service, 1971. 26 p.

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**Kashnis, George J.**  
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**Weiner, Myron R.**  
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Report. Berkeley, Calif., Institute for Local Self Government [1970] 42 p.

Partial contents.--State initiative for urban progress, by J. Brock.--City, regional, and state government.--The states and all the urban crises.--You can't look the other way for cities, by G. Baggett.--Fiscal aspects and the consolidation of city politics to the states and the urban crisis, by H. Carpenter.--Integration of state-local politics, by J. Carpenter.  
State finance--[U.S.] / Local finance--[U.S.] / Urban areas--[U.S.] / Intergovernmental fiscal relations--[U.S.] / State politics and government--[U.S.] / Local government--[U.S.]

**Wholey, Joseph S., and others.**  
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**Zimmerman, Joseph P.**  
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Part VI. Strengthening the Capacity of General Governments to Manage the Urban Environment -- Periodicals

**Ackerman, Susan. Ott, David.**

An analysis of the revenue effects of proposed substitution for tax exemption of state and local bonds. National tax journal, v. 23, Dec. 1970: 397-406. Authors conclude that "if tax exemption could be replaced by a compulsory direct subsidy plan, the Federal Government would, not surprisingly, gain revenue and municipalities could also borrow at somewhat reduced rates. We go on to demonstrate, however, that the same result need not follow for a limited or voluntary direct subsidy scheme."

Intergovernmental fiscal relations--[U.S.] / Intergovernmental tax relations--[U.S.] / Subsidies--[U.S.] / Tax-exempt securities--[U.S.]

**Anderson, John B.**

Revenue sharing. Remarks in the House. Congressional record [daily ed.] v. 117, June 23, 1971: H5815-H5821.

Statement before House Ways and Means Committee in support of administration's proposal; contains tables showing distribution of funds under current and modified formulas and "fiscal effort index" for below-median-income municipalities. Revenue sharing--[U.S.]

**Anderson, Robert J., Jr. Crocker, Thomas D.**

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Uses a mathematical model to show a statistical relationship between increases in air pollution and decreases in residential property values. Air pollution--[U.S.] / Real property--[U.S.]

**Anger, Glen A.**

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Examines the problems that arise in the interstate sale of subdivided land, the inability of state laws combined with postal and Federal Trade Commission acts to adequately remedy these problems, analogous securities problems, and Federal proposals to eliminate the existing "loopholes." Reviews title XIII of the Interstate Land Sales Act (1968) to evaluate the protection provided for the investor.

Land use--[U.S.] / Land tenure--[U.S.] / Real estate business--[U.S.]--Law and legislation / Consumer protection--[U.S.]--Law and legislation / Securities regulation--[U.S.] / Real estate business--[U.S.]--State laws / Deceptive advertising--[U.S.]

**Appleby, Thomas.**

Citizen participation in the '70s: the need to turn to politics. City, v. 5, May-June 1971: 52-55.

"A veteran of the urban renewal wars finds that the application of 'participatory democracy' to urban programs has been a positive force overall but suggests it take new forms." Citizen participation--[U.S.] / Decision making--[U.S.] / Community organization--[U.S.] / Municipal politics and government--[U.S.] / Neighborhood government--[U.S.] / Urban renewal--[U.S.]

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The states and the urban crisis. University of Illinois bulletin, v. 68, July 16, 1971: whole issue, partial contents.--The states and the urban crisis: an overview of the problems and possibilities, by M. Murray.--The Illinois executive and urban problems, by R. Michajson.-- State government and Chicago: a statement of the special needs of the dominant city, by E. Bell.-- In the 1970s, by M. Rakove. Urban areas--[Illinois] / State politics and government--[Illinois] / State-local relations--[Illinois]

**Ayer, John.**

Water quality control at Lake Tahoe: dissertation on grasshopper soup. Ecology law quarterly, v. 1, winter 1971: 3-61.

"...analyzes the threats of sewage, sedimentation, solid waste, fertilizer, and shoreline construction and describes the legal and extra-legal responses of the private and governmental institutions involved."

Also appears in California law review, v. 58, Nov. 1970: 1273-1331. Water pollution--[Lake Tahoe] / Water pollution control--[California]--Law and legislation / Water pollution control--[Nevada]--Law and legislation / Lakes--[California] / Lakes--[Nevada] / Lake Tahoe

**Bacon, Edmund M.**

Seven principles for an urban land policy. Urban land, v. 30, Apr. 1971: 3-8.

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**Bacon, Thora.**

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Weather / Air pollution / Urban areas

**Bahl, Roy W. Barford, J. J.**

Interstate distribution of benefits from the Federal budgetary process. *National Tax Journal* v: 24, June 1971: 169-176.

"...this paper incorporates consideration of both a broader definition of Federal aid and the notion of interstate variations in the opportunity cost of making use of Federal funds."

Mathematical model.

Federal budgets--[U.S.]--Research / Federal receipts and expenditures--[U.S.] / Intergovernmental fiscal relations--[U.S.]

**Banfield, Edward C.**

Revenue sharing in theory and practice. *Public Interest*, no. 23, Spring 1971: 33-45.

Author suggests that real effects of revenue sharing would be to shift power from Congress--which can identify itself with categorical grants--to the White House, and to governors and mayors to the extent they are willing to accept it.

Article is reprinted in *Washington Post*, May 30, 1971, p. C1, C4.

Revenue sharing--[U.S.] / Intergovernmental fiscal relations--[U.S.] / Intergovernmental relations--[U.S.] / Congressional-executive relations

**Bangs, Herbert P., Jr. Nahler, Stuart.**

Users of local parks. *Journal of the American Institute of Planners*, v. 36, Sept. 1970: 330-334.

"In 1963, Baltimore County, Maryland, passed a law requiring developers to set aside a portion of their subdivision for small local parks. Four years later, eighty-seven such parks were in various stages of acquisition and development."   
Parks--[Baltimore County] / Land use--[Baltimore County] / Open space lands--[Maryland]

**Barbrook, Alec F.**

The making of a department. *Urban Affairs Quarterly*, v. 6, Mar. 1971: 277-296.

Author traces history of establishment of Department of Housing and Urban Development.   
Federal aid to housing--[U.S.]--History / Federal aid to cities--[U.S.]--History / Executive reorganization--[U.S.]--History / Congressional-executive relations--History / U.S. Dept. of Housing and Urban Development--History

**Barnes, Peter.**

Unfreezing Alaska: the potential for rational land use. *New Republic*, v. 165, Sept. 11, 1971: 15-17.

Author notes that Alaska is on the verge of economic take-off. Fears that, unless immediate steps are taken, it faces ill-advised giveaway of public lands to speculators and other special interests, with little regard for social or environmental consequences. Feels this has not yet happened because of objections to the Prudhoe Bay-Valdez pipeline and the land freeze.   
Public lands--[Alaska] / Land use--[Alaska] / Conservation of natural resources--[Alaska] / Environmental engineering--[Alaska]

**Barnes, Peter.**

Water, water for the wealthy. *New Republic*, v. 164, May 8, 1971: 9-10, 13.

Describes the actions of large landowners in the Imperial Valley of California in avoiding the 160-acre limitations of the Reclamation Act:   
Agricultural policies--[California]-Law and legislation / Farm lands--[California]-Law and legislation / Irrigation districts--[California]-Law and legislation / Reclamation of land--[California]-Law and legislation / Water allocation (policy)--[California]-Law and legislation / Imperial Valley, Calif.: / Reclamation Act

**Barrett, Steve.**

Transmission ROW: multiple use pays dividends!   
Electric light and power, Aug. 1971: 59, 61-62.   
Suggests trails, parks etc. as possible uses of Right-of-Way (ROW) which should create goodwill for the power company concerned.   
Right-of-way--[U.S.] / Land use--[U.S.] / Electric utilities--[U.S.] / Electric power distribution--[U.S.]

## Part VI. (cont'd) -- Periodicals

Barrows, Keith C.

Environmental benefits of intensive crop production. Agricultural science review, v. 9, 2d quarter 1971: 33-39.

"As a result of recent increases in yields they have contributed much to a better environment through the release of land to optional uses. Reduced acreage, soil conservation practices, and more intensive cropping have all contributed to less erosion and the concomitant silting of streams. Research underway on other forms of environmental pollution related to crop production shows great promise of making further positive contributions to a better environment."

Agricultural innovations--[U.S.] / Farm lands--[U.S.] / Land use--[U.S.] / Soil conservation--[U.S.]

Bartke, Richard.

Dredging, filling and flood plain regulation in Michigan. Wayne Law review, v. 17, July-Aug. 1971: 861-916.

The encroachment of land upon water and water upon land has become a man-made phenomenon. Article reviews the state of the law dealing with dredging and filling on Michigan waters, and also discusses flood plain zoning.

Dredging--[Michigan]--State laws / Landfills--[Michigan]--State laws / Flood control--[Michigan] / Zoning and zoning law--[Michigan] / Riparian rights--[Michigan] / Land use--[Michigan]

Bates, Clyde T. Soule, Don H.

Reservoirs and local government finance. Growth and change, v. 2, July 1971: 47-51.

"Three large reservoirs in Kentucky are examined for changes in tax revenues and expenditures of local governments during the period of reservoir development."

Reservoirs--[Kentucky] / Water resources development--[Kentucky] / Local finance--[Kentucky] / Local taxation--[Kentucky]

Bauer, Brian A.

Michigan's choice: oil or wilderness. Sports field, v. 165, June 1971: 10, 12-14.

The Pigeon River State Forest's wild alk will be only one of the species that are lost to the oil well it drilling is allowed. Also threatened are loon, june fish, sharp-tailed grouse and songbirds."

Forest conservation--[Michigan] / Wilderness areas--[Michigan] / Wildlife conservation--[Michigan] / Petroleum industry--[Michigan] / Public lands--[Michigan] / Pigeon River State Forest

Bazell, Robert J.

Urban health and environment: a new approach. Science, v. 174, Dec. 3, 1971: 1005-1006.

Environmental health--[U.S.] / Urban poverty--[U.S.] / Urban renewal--[U.S.] / Public health--[U.S.]

Berman, Jules.

The Nixon plan for revenue sharing. Washington bulletin, v. 22, Apr. 26, 1971: 33-40.

A summary and analysis of President Nixon's six proposals for revenue sharing.

Intergovernmental tax relations--[U.S.] / Law enforcement--[U.S.] / Manpower training programs--[U.S.] / Federal aid to cities--[U.S.] / Transportation and state--[U.S.] / Rural economic development--[U.S.] / Federal aid to education--[U.S.]

Billick, William J., III.

Public recreation and subdivisions on lakes and reservoirs in California. Stanford Law review, v. 23, Apr. 1971: 811-832.

"This note has considered the impact of the recreation subdivision on public recreation opportunities in California. It has analyzed the scope of the public rights of access and use that exist at lakes and reservoirs completely surrounded by a privately owned recreation subdivision."

Reservoirs--[California]--State laws / Lakes--[California]--State laws / Water rights--[California] / Water law and legislation--[California]--State laws / Recreation areas--[California]--State laws

Bradford, David F. Oates, Wallace E.

The analysis of revenue sharing in a new approach to collective fiscal decisions. Quarterly Journal of Economics, v. 85, Aug. 1971: 416-439.

Theoretical treatment.

Revenue sharing

Brainer, Donald G.

Placing a dollar sign on urban parks. Parks & Recreation, v. 7, Nov. 1970: 14-16.

"Unless we begin (create if we must) in economic value for parks at least equal to the cost of alternate dispositions, highways and other urban development will continue to erode urban park systems as we know them."

Parks--[U.S.] / Urban planning--[U.S.]

Part VI. (cont'd) -- Periodicals

**Brennan, David.**

Jetport: stimulus for solving new problems in environmental control. University of Florida Law review, v. 23, winter 1971: 376-401.

"The jetport case is representative of a wide range of ecological problems; it involves questions of air and water pollution, protection of wildlife, and preservation of wilderness areas... This note will trace the development and resolution of the jetport controversy and survey the present means to combat such problems, recommending improvements in existing procedure where appropriate."

Airports--[Florida] / Environmental engineering--[Florida] / Wilderness areas--[Florida] / Pollution control--[Florida] / Environmental policy--[U.S.] / Land use--[Florida] / Everglades National Park

**Bronson, William.**

It's about too late for Tahoe. Audubon, v. 73, May 1971: 46-80.

"The national interest in preserving the extraordinarily natural beauty of Tahoe is immense, but its future is in the hands of men of little vision who dance to the pipe of corporate land developers, Nevada gamblers, and the Tahoe chambers of commerce of the cities and counties which control the Tahoe Basin."

Lakes--[California] / Lakes--[Nevada] / Water pollution--[Lake Tahoe] / Regional planning--[West (U.S.)] / Land use--[West (U.S.)] / Lake Tahoe

**Burton, Richard P.**

The metropolitan state. City, v. 5, fall 1971: 44-48.

"A means of creating strong general-purpose metropolitan governments while leaving present local jurisdictions intact."

Metropolitan politics and development--[U.S.] / Municipal services--[U.S.] / County politics and government--[U.S.]

**Carestio, Ralph H., Jr. Fischler, Paul S.**

Developing vacation campgrounds. Urban land, v. 30, Nov. 1971: 12-17.

Offers recommendations for an approach to campground development and price structure.

Camping--[U.S.] / Land use--[U.S.] / Recreation areas--[U.S.]

Changing styles of planning in post-industrial America. Public administration review, v. 31, May-June 1971: whole issue.

Partial contents.--Party platforms as national plans, by P. David.--The future of comprehensive urban planning: a critique, by J. Friedmann.--Fiscal planning--conservative Keynesianism, by J. Barkhead.--National transportation planning: dimensions and challenges, by H. Mertins, Jr.--Models for science planning, by H. Brooks.

Planning--[U.S.] / Urban planning--[U.S.] / Political platforms--[U.S.] / School administration--[U.S.] / Comprehensive health care--[U.S.] / Economic policy--[U.S.] / Science policy--[U.S.]

**Cicchetti, Charles J.**

Some economic issues in planning urban recreation facilities. Land economics, v. 47, Feb. 1971: 14-23.

"...if a multi-billion dollar program for urban recreation is forthcoming, the time to determine recreation programs which are based upon flexible recreation plans and standards is now and the need for further research to analyze the causes of the differences in participation patterns in light of the present polarization of our society is urgent."

Recreation areas--[U.S.]

**Clark, Timothy B.**  
Legislation on power plant siting seeks to speed resolution of environmental disputes. National Journal, v. 3, Aug. 28, 1971: 1785-1795.

"This is the first of two reports on proposed changes in Federal law to balance the need for bigger power facilities to meet the Nation's demand for electricity against a growing concern over the environmental impact of generating and transmitting facilities."

Electric power plant sites--[U.S.]--Law and legislation / Environmental policy--[U.S.] / Land use--[U.S.]

**Clement, Charles. Richardson, James.**

Recreation on the Georgia coast--an ecological approach. Georgia business, v. 30, May 1971: 1-21.

"The sea islands, tidal marshes, and estuaries of the Georgia coast comprise a valuable recreational resource for which demand is growing.

A recent study identified important ecological interrelationships and made recommendations to guide the coast's change and development. The Georgia Coast: Issues and Options for Recreation was prepared for the Conservation Foundation, Washington, D.C., by the Division of Research in cooperation with the Institute of Community and Area Development and the Institute of Ecology." Coastal zone management--[Georgia] / Seashore ecology--[Georgia] / Estuarine area conservation--[Georgia] / Recreation areas--[Georgia]

**Collins, Robert T.**

Federal revenue sharing and South Carolina.  
Business and economic review, v. 18, Oct. 1971: 2-6.  
"South Carolina would fare better if fiscal effort were not included in the allocation formula. South Carolina stands to benefit from revenue sharing, if the alternatives are tax cuts or increases in categorical aids."  
Revenue sharing--[U.S.] / State finance--[South Carolina]

**Conlon, Charles F.**

Federal participation in state tax administration.  
National tax journal, v. 24, Sept. 1971: 369-377.  
Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
State taxation--[U.S.] / Intergovernmental tax relations--[U.S.] / U.S. Internal Revenue Service.  
S (Labovitz) / ECS (Kohnan) EBZ/CJN/10/12/71  
LR571-13442

**Connally, John B.**

A Cabinet Member's viewpoint on fiscal federalism.  
National tax journal, v. 24, Sept. 1971: 303-306.  
Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
Revenue sharing--[U.S.] / Intergovernmental relations--[U.S.]

**Contini, Edgardo.**

The American city--a forecast. Urban land, v. 30, Oct. 1971: 3-12.  
Public ownership of land (with private leasing and improvement subject to comprehensive planning); regional governments instead of "home rule"; transportation systems planned not to serve existing cities but to shape their rebuilding; and urban renewal or "recycling" as a continuous process--are trends of the future, author predicts.  
Urban planning--[U.S.] / Land use--[U.S.] / Metropolitan politics and government--[U.S.] / Urban transportation--[U.S.] / Urban renewal--[U.S.]

**Controlling the human environment. International social science journal, v. 22, no. 4, 1970: 559-725.**

Partial contents--Utopia and technology:  
Reflections on the conquest of nature, by R. Leiss.--Social change and environment, by J. Musil.--The impact of technology on culture and emerging new modes of behaviour, by T. Parsons.--Ecology and the escalation of human impact, by P. Dansereau.--Towards a planned urban environment, by W. Lin.  
Environmental engineering / Human ecology / Urban areas / Technology and civilization / Social problems

**Controversy over the Nixon administration revenue-sharing plan: pro & con. Congressional digest, v. 50, Apr. 1971: Whole issue.**  
Intergovernmental tax relations--[U.S.]

**Cook, Tom Layden.**

The nature and use of airspace. Appraisal journal, v. 39, July 1971: 346-361.  
Airspace (Law)--[U.S.] / Land use--[U.S.] / Real estate business--[U.S.]  
ECS (Schliefer) EBZ/CJN/1/22/71  
LR571-8985

**Coon, James A. Bisse, Edward H.**

The structure of land use planning: a reappraisal and a program. Syracuse law review, v. 21, Winter 1969: 375-389.  
Article is part one of "1969 survey of New York law."  
Zoning and zoning law--[New York/State] / Land use--[New York/State]--State laws

**Coffy, David.**

Irvine: the case for a new kind of planning. City California, v. 6, Winter 1970-71: 18-39.  
"This report reviews the land-use decision-making processes at Irvine and their relation to some broad environmental concerns; analyzes the forces now at work at Irvine; and suggests alternative courses of action for the future."  
Rural lands--[California] / Open space lands--[California] / Land use--[Orange County, Calif.] / Urban planning--[Irvine, Calif.] / Regional planning--[California] / Irvine Ranch / Irvine Company.

Part VI. (cont'd) -- Periodicals

**Dahl, David S.**  
Regional Intergovernmental cooperation in the Ninth Federal Reserve District. Federal Reserve Bank [of] Minneapolis ninth district exponent, v. 1, June 1971: whole issue.  
Regional economic development--[West North Central States] / Regional planning--[West North Central States] / Intergovernmental relations--[West North Central States] HC 56 U.S. B Mid West BRZ/CJM/8/13/71 LRS71-10348

**Dales, Sophie R.**  
Federal grants to state and local governments, 1969-70. Social security bulletin, v. 34, Sept. 1971: 15-23.  
Grants-in-aid--[U.S.]--Statistics

**Doblin, Jay.**  
Toward a science of design. Professional engineer, v. 41, July 1971: 28-32.

"As yet, designers have not developed the methods or models capable of dealing with multisystem problems--housing, transportation, environment, education, medicine. As a consequence, we teeter on the brink of breakdown while at man's greatest productive capacity."  
Urban planning / Systems analysis

**Dresch, Stephen P.**  
An "alternativ" view of the Nixon revenue sharing program. National tax journal, v. 24, June 1971: 131-142.

"The major conclusions are: 1) Revenue sharing as financed through a personal income tax surcharge redistributes income from urban to rural states and from high income to low income states; 2) the overall redistribution effected by special purpose or categorical grants is even more discriminatory against urban states and is to some degree beneficial to high income states at the expense of low income states; and 3) in consequence, a revenue sharing-categorical grant substitution redistributes income from rural to urban states and from high income to low income states."  
Revenue sharing--[U.S.]--Research / Grants-in-aid--Research

**Dumont, Matthew P.**  
Government as Dada. Trans-action, v. 8, May 1971: 6-

8.  
Critical article on the bureaucracy of state governments.  
Intergovernmental tax relations--[U.S.] / State officials and employees--[U.S.] / Public administration--[U.S.] / State politics and government--[U.S.]

**Ecker-Racz, L. L.**

This is where you and I came in. National tax journal, v. 24, June 1971: 267-271.

"Local and state governments are condemned to recurring fiscal plight because, among other reasons, national development and prosperity restrict their freedom to tax while demands for social programs escalate; political pressures oblige leaders to espouse new spending but to eschew new taxing programs. Intergovernmental aid must necessarily play an increasingly large role. The national government can help most by maintaining a strong economy with reasonable price stability, by relieving sub-national governments of some of their fiscal responsibilities, and by restructuring new aid programs (revenue sharing) to help overcome political barriers that now deter improvements in revenue raising and spending efficiency."  
Intergovernmental fiscal relations--[U.S.]

**Elazar, Daniel J.**

Civil War and the preservation of American federalism. Publius, v. 1, no. 1, 1971: 39-58.  
Federal-state relations--[U.S.]--History / Civil War--[U.S.]

**Environment in crisis: the engineer's stake in survival.** Consulting engineer, v. 36, Mar. 1971: 76-140.

Partial contents.--Neglect threatens ecological balance, by Rene Dubos.--Administration aims at broad program, by R. E. Train.--Laws would set national standards, by Sen. Gaylord Nelson.--Urban centers may be king size, by Constantinos A. Douridis.--To oceans white with foam, by D. D. Dominick.--Energy dilemma: what price power?, by S. D. Freeman.--Urban transit seeks the high road, by M. Cafferty and J. D. Braaman.--Solid waste: the product we cannot afford, by Horton Gordon.  
Ecology / Environmental engineering / Environmental policy--[U.S.] / Pollution control--[U.S.] / Urban areas / Air pollution control--[U.S.] / Water pollution control--[U.S.] / Electric power--[U.S.] / Urban transportation--[U.S.] / Refuse and refuse disposal--[U.S.]

Part VI. (cont'd) -- Periodicals  
**Palastein, Susan S.** **Palastein, Norman I.** Urban affairs  
 City planning and political values. Urban affairs  
 quarterly, v. 6, Mar. 1971: 341-362.  
 Urban planning--[U.S.] / Social policy--[U.S.] / Decision  
 making--[U.S.]

**Parrell, William E.**  
 Adirondack State Park residents await development  
 agency with mixed feelings. New York times, Aug. 24,  
 1971, p. 39, 75.  
 State parks--[New York/State] / Land use--[New York/State]  
 / Nature conservation--[New York/State] / Regional  
 planning--[New York/State] / Adirondack State Park

**Parriss, D. E. Sprott, J. H.**  
 Economic and policy implications of pollution from  
 agricultural chemicals. American journal of  
 agricultural economics, v. 53, Nov. 1971: 661-662.  
 Argues that agricultural pollution could be  
 reduced through the use of less agricultural  
 chemical and more land, which could be  
 accomplished through limitations on the amount of  
 product that a farmer could sell rather than the  
 amount of land that he could plant.  
 Agricultural pollution--[U.S.] / Farm production quotas--  
 / U.S. / Agricultural policies--[U.S.]

**Federal aid: funds to states up 19 percent in 1970.**  
 Congressional quarterly weekly report, v. 29, July 9,  
 1971: 1486-1491.  
 Grants-in-aid--[U.S.]--Statistics

**Peiler, Michael H.**  
 Metropolitanization and land-use parochialism--  
 toward a judicial attitude. Michigan law review, v.  
 69, Mar. 1971: 655-708.

"Whether by design or default, the problem of  
 land-use mediation in metropolitan areas will  
 continue for some indefinite time to be a matter  
 of judicial concern. There is good reason to  
 argue that this is exactly as it should  
 be...courts can resolve cases while paying  
 particular regard to metropolitan and regional,  
 as well as local, conditions."  
 Zoning and zoning law--[U.S.] / Land use--[U.S.] /  
 Regional planning--[U.S.] / Metropolitan areas--[U.S.] /  
 Village of Euclid v. Ambler Realty Company

**Peiler, Fraser D.**  
 Witness to outrage: digging a ditch to disaster.  
 Sports field, v. 165, May 1971: 12, 16, 170, 172, 170.  
 The peripheral Canal will route water around  
 the Sacramento-San Joaquin Delta and deliver it to  
 the northern end of the California Aqueduct. It  
 is feared that the waterways of the Delta and San  
 Francisco Bay would be ruined for water-contact  
 recreation such as swimming and water skiing and  
 for sport fishing. By furnishing Southern  
 California with more water the complex problems of  
 that metropolitan area will be intensified with  
 the opening of more land and the arrival of more  
 people.  
 Water resources development--[California] / Environmental  
 engineering--[California] / Interstate transfers--  
 [California] / Estuaries--[California]

**Pennerstock, J. C. Kartweg, J. A. Ozolins, G.**  
 Reduction of air pollution potential through  
 environmental planning. Journal of the Air Pollution  
 Control Association, v. 21, July 1971: 395-399.

"Urban and transportation planning may provide  
 additional means for reducing emissions of  
 pollutants and protecting the public from  
 undesirably high ambient concentrations."  
 Air pollution control--[U.S.] / Land use--[U.S.] /  
 Environmental engineering--[U.S.] / Urban planning--[U.S.]  
 / Urban transportation--[U.S.]

**Pialka, John.**  
 Merchandising the stream. Washington star, Aug. 1,  
 1971, p. A1, A18; Aug. 2, p. A1, A4; Aug. 3, p. A1, A4;  
 Aug. 4, p. A6.

Series of four articles on the promotion and  
 selling of recreation lands in the Washington area.  
 Real estate business--[Washington metropolitan area]

**Forstall, Richard L.**  
 Applications of the new social and economic grouping  
 of cities. Urban data service reports, v. 3, June  
 1971: whole issue.  
 Urban areas--[U.S.]--Statistics

Part VI. (cont'd) -- Periodicals

**Fox, Gerald G.**

Information systems and decision-making. Public management, v. 53, Oct. 1971: 9-11.

"Computers can aggregate and arrange massive data to make information available for effective problem solving in urban areas. Information is one of the primary resources of urban governments. Their effectiveness depends upon the efficient management, control, and use of this resource, just as surely as it depends upon the management of men, money, and materials." / Information storage and retrieval systems--[U.S.] / Decision making / Urban areas--[U.S.] / Urban planning--[U.S.]

**Frankel, Max.**

Revenue sharing is a counterevolution. New York times magazine, Apr. 25, 1971: 28-29, 87-91.

Author criticizes the administration's revenue sharing plan as one being thrust upon the states as a "hasty injection of miscellaneous moneys" which will only serve to reinforce their worst habits, rather than to encourage structural reform at all levels of government. / Revenue sharing--[U.S.]

**Fredericks, William G.**

No, to revenue sharing. National review, v. 23, July 13, 1971: 754-757.

Revenue sharing would (1) strengthen the Federal Government at the expense of state and local governments, (2) strengthen the president at the expense of Congress, (3) foster the "free lunch" illusion by breaking connection between sources and uses of revenue, (4) aggravate environment problem, and (5) violate the principle that "those who enjoy spending public money should be exposed to the dangers of collecting it." / Revenue sharing--[U.S.]

**Friedmann, John.**

The future of comprehensive urban planning: a critique. Public administration review, v. 31, May-June 1971: 315-326. / Urban planning--[U.S.]

**Fulfer, James C., Jr.**

Coastal land use development: a proposal for cumulative area-wide zoning. North Carolina law review, v. 49, Aug. 1971: 866-888.

Author reviewing other states' coastal zoning laws. Proposes state supervision of coastal zoning in North Carolina. / Coastal zone management--[North Carolina] / Land use--[North Carolina] / Zoning and zoning law--[North Carolina]

**Galper, Harvey. Petersen, John.**

An analysis of subsidy plans to support state and local borrowing. National tax journal, v. 24, June 1971: 205-239.

Mathematical model indicates 3 suggested plans would be equally effective.

Bibliography: p. 233-234.

Tax-exempt securities--[U.S.] / State finance--[U.S.] / Local finance--[U.S.] / Subsidies--[U.S.] / Intergovernmental fiscal relations--[U.S.]

**Ginsburg, Alan L. Wilensky, Gail B.**

Reforming Title I--a study in grant design. National tax journal, v. 24, June 1971: 235-249.

"The principal conclusions are: (1) children from families below the SSA poverty line should be counted instead of those below the subpoverty \$2000 level or those over the arbitrary criteria of at least \$2000 in welfare; (2) payment rates should reflect the average dollar amount required to raise achievement and local cost variations; and (3) a variable matching program, with matching ratios reflecting the probability that funds will be matched and differences in local fiscal capacities, should be introduced." / Grants-in-aid--[U.S.] / Federal aid to education--[U.S.]

**Glass, Andrew J.**

Hills panel devising alternative to Nixon's revenue-sharing plan. National journal, v. 3, July 10, 1971: 1460-1464.

"Wilbur Mills' Ways and Means Committee is working on a plan to aid cities, towns and counties, with a target date in the early fall. The final product--depending on one's viewpoint--will or will not be a revenue-sharing bill."

Revenue sharing--[U.S.]--Law and legislation / Federal aid to cities--[U.S.]--Law and legislation

Part VI. (cont'd) -- Periodicals

**Glass, Andrew J.**

The great urban hope. *New Leader*, v. 54, July 26, 1971: 6-7.

Author asserts that Hays and Means Chairman Wilbur Mills is preparing a program of urban subsidies to replace the president's revenue sharing proposals.

Intergovernmental fiscal relations--[U.S.] / Federal aid to cities--[U.S.] / Mills, Wilbur D.

**Goodell, Charles E.**

Revenue sharing: a comparison of recent proposals. *Georgetown Law Journal*, v. 58, Mar.-May 1970: 821-837.

Intergovernmental tax relations--[U.S.]

**Gottlieb, Hannuel.**

Land value inflation and taxation: a critique of the Douglas report. *Quarterly Review of Economics and Business*, v. 11, Summer 1971: 27-39.

"The Douglas Commission report which stated that American urban land values doubled between 1956 and 1966 is greatly exaggerated," author maintains. "For purposes of land value taxation allowance must be made for investment in site preparation and development and for adjustment to dollars of constant purchasing power."

Real property--[U.S.] / Land value taxation--[U.S.] / Inflation--[U.S.]

**Government at the county level slowly undergoes**

basic reforms. *Government executive*, v. 3, June 1971: 62, 64, 66.

County politics and government--[U.S.] / Intergovernmental relations--[U.S.]

**Governmental immunity from local zoning ordinances.**

*Harvard Law Review*, v. 80, Feb. 1971: 869-886.

"This note will examine the traditional judicial responses to the problem and proceed to an analysis of possible legislative and judicial approaches for determining the limits of governmental immunity from local zoning regulation."

Zoning and zoning law--[U.S.] / Public buildings--[U.S.] / Government immunity

**Rale, Carl W.**

Impact of federal policy and technological change on regional and urban planning problems. *Land economics*, v. 47, Feb. 1971: 24-35.

Regional planning--[U.S.] / Urban planning--[U.S.] / Technological innovations--[U.S.]

**Hawkins, Jasper S.**

Zoning: who needs it? *Mortgage banker*, v. 32, Nov. 1971: 56, 58-61.

Author explains destructive effects of zoning, recommending planned unit development (PUD) in its place.

Zoning and zoning law--[U.S.] / Urban planning--[U.S.]

**Hendon, William S.**

The park as a determinant of property values.

*American Journal of Economics and Sociology*, v. 30, July 1971: 289-300.

"This paper is the result of a three year study conducted in Dallas and Fort Worth, Texas, to determine the impact of parks of various types upon the values of residential properties."

Real property--[Texas] / Real estate business--[Texas] / Parks--[Texas]

**Reylin, Michael.**

Plant site selection proving difficult. *Chemical & engineering news*, v. 49, Aug. 16, 1971: 44-48.

"Formerly sites were selected on a dollars-and-cents basis, but no longer as attitudes, pollution control standards, and laws change." C&EN has analyzed the location of domestic capacity of 56 big-volume chemical items. Included are most of the big-dollar products turned out by the basic chemical industry. The comprehensive sample is made up of 26 organics, 19 inorganics, six man-made fibers, and five plastics resins."

Chemical industries--[U.S.] / Location of industries--[U.S.] / Land use--[U.S.]

**Reyman, Ira Michael.**

**Telss, Robert H.**

Environmental management of the public lands.

*Ecology Law Quarterly*, v. 1, winter 1971: 94-141.

Discusses "possible reshaping of legal and administrative systems to consider the environmental implications of actions taken by land management agencies. By focusing on the Forest Service, and particularly its activity of timber harvesting, a methodology is proposed for dealing with the extraordinary complexity of problems that must be faced in order to make environmentally sound planning and management decisions."

Also appears in *California law review*, v. 58, Nov. 1970: 1364-1411.

Forest ecology--[U.S.] / Forest policy--[U.S.] / Land use--[U.S.] / Public lands--[U.S.] / Environmental engineering--[U.S.]



Part VI. (cont'd) --- Periodicals

- Hill, B. Steven. Naran, William P.**  
 UNIGOV: the first year. National civic review, v. 60, June 1971: 310-314.  
 "Survey of achievements and problems of consolidated government in Indianapolis and Marion County since it began operation in January 1970."  
 Metropolitan politics and government--[Indiana] / County politics and government--[Indiana] / Indianapolis
- Hoadley, Wyn M.**  
 Metropolitan councils: the St. Louis experience. National civic review, v. 60, Feb. 1971: 79-85.  
 Metropolitan politics and government--[St. Louis metropolitan area]
- Hogan, Daniel H.**  
 The money gap--can states fill it? Water spectrum, v. 3, fall 1971: 38-44.  
 Considers the problem of whether state and local governments are capable of assuming a larger share of the burden of financing water projects.  
 Water resources development--[U.S.]--Finance / Intergovernmental fiscal relations--[U.S.]  
 EP (Boswell) BRT/UHJ/10/12/71  
 LRS71-13470
- Homer, Porter M.**  
 Delivering technology to local governments. Public management, v. 53, Feb. 1971: 6-7.  
 "A technological capability now exists which can be utilized in local government administrators and to everyone. Local government administrators and political leaders seem ready to receive and utilize technology. The business and scientific communities appear willing and anxious to provide technology. What is not so obvious, but nevertheless a major obstacle, is the lack of an effective delivery system for usable local government technology."  
 Technology--[U.S.] / Local government--[U.S.]
- Huefner, Robert P.**  
 Municipal bonds: the costs and benefits of an alternative. National tax journal, v. 23, Dec. 1970: 407-416.  
 "Whether or not the increased tax collections cover the interest subsidy, the shift to subsidized taxable securities will achieve efficiencies in Federal financial support to state and local governments. It will also reduce the tax inequities of the exemption," author concludes on basis of geometric analysis of markets for tax-exempt bonds.  
 Tax-exempt securities--[U.S.] / Intergovernmental tax relations--[U.S.] / Investors--[U.S.]
- Hyde, Floyd H.**  
 Government: is it master or servant of the people? Mortgage banker, v. 32, Oct. 1971: 10, 12, 14, 16, 18-19.  
 Address by HUD assistant secretary in charge of community development programs.  
 Community development--[U.S.]--Finance / Revenue sharing--[U.S.] / Intergovernmental relations--[U.S.]
- Inglire, Thomas J. Patry, Tito.**  
 An early warning system for regional planning. Journal of the American Institute of Planners, v. 37, Nov. 1971: 403-410.  
 "Study of increased metropolitan growth pressure on the Santa Cruz Mountain range, a valuable and relatively undeveloped open space resource in the San Francisco Bay region, led to development of the Early Warning System, a model which can be used by planners for predicting future conflicts between land development and ecological processes."  
 Open space lands--[California] / Land use--[California] / Regional planning--[California]
- Jaakson, Reiner.**  
 Zoning to regulate on-water recreation. Land economics, v. 47, Nov. 1971: 382-388.  
 Proposes zoning water for recreational use into three categories (Shoreline Activity Zone, Open Water Zone and Wildlife zone) with varying activities permitted on each.  
 Outdoor recreation--[U.S.] / Recreation areas--[U.S.] / Water resources development--[U.S.] / Zoning and zoning law--[U.S.]
- Jackson, Donald.**  
 This land is our land. Life, v. 70, Jan. 9, 1971: 32-43.  
 "We abuse the land," the great naturalist Aldo Leopold wrote in 1948, "because we regard it as a commodity belonging to us. When we see land as a community to which we belong, we may begin to use it with love and respect. There is no other way for land to survive the impact of mechanized man." The problem was serious then, when we had no overall land policy and few alarms. It is even more serious today, paradoxically, because we do have a policy. Its outlines were charted by the Public Land Law Review Commission in a report released six months ago."  
 Public lands--[U.S.] / Conservation of natural resources--[U.S.] / Environmental policy--[U.S.]

**Jerome, Axel.** Nathanson, Joseph  
Socioeconomic implications of airport planning.  
Traffic quarterly, v. 25, Apr. 1971: 267-286.

Airports--[U.S.] / Planning--[U.S.] / Transportation and state--[U.S.]

**Johnson, Darwin G.** Hoban, Charles H.

Revenue sharing and the supply of public goods.  
National tax journal, v. 24, June 1971: 157-168.

"...Revenue sharing proposals, that include revenue effort in their allocation formulas, are non-neutral in the allocation of resources. Such proposals favor the purchase of state and local public goods and services over other goods and services."

Revenue sharing--[U.S.]--Research / Municipal services--[U.S.] / Resource allocation--[U.S.]--Research

**Juergensmeyer, Julian Conrad.**

The American legal system and environmental pollution. University of Florida law review, v. 23, Spring 1971: 439-450.

Argues that mere passage of laws will not stop pollution, citing air pollution control as an example. Proposes four basic changes as necessary for pollution control: 1) acceptance of the right to a clean environment as constitutionally granted (as are life, liberty, etc.); 2) acceptance of national control of anti-pollution efforts; 3) change private property rights to recognize social responsibility; and 4) establish a national natural resource policy and examine all actions which affect resources.

Environmental law and legislation--[U.S.] / Environmental policy--[U.S.] / Federal-state relations--[U.S.] / Resource allocation--[U.S.] / Parties to actions--[U.S.]

**Kann, Sylviaan.**

Curbing inflation in residential land prices. Urban Land, v. 30, Sept. 1971: 1-16.

"Part I of this paper examines the question of the adequacy of the land supply in urban areas, the trends in land prices, and the major factors which appear to affect price levels. Part II examines a range of public policies which might affect land prices and availability and suggests a series of actions which might be undertaken by the Federal Government to deal with these."

Real property--[U.S.] / Real estate business--[U.S.] / Housing finance--[U.S.] / Land value taxation--[U.S.] / Land use--[U.S.]

**Keane, Mark E.**

The necessity for better management in local government. Urban lawyer, v. 2, Spring 1970: 235-243.

"The essence...is that units of general purpose local government can play a dramatic part in the improvement of society if we apply our ingenuity in developing them as strong and effective institutions, led by responsive political leaders and served by the best that American management can provide."

Public administration--[U.S.] / Municipal politics and government--[U.S.] / Local government--[U.S.] / Management--[U.S.]

**Kennedy, John E.**

Comprehensive planning legislation: the Kentucky experience. Kentucky law journal, v. 59, summer 1971: 875-890.

Regional planning--[Kentucky] / Regional economic development--[Kentucky] / Intergovernmental fiscal relations--[Kentucky] / Kentucky. Program Development Office.

**Keyserling, Leon H.**

Revenue sharing: its implications for present and future intergovernmental fiscal systems: the case against. National tax journal, v. 24, Sept. 1971: 313-321.

Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
Revenue sharing--[U.S.] / Intergovernmental fiscal relations--[U.S.] / National objectives--[U.S.] / Full employment policies--[U.S.] / Economic policy--[U.S.] / Income--[U.S.]

**Kraemer, Kenneth L.**

USAC: an evolving intergovernmental mechanism for urban information systems development. Public Administration review, v. 31, Sept.-Oct. 1971: 543-551.  
Information storage and retrieval systems--[U.S.] / Urban areas--[U.S.] / Information services

**Kranon, James H.**

What are Federal grant-in-aid programs needed? American Bar Association journal, v. 57, May 1971: 434-441.

"The recommended cure for overproductive Federal grants in aid is to broaden the range of choices presented to potential grantees."  
Grants-in-aid--[U.S.] / Intergovernmental fiscal relations--[U.S.] / Federal aid highway program

**Kucera, Daniel J.**

Special use zoning for public utility company facilities: variance the spice of life. Illinois Bar Journal, v. 59, Aug. 1971: 986-992.

"In seeking zoning approval for installation of facilities, public utility companies have received particular consideration as against various objections because of the unique public interest nature of their service."

Zoning and zoning law--[Illinois] / Public utilities--[Illinois]

**Kusler, Jon A.**

Artificial lakes and land subdivisions. Wisconsin Law Review, v. 1971, no. 2, 1971: 369-448.

"This article treats selected legal aspects of regulatory and nonregulatory techniques to minimize short- and long-term lake construction and land subdivision problems. It discusses existing and potential regulatory controls including dam permits, subdivision regulations, shoreline zoning, and surface water zoning."

Water law and legislation--[Wisconsin] / Outdoor recreation--[Wisconsin] / Zoning and zoning law--[Wisconsin] / Land use--[Wisconsin] / State laws / Dams--[Wisconsin]--State laws / Rural economic development--[Wisconsin]

**Lakefish, Richard.**

Purchasing through intergovernmental agreements. Management Information Service, v. 3, June 1971: 3-12.

Cooperative or joint purchasing among units of local government is one alternative approach to cutting costs on purchases. The report describes several existing state, city, school district, county, and multi-jurisdictional existing programs, and an appendix includes two sample documents which might be used.

Government procurement--[U.S.] / Intergovernmental fiscal relations--[U.S.]

**Levi, Peter S.**

Model regulations for the control of land subdivision. Missouri law review, v. 36, winter 1971: 1-76.

Land use--[U.S.] / Urban planning--[U.S.] / Zoning and zoning law--[U.S.] / Real estate business--[U.S.]  
RFC/CJM/8/25/71  
LRS71-10975

**Levitau, Sar A. Taggart, Robert, III.**

Revenue sharing, public employment, and the reform of manpower programs. Conference Board record, v. 8, Aug. 1971: 17-23.

Revenue sharing--[U.S.] / Public service employment--[U.S.] / Manpower programs--[U.S.]

**Lichtenstein, Grace.**

Running for mayor on a garbage truck. New York Times Magazine, Apr. 27, 1971: 30-31, 34, 38, 41, 43, 46, 48.

Biographical sketch of New York City's Environmental Protection Administration. Municipal politics and government--[New York/City] / Environmental engineering--[New York/City] / Sanitation workers--[New York/City] / Kretchner, Jerome.

**Lilley, William, III.**

Both parties ready to scrap grant programs in favor of 'city strategy' package of aid. National Journal, v. 3, July 3, 1971: 1393-1399.

Federal aid to cities--[U.S.] / Grants-in-aid--[U.S.]

**Lilley, William, III.**

Capitol Hill activists work on plan to snare policy role from HUD. National Journal, v. 3, Jan. 9, 1971: 59-67.

"The Housing Subcommittee of the House Banking and Currency Committee is making a bipartisan effort to take legislative initiative in housing and urban programs from the HUD Department."  
Housing--[U.S.]--Law and legislation / Executive departments--[U.S.] / Urban planning--[U.S.]--Law and legislation / Congressional-executive relations / U.S. Dept. of Housing and Urban Development.

**Lilley, William, III.**

Hostile committee chairmen, lobbies pledge fight against reorganization plan. National Journal, v. 3, Oct. 16, 1971: 2072-2081.

Executive reorganization--[U.S.] / Lobbyists--[U.S.] / Congressional committee chairmen / Community development--[U.S.] / Congressional-Presidential relations / U.S. Dept. of Community Development (HUD)

**Lindsay, John V.**

A total environment. National Civic Review, v. 59, Dec. 1970: 575-577, 585.

"Local governments, with Federal help, can provide example in setting new priorities for quality of life."  
Local government--[U.S.] / Federal-local relations--[U.S.] / Environmental engineering--[U.S.]

**Linville, Jack.**

Troubled urban interstates. Nation's Cities, v. 8, Dec. 1970: 8, 10-11.

"Multidiscipline design teams may help end current stalemates."  
Limited access highways--[U.S.] / Urban planning--[U.S.] / Federal aid highway programs--[U.S.]

Part VI. (cont'd) -- Periodicals

logical land use comes to the fore. Savings and loan news, v. 92, Sept. 1971: 50-55.

"Housing's wonder child, the planned unit development, delivers benefits to lenders, tax collectors, conservationists and salesmen by paying attention to natural and man-made systems." Land use--[U.S.] / Urban planning--[U.S.] / Zoning and control law--[U.S.] / Real estate business--[U.S.] / Planned unit development

Lugar, Richard G.

The mayor challenges Congress on sharing. Freedom at issue, no. 7, May-June 1971: 8-11.

Responding to fears that funds released to the states and cities through revenue sharing would be misused by local governments, the mayor of Indianapolis charges that "the domestic problems of the United States have become much more grim while Congress passed more and more bills and parcelled out more and more billions of dollars... Congress has created far too many ill-defined, unintelligible, and ineffective political mechanisms which are ill-coordinated and in many cases contradictory in impact. ...For the moment, state and local governments stand between Congress and sheer anarchy."

Revenue sharing--[U.S.] / Intergovernmental fiscal relations--[U.S.] / Intergovernmental relations--[U.S.]

Macchiavola, P. J.

Local government home rule and the judiciary. Journal of urban law, v. 48, no. 2, 1971: 335-359.

The relationship between local government and the judiciary in New York State on the issue of home rule is examined.

Municipal home rule--[New York/State] / State laws / Local government--[New York/State] / Judicial review--[New York/State]

Madian, Alan.

Can anyone manage the cities? Innovation, no. 24, Sept. 1971: 2-13.

"Madian draws a perspective on some of the major programs--existing and proposed--and describes the impediments to change that prevail at the city, state, and Federal levels."

Municipal politics and government--[U.S.] / New towns--[U.S.] / Urban planning--[U.S.] / Metropolitan politics and government / Federal aid to cities--[U.S.]

Management trends. Public management, v. 53, Mar. 1971: 4-25.

Partial contents.--The new PA: have things really changed that much?--OMB: what does it mean to local government?--Case study/Lakewood: organizing for an instant city.

Public administration--[U.S.] / Management--[U.S.] / Local government--[U.S.] / Municipal politics and government--[U.S.] / U.S. Office of Management and Budget.

Managing the modern city. Public management, v. 53, Sept. 1971: 3-18.

Partial contents.--The modern manager in the modern city.--Social perspectives of urban management.--People involvement: participation to restore confidence.--Consolidation of services.--Continuing education.

Municipal politics and government--[U.S.] / Citizen participation--[U.S.] / Municipal services--[U.S.] / Public administration--[U.S.] / Urban areas--[U.S.]

Hann, Paul T.

Appeal of Girsh: a judicial requirement for apartment zoning. Southwestern law journal, v. 24, Dec. 1970: 838-844.

Author believes Pennsylvania court exceeded its proper role in overruling decision of local zoning authority.

Zoning and zoning law--[U.S.]--Legal cases / Appeal of Girsh

Hartz, Wesley.

Island wilderness up for grabs. Audubon, v. 73, Nov. 1971: 22-33.

"Of the eight Channel Islands, only Santa Barbara and Anacapa have National Park Service protection."

Coastal zone management--[California] / Marine resources conservation--[California] / Wilderness areas--[California] / Natural monuments--[California] / Channel Islands National Monument

Harvell, James A.

Revenue-sharing in Canada and Australia: some implications for the United States. National tax journal, v. 24, June 1971: 251-265.

Revenue sharing--[Canada] / Revenue sharing--[Australia]

**McGrath, Dorn C., Jr.**

Multidisciplinary environmental analysis: Jamaica Bay and Kennedy Airport. *Journal of the American Institute of Planners*, v. 37, July 1971: 243-252.

"The new classes of environmental problems often call for innovative approaches crossing disciplinary lines. Dorn McGrath describes the working of one such multidisciplinary team tackling a problem where competing demands on the environment from air transportation, housing, recreation, and natural open space all collide around the waters of Jamaica Bay."

Airports--[New York/City] / Estuarine ecology--[New York/State] / Water pollution--[New York/State] / Parks--[New York/City] / Regional planning--[New York/State] / Wildlife refuges--[New York/State] / Jamaica Bay Wildlife Refuge / John F. Kennedy International Airport, Idlewild, N.Y.

**McGuire, Martin C.**

Cost versus performance subsidies as tools of intergovernment finance. *National tax journal*, v. 24, Mar. 1971: 13-18.

"The answer suggested to this question is that a performance subsidy may be superior to, equal to, or inferior to a cost subsidy depending upon three factors: (1) the technology of local production, (2) the optimizing behavior of local officials, (3) the equity objectives of Federal government."

Intergovernmental fiscal relations--[U.S.] / Municipal services--[U.S.] / Subsidies--[U.S.]

**McLure, Charles B., Jr.**

Revenue sharing: alternative to rational fiscal federalism? *Public policy*, v. 19, summer 1971: 457-478.

Author argues that, "revenue sharing deserves support not so much because of its own merits as because of the irrationality of the present institutions of fiscal federalism. Whether revenue sharing becomes the law of the land or does not, attention should not be diverted from federal tax reform and the initiation of a comprehensive program of low income relief..."

Revenue sharing--[U.S.] / Pollution--[U.S.]--Taxation / Administrative fees--[U.S.] / Negative income tax--[U.S.] / Intergovernmental fiscal relations--[U.S.] / Municipal services--[U.S.]--Finance / Tax reform--[U.S.] / Income--[U.S.]

**Hendehall, Irvin P.**

Environmental confrontation in Los Angeles. *Professional engineer*, v. 41, Nov. 1971: 20-23.

"Engineer involvement in environmentally oriented community action groups can help produce better, more logical end results. Urban renewal and redevelopment are prime examples of activities to which the professional engineer can make substantial contributions."

Technology--[U.S.] / Environmental engineering--[U.S.] / Engineers--[U.S.] / Urban areas--[U.S.]

**Hills, Wilbur D.**

A Federal legislator's viewpoint on fiscal federalism. *National tax journal*, v. 24, Sept. 1971: 275-279.

Address to National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.

Intergovernmental fiscal relations--[U.S.] / Revenue sharing--[U.S.]

**Mitchel, William H.**

Municipal information and decision processes. *Public management*, v. 53, Oct. 1971: 5-8.

Decision making / Information storage and retrieval systems--[U.S.] / Urban planning--[U.S.]

**Moore, J. Jamison.**

Political pollution and coastal zone management. *Undersa technology*, v. 12, Aug. 1971: 17-19.

Discusses the progress of the State of California in developing its coastal zone programs and the efforts of environmentalists to impose a commission form of government to regulate and control coastal zone activity.

Coastal zone management--[California]

**Moore, James D.**

Public rights in public lands. *Montana law review*, v. 32, winter 1971: 147-160.

"The very nature of land management reveals the need for managing bodies, such as the State Board of Land Commissioners, to act in a planning capacity. The responsible administration of state lands requires clear guidelines and comprehensive overviews, aimed at the long range good. Legal machinery is needed to insure that our State lands will be managed to assure maximum present and future productivity."

Land use--[Montana] / Public lands--[Montana]--State laws

**Mulcahy, Charles C.**

The crisis of the 70's--who will manage municipal government? *Marquette law review*, v. 54, summer 1971: 315-328.

Municipal officials and employees--[U.S.]--State laws / Employee-management relations in government--[U.S.]--State laws / Collective bargaining--[U.S.]--State laws / Municipal politics and government--[U.S.]

**Mulrooney, Keith P., ed.**

The American city manager: an urban administrator in a complex and evolving situation: a symposium. *Public Administration review*, v. 31, Jan.-Feb. 1971: 6-46.

Partial contents.--Prologue: can city managers deal effectively with major social problems?--Mayor-manager relationships in large council-manager cities: a reinterpretation.--Some aspects of staffing for the urban crisis.--Regionalism: its implications for the urban manager. Municipal politics and government--[U.S.] / Urban areas--[U.S.] / Urban planning--[U.S.] / Public administration--[U.S.] / Municipal officials and employees--[U.S.] / Regional planning--[U.S.]

**Municipal home rule power: impact on private legal relationships.** *Iowa law review*, v. 56, Feb. 1971: 631-645.

Municipal ordinances--[U.S.] / Municipal home rule--[U.S.]

**Musgrave, Richard A. Polinsky, A. Mitchell.**

Revenue sharing--a critical view. In *Financing state and local governments*. [Boston] Federal Reserve Bank of Boston [1970] p. 17-52.

Forecasting that both Federal budget surplus and generalized state-local deficiencies will be less than anticipated on which revenue-sharing plans are based, author urges that scarce Federal funds should be used to correct horizontal interstate and urban-nonurban imbalances and to tackle urgent social problems directly. Federal takeover of responsibility for welfare should receive highest priority. Tables compare effects of various proposals, and needs of states.

Intergovernmental tax relations--[U.S.] / Intergovernmental fiscal relations--[U.S.] / Government spending--[U.S.] / Public welfare--[U.S.]

**Nashville thrives on a city-county merger.** *Business week*, no. 2195, Sept. 25, 1971: 133-134, 138.

[The city-county merger] "has kept key businesses in the city, held down taxes, and upgraded services."

Metropolitan politics and government--[Nashville metropolitan area] / Metropolitan areas--[Tennessee] / Nashville metropolitan area

**National Association of Counties.**

General revenue sharing. In Extension of remarks of Howard H. Baker, Jr. Congressional record [daily ed.], v. 117, July 8, 1971: E7215-E7229.

Testimony of several spokesmen, and texts of resolutions from a number of county governments, presented to the Ways and Means Committee in support of general revenue sharing. Revenue sharing--[U.S.] / Local finance--[U.S.]

**National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System**, Washington, 1971.

Proceedings. *National tax journal*, v. 24, Sept. 1971: whole issue.

Session topics include: Basic problem and issues; alternatives in achieving a balanced intergovernmental fiscal system; helping states help themselves; emerging fiscal issues. Intergovernmental fiscal relations--[U.S.] / State taxation--[U.S.] / Local taxation--[U.S.]

**Natoli, Salvatore J.**

Zoning and the development of urban land use patterns. *Economic geography*, v. 47, Apr. 1971: 171-184.

"This study analyzes and assesses the effects of large area and spot rezoning on the development and arrangement of desired urban land use patterns in Worcester, Massachusetts."

Zoning and zoning law--[Worcester, Mass.] / Land use--[Worcester, Mass.]

**Neighborhood management. Public management, v. 53, Jan. 1971: 2-15.**

Contents--Guidelines for neighborhood management--Organizing for neighborhood management: drawing on the Federal experience.--Case study/Dayton: neighborhood grant program lets citizens decide.--Case study/Los Angeles: neighborhood proposal aimed at citizen participation.--Case study/England: neighborhood councils seek public participation.  
Community organization--[U.S.] / Community power--[U.S.] / Municipal politics and government--[U.S.] / Community leadership--[U.S.]

**Newman, Jason I. O'Donnell, Pierce H.**

A poor man in the billion dollar wasteland: proposals for a national linkage system, poor people's bond, national lottery, and Judibank. Georgetown Law Journal, v. 59, May 1971: 1015-1094.

Authors outline complex of institutions and programs for mobilizing idle public and private funds to make reasonably-priced credit available in low-income communities. Parts of the scheme include a Federal lottery, a new government security, deposit of Federal, state, and local funds with banks promising to use them in socially-oriented loans, and a "Judibank" based on court-deposited funds.

Public finance--[U.S.] / State finance--[U.S.] / Development credit institutions--[U.S.] / Saving and investment--[U.S.] / Government securities--[U.S.] / Loans--[U.S.] / Lotteries--[U.S.] / Courts--[U.S.]--Finance / Federal Bonding and Linkage Insurance Corporation (Proposed)

**Northam, Ray H.**

Vacant urban land in the American city. Land economics, v. 47, Nov. 1971: 345-355.

"The objectives of this paper are (1) to determine the approximate amount of vacant land in the American city and variations in the amount with city size and location, (2) to estimate the share of vacant urban land that might be considered 'buildable,' and (3) to estimate the monetary value of buildable vacant land."  
Land use--[U.S.] / Urban planning--[U.S.] / Real property--[U.S.]--Statistics

**Rositer, Bernard D.**

Tax sharing and tax relief: states' plans conflict with Nixon goal. Washington post, May 9, 1971, p. A1, A10.

"States see revenue sharing as way to ease property taxes."  
Revenue sharing--[U.S.] / Intergovernmental fiscal relations--[U.S.] / State politics and government--[U.S.] / State finance--[U.S.] / Local finance--[U.S.]

**O'Brien, Thomas.**

GRANTS--PM-aid: some further answers. National tax Journal, v. 24, Mar. 1971: 65-77.

Statistical investigation shows that "...grants and expenditures are not simultaneously determined, that grants stimulate state-local expenditures of their own funds on aided categories and cause expenditure reductions on unaided categories, and that the effect of individual state characteristics is important and has been incorrectly considered in previous work."  
Grants-in-aid--[U.S.]

**O'Flaherty, Michael A.**

This land is my land: the doctrine of implied dedication and its application to California beaches. Southern California law review, v. 44, summer 1971: 1092-1134.

In *Gion v. City of Santa Cruz*, Dietz v. King, the California Supreme Court held that the expanded use by the public of private beaches and of the access routes to them created an "implied dedication" of a permanent recreational easement. This article argues that the doctrine of implied dedication was excessively expanded, that private property rights were awarded to the public without the payment of compensation. An alternative solution is suggested.

Seashores--[California]--State laws / Beaches--[California]--State laws / Eminent domain--[California] / Right of property--[California] / Recreation areas--[California]--State laws

**Oldman, Oliver.**

Objectives in fixing revenue and expenditure responsibilities, with particular emphasis on federally motivated state reform. National tax journal, v. 24, Sept. 1971: 291-301.

Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
State taxation--[U.S.] / Tax reform--[U.S.]--State laws / Intergovernmental tax relations--[U.S.]

Part VI. (cont'd) -- Periodicals

**Oleszek, Walter J.**  
Federal aid to state legislatures: problems and potential. *Nebraska Law Review*, v. 50, Fall 1970: 15-30.

"This article's purpose is to discuss some of the deficiencies of state legislatures and some suggested approaches to eliminating or at least alleviating those deficiencies with federal assistance."

State legislatures--[U.S.] / legislative reference services--[U.S.] / Federal aid programs--[U.S.] / Federal-state relations--[U.S.]

**Papanarcos, John.**

Sharing rights-of-way. *Power engineering*, v. 74, June 1970: 26-33.

"Utility cooperation increases; recreational use multiplies; utilities get increased attention; but sharing with highways remains a major point of controversy."

Rights-of-way--[U.S.] / Public utilities--[U.S.] / Electric power distribution--[U.S.]

**Participatory democracy. Urban and social change review**, v. 3, Spring 1970: 2-19.

Contents.--Power to the people--political evolution or revolution?, by R. Lowry.--The movement: discovering where it's at and how to get it, by J. Laue.--Participatory democracy: networks as a strategy for change, by L. Dahl and J. Volkman.--Urban public policy participation networks, by D. Burke, Jr., H. Foster, Jr. and P. Nash.

Citizen participation--[U.S.] / Democracy--[U.S.] / Urban planning--[U.S.] / Community organization--[U.S.]

**Pechman, Joseph A.**

Fiscal federalism for the 1970's. *National Tax Journal*, v. 24, Sept. 1971: 261-290.

Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
Author analyzes five basic deficiencies in the present fiscal system and suggests remedies.  
Also published Oct. 1971 by Brookings

Institution as Reprint no. 215.  
State finance--[U.S.] / State taxation--[U.S.] / Local taxation--[U.S.] / Metropolitan finance--[U.S.] / Intergovernmental tax relations--[U.S.]

**Pechman, Joseph A.**

Revenue sharing revisited. In *Financing state and local governments*. [Boston] Federal Reserve Bank of Boston [1970] p. 9-16.

Author restates case for revenue-sharing model sponsored by himself and Walter Heller, and endorses Nixon version.  
Intergovernmental tax relations--[U.S.]

**Phillips, Ronald J.**

Technology utilization: supplying the blueprints. *Public Management*, v. 53, Feb. 1971: 18-22.

The author suggests some guidelines for blueprints to be used by cities in obtaining and successfully utilizing either new technology or adapting existing technology and indicates the role that the Federal Government can play in helping cities achieve science-technology abilities.

Technology--[U.S.] / Urban planning--[U.S.]

**Phippen, George B.**

A new course to Ararat. *Water Spectrum*, v. 3, summer 1971: 8-15.

"The planning, implementation, and operation and maintenance of a program providing appropriate flood plain use combines management of both land and water into a single effort: flood plain management."

Flood control--[U.S.] / Land use--[U.S.]

**Porteous, J. Douglas.**

Design with people: the quality of the urban environment. *Environment and Behavior*, v. 3, June 1971: 155-178.

"All urban problems have an environmental quality component. Urban environmental quality research has been discouraged until recently by the complexity of the urban scene."  
Environmental engineering / Urban planning

**Powell, Mel D.**

The planning and zoning syndrome: a judicial interpretation. *Urban Lawyer*, v. 2, Spring 1970: 244-247.

"Present judicial interpretation has the effect of implying that all the wisdom of planning occurred when the zoning map was adopted."  
Zoning and zoning law--[U.S.]

**Public interest groups. Public management**, v. 53, Dec. 1971: 3-19.

Partial contents.--The big six--a new force on the Washington scene.--On behalf of the public interest.--City managers and the League of California cities.--Interorganizational cooperation: purpose, programs, results.  
Social government--[U.S.] / Associations, institutions, etc.--[U.S.] / Intergovernmental relations--[U.S.]



Part VI. (cont'd) -- Periodicals

Reilly, Jim.

Restructuring local governments--but how? Commercial and financial chronicle, v. 214, May 27, 1971: 21, 23.

"Mr. Reilly urges (1) the adoption of a schedule of priorities designating 'national' and 'state' problems, (2) a White Paper study on local government functions and integrity of purpose, and (3) a vast foundation-supported educational campaign for necessary local taxes and the elimination of overlapping services." Local government--[U.S.] / Revenue sharing--[U.S.]

Reilly, Jim.

Sharing can be difficult. Commercial and financial chronicle, v. 213, Mar. 11, 1971: 5, 10. Author explores arguments of various groups pro and con revenue sharing proposal. Intergovernmental tax relations--[U.S.]

Restructuring metropolitan area government: a symposium. Georgetown law journal, v. 58, Mar.--May 1970: 663-717.

Partial contents.--Introduction, by R. Hebble.--Governmental restructuring and criminal administration: the challenge of consolidation, by D. Skoler and J. Heller.--Interstate urban areas and interstate "agreements" and "compacts": unclear possibilities, by D. Engdahl.--Toward a new urban democracy: metropolitan consolidation and decentralization, by R. Hanson.--Rebuilding the urban political system: some heresies concerning citizen participation, community action, metros, and one man-one vote, by R. Dixon. Metropolitan politics and government--[U.S.] / Interstate compacts--[U.S.] / County politics and government--[U.S.] / Administration of criminal justice--[U.S.]

Revenue sharing: a four part debate. City, v. 5, May-June 1971: 13-21.

Contents.--The issue is survival of local governments, by C. Stokes.--Simply sending money down 'will worsen the situation by postponing essential reforms', by L. Roustour, Jr.--How cutting Federal strings led to the spread of some serious diseases, by E. Greenleaf.--The Vietnamization of metropolitan America, by D. Carby.

Revenue sharing--[U.S.] / State politics and government--[U.S.] / Local finance--[U.S.] / Public health--[U.S.]--Finance

Revenue sharing: bitter battle looms in Congress. Congressional quarterly weekly report, Jan. 29, 1971: 213-217. Intergovernmental tax relations--[U.S.] HJ 275 A EBZ/LBJ/2/25/71 LRS71-1085

Revenue sharing: division by state and program. Congressional quarterly weekly report, v. 29, May 14, 1971: 1081-1083.

Table sets forth base amount (average of recent years) and proposed allocations. Revenue sharing--[U.S.]--Statistics

Revenue-sharing report. National journal, v. 3, Apr. 3, 1971: 703-739; Apr. 10: 761-807.

A nine-part series. Contents.--The Nixon plan's premise: America's Federal system is not working.--[The background] Henry Clay pushed sharing plan as rebuttal to President Jackson.--Nixon's two-part proposal seeks to decentralize Federal assistance.--Democrats seek alternative to neutralize sharing as a political issue.--President and the nation's mayors shape delicate alliance on funding.--Governors and legislators campaign for more help from Washington.--Wide-ranging interests oppose administration proposals.--Tax sharing founders on Hill despite salvage efforts.--[The crucial committees:] two money committees wield power differently. Intergovernmental tax relations--[U.S.] / State finance--[U.S.] / Local finance--[U.S.]

Revenue sharing: testimony before the House Committee on Ways and Means. In Extension of remarks of John B. Anderson, Congressional record [daily ed.], v. 117, June 2, 1971: B5290-B5297.

Statements of Treasury Secretary John B. Connally, Sen. Howard H. Baker, Jr., Walter W. Heller, and Joseph A. Pechman in support of general revenue sharing. Revenue sharing--[U.S.]

## Part VI. (cont'd) --- Periodicals

**Riew, John.**

The case for a Federal tax credit of municipal income tax. Public policy, V. 19, Summer 1971: 477-497.  
 Author suggests a Federal tax credit for a municipal income tax in helping local governments to solve their financial problems.  
 Tax credits--[U.S.] / Municipal taxation--[U.S.] / Intergovernmental tax relations--[U.S.]

**Rinta, Eugene.**

A position on revenue sharing. Federal spending facts, June 17, 1971: 1-5.  
 Council opposes plan for general revenue sharing while endorsing special revenue sharing; recommends reduction of Federal income taxes and credit against Federal taxes for state and local taxes as more desirable ways to help state and local fiscal resources.  
 Revenue sharing--[U.S.]

**Rockefeller, Nelson A.**

A governor's viewpoint on fiscal federalism. National tax journal, V. 24, Sept. 1971: 327-330.  
 Paper presented at National Tax Association Seminar on Balancing Our Federal-State-Local Fiscal System, Washington, July 22, 1971.  
 Municipal finance--[U.S.] / Revenue sharing--[U.S.]

**Roeseler, W. C.**

Airport development districts: the Kansas City experience. Urban lawyer, V. 3, Spring 1971: 254-262.  
 "...it is of utmost urgency that the Federal Government give serious consideration to substantial financial participation in advance acquisition of airport land and development easements."  
 Airports--[Kansas City metropolitan area] / Land use--[Kansas City metropolitan area]

**Rosenthal, Jack, and others.**

Development of land in New York City's suburbs. New York times, Aug. 16, 1971, p. 1, 35; Aug. 17, p. 1, 39; Aug. 18, p. 1, 47; Aug. 19, p. 1, 26.  
 Series of four articles on the power and attitudes that affect control over the development of land in New York City's suburbs.  
 Suburbs--[New York metropolitan area] / Land use--[New York metropolitan area] / Zoning and zoning law--[New York metropolitan area]

**Ross, John B.**

Land use control in metropolitan areas: the failure of zoning and a proposed alternative. Southern California law review, V. 45, Winter 1972: 335-364.  
 Zoning and zoning law--[U.S.] / Urban planning--[U.S.] / Land use--[U.S.]

**Rovere, Richard.**

Letter from Washington: [revenue sharing proposals] New Yorker, V. 42, Feb. 20, 1971: 108, 111-113.  
 Revenue sharing--[U.S.] / Federal aid to cities--[U.S.] / Public assistance programs--Finance

**Runge, Carlisle P., Church, W. L.**

New directions in regionalism: a case study of intergovernmental relations in northwestern Wisconsin. Wisconsin law review, V. 1971, no. 2, 1971: 449-519.  
 A review of the "relationship of Federal, state, and local planning and programs as they now exist, with suggestions for their future improvement." The authors "conclude that there is an unfortunate lack of coordination of efforts at all levels of government and that the programs involved would be more effective if governmental procedures required a higher degree of interagency and intergovernmental cooperation."  
 Intergovernmental Relations--[Wisconsin] / Regional Planning--[Wisconsin] / Regional economic development--[Wisconsin]

Salaries of municipal officials. Urban data service reports, V. 3, Mar. 1971: whole issue.  
 Municipal officials and employees--[U.S.]--Salaries

**Sax, Joseph.**

A little Starna and Drang at Hunting Creek. Ragwire, V. 75, Feb. 1971: 118-120, 122-124.  
 Reviews the events in the controversy over a landfill and housing development on submerged lands at the confluence of Hunting Creek and the Potomac River near Mount Vernon.  
 Wetlands--[Virginia] / Reclamation of land--[Virginia] / Conservationists--[U.S.] / Landfills--[Virginia] / Wildlife conservation--[Virginia]

**Seastone, Don.**

Implications of the regional dependency effect for Federal land use and program planning. *Land economics*, v. 47, May 1971: 158-167.

"The purpose of this paper is to analyze methods by which the impact of the regional dependency effect of Federal land ownership on Federal-land-intensive regions can be systematically considered in land use and program planning."

Public lands--[U.S.] / Land use--[U.S.] / Regional economic development--[U.S.]

**Seastone, Don.**

The regional dependency effect of Federal land ownership. *Land economics*, v. 46, Nov. 1970: 394-403.

"Regional economic development... is necessarily conditioned in Federal land intensive regions by the land use and attendant policy decisions made by Congress and Federal land management agencies." "...first of a series of articles which will appear in *Land Economics* relating to the work of the Public Land Law Review Commission..."

Public lands--[U.S.] / Regional economic development--[U.S.] / Land use--[U.S.]

**Sesser, Stanford W.**

The Nation debates an issue: the economy vs. the environment. *Hall Street Journal*, Nov. 3, 1971, p. 1, 1B.

Using Oregon as an example, examines the conflict between economic growth and a clean environment.

Environmental policy--[Oregon] / Economic growth--[U.S.] / Regional planning--[U.S.]

**Shannon, John.**

Federal assistance in modernizing state sales and local property taxes. *National tax journal*, v. 24, Sept. 1971: 379-386.

Paper presented at National Tax Association Seminar on Balancing Our Federal-State-local Fiscal System, Washington, July 22, 1971.  
Sales tax--[U.S.] / Property tax--[U.S.] / Intergovernmental tax relations

**Shoeman, Joseph J.**

More greenspace for urban America. *Conservationist*, v. 26, Dec.-Jan. 1971: 14-17.

"The biological and social sciences are discovering that a vital correlation exists between adequate greenspace and the quality of life."

Urban planning--[U.S.] / Urban beautification--[U.S.] / Open space lands--[U.S.]

**Slavin, Richard H.**

Institutional renewal. *National Civic Review*, v. 59, Dec. 1970: 586-589, 613.

"State governments must develop planning and financial guidelines to support local activities." State politics and government--[U.S.] / Intergovernmental fiscal relations--[U.S.] / State-local relations--[U.S.]

**Slavin, Richard H.**

Toward a state land-use policy: harmonizing development and conservation. *State government*, v. 44, Winter 1971: 2-11.

Author concludes that the state government should "develop urbanization policies and programs that take into account both people's and nature's needs for the purpose of minimizing the areas of conflict and discovering and enhancing the areas of harmony."  
Land use--[U.S.]--State laws / Urban planning--[U.S.]--State laws

**Smith, William H.**

Trees in the city. *Journal of the American Institute of Planners*, v. 36, Nov. 1970: 429-436.

"Despite planners' affection for trees in urban areas, few studies have directly evaluated amenity values of community forests. This report reviews available evidence on the capacity of trees to influence noise, air pollution, microclimate, and water supply."  
Urban planning--[U.S.] / Forestry research--[U.S.] / Parks--[U.S.]

**Staats, Elmer B.**

The growing need for federal-state-local cooperation in government procurement. *Federal accountant*, v. 20, Mar. 1971: 24-34.

Government procurement--[U.S.] / Grants-in-aid--[U.S.] / Federal-local relations--[U.S.]  
B (Brice) RBZ/LBJ/4/7/71  
LR571-3267

**Stafford, Samuel.**

HUD steps up realignment of programs. *Government executive*, v. 3, Mar. 1971: 50, 52-53.  
Federal aid to housing--[U.S.] / Community development--[U.S.] / U.S. Dept. of Housing and Urban Development.

## Part VI. (cont'd) -- Topics

**Stern, Nina.**

Regional parts. Sierra Club bulletin, v. 56, June 1971: 18-21.

"In the early thirties, citizens of Alameda County sought to acquire the land which is now Riden Regional Park for public recreational use, and authorized the creation of the East Bay Regional Park District as the administering body in the fall of 1934." Parks--[California] / Open space lands--[California]

**Stevenson, Adlai Bwing, III.**

Revenue sharing; address. In Remarks of Gaylord Nelson. Congressional record [daily ed.] v. 117, May 24, 1971: S7659-S7652.

Remarks before Executives' Club of Chicago in opposition to general revenue sharing. Revenue sharing--[U.S.]

**Stocker, Frederick D.**

Effects of taxation on urban land use. Appraisal Journal, v. 39, Jan. 1971: 57-69.

Federal income tax has generally operated to stimulate construction and development, though not in direction of greatest need; the property tax, however, tends to discourage investment, especially in older urban areas. Real property tax--[U.S.] / Local finance--[U.S.] / Income tax--[U.S.] / Land use--[U.S.]

**Stewart, Darwin G. Teake, Robert B.**

Who pays for what: a cost-revenue analysis of suburban land use alternatives. Urban land, v. 30, Mar. 1971: 3-16.

Using a Chicago suburb (Barrington, Ill.) as a real-life example, authors develop a basic framework for a cost-revenue analysis to determine the real costs of suburban land use alternatives. Land use--[U.S.] / Cost effectiveness--[U.S.] / Urban planning--[U.S.] / Municipal services--[U.S.]--Finance

Suburban leaders from action lobby to grab share of mayor's influence. National Journal, v. 3, Sept. 11, 1971: 1885-1888.

Lobbyists--[U.S.] / County politics and government--[U.S.] / National Association of Counties.

**Sussna, Stephen.**

Blending housing and open space: the case for planned unit development. Current municipal problems, v. 13, Nov. 1971: 203-210. Zoning and zoning law--[U.S.] / Urban planning--[U.S.] / Real estate business--[U.S.] / Land use--[U.S.]

**Sussna, Stephen.**

New tools for open space preservation. Urban Lawyer, v. 2, Winter 1970: 87-94.

As a case study, author discusses the Green Acres Program of New Jersey and other steps taken by the legislature to further open space objectives.

Open space lands--[New Jersey]--State laws

**Symposium on Federal fiscal support for state & local governments. National tax journal, v. 24, June 1971: Whole issue.**

Revenue sharing--[U.S.] / Intergovernmental fiscal relations--[U.S.] / State finance--[U.S.] / Local finance--[U.S.]

**Ray, Ron.**

Abolishing the wilderness. Sierra Club bulletin, v. 56, Jan. 1971: 4-9.

"Too many of the recreational subdividers create a paradox: they either convert open lands to a use that is non-use, developing promotional subdivisions that stand virtually empty, or they turn woodland retreats like Lake Tahoe into urban jungles, into resorts filled with condominiums, night clubs, gas stations and hot dog stands." Open space lands--[California] / Recreation areas--[California] / Land use--[California] / Real property--[California] / Regional planning--[California]

The Airplane is here to stay. Industrial review, v. 140, May-June 1971: 2-9.

\*Excerpts from the proceedings of the Second Annual Seminar on Developing Fly-in Potential. R. H. Conway, Jr.... discusses planning ground facilities for fly-in projects. Dan Robertson... tells how a Martin-Marietta subsidiary developed land adjacent to an airport into an industrial park. Mac Long... emphasizes the importance of providing complete terminal facilities at general aviation airports. H. O. Walther... points up a rise in land values of real estate adjacent to airports... Goss McCluskey presents a plan for airport planners to work with conservationists.

Airports--[U.S.] / Location of industries--[U.S.] / Land use--[U.S.] / Commercial aviation--[U.S.]

Part VI. (cont'd) -- Periodicals

**The Economics of political decentralization.**  
**American economic review**, v. 61, May 1971: 440-467.  
 Papers presented to the 83rd annual meeting of the American Economic Association, Detroit, Dec. 28-30, 1970.

Contents.--Towards a predictive theory of intergovernmental grants, by D. Bradford and W. Oates.--State and local response to fiscal decentralization, by A. Heins.--Centralization and decentralization: the political economy of public school systems, by O. Davis and K. Kortanek.  
 Intergovernmental fiscal relations--[U.S.] / Grants-in-aid-[U.S.] / Revenue sharing--[U.S.] / Education--[U.S.]

**The Government in man-environment research.** Design & environment, v. 2, summer 1971: 21-44. ("A seven-section review of the Federal government's role in man-environment research, the complex new field that promises to pinpoint the social and psychological impact of the environment on man.")  
 Human ecology--[U.S.] / Environmental engineering--[U.S.]--Research / Housing--[U.S.] / Urban beautification--[U.S.] / Urban engineering--[U.S.]

**The Greening of public policy: planning the natural environment.** Journal of the American Institute of Planners, v. 37, July 1971: 209-286.

"This issue explores planning and public policy aspects of the newly minted national consensus on the natural environment."  
 Partial contents.--Interpretation insights into pollution, by R. L. Meyer.--Ecology and planning, by S. C. Holling and R. A. Goldberg.--Environmental quality as a policy and planning objective, by M. M. Hutschmidt.--New directions in state environmental planning, by R. Haskell.--Three fronts of federal environmental policy, by R. M. Andrews.--Planning literature and the environmental crisis: a content analysis, by T. D. Gallows and R. J. Huelster.  
 Environmental policy--[U.S.] / Environmental engineering--[U.S.]--Bibliography / Ecology--[U.S.] / Natural resources--[U.S.] / Land use--[U.S.] / Planning--[U.S.] / Pollution control--[U.S.]

**The Land squeeze in California.** Farm Index, v. 9, Dec. 1970: 4-6.

"Though a land shortage is not imminent, some of the bastions of California's agriculture will have to make room for more people needing places to live and work."  
 Land use--[California] / Farm lands--[California] / Agricultural economics--[California]

**The new public administration.** Public management, v. 53, Nov. 1971: 2-23.

Partial contents.--Creating tomorrow's public administration.--The changing political context of urban administration.--Perspectives of public managers: their implications for public service delivery systems.--New public administration, humanism, and organizational behavior.  
 Public administration--[U.S.] / Municipal services--[U.S.] / Municipal officials and employees--[U.S.] / Municipal politics and government--[U.S.]

**The Public works acceleration proposal: an inappropriate anti-recession measure.** Federal spending facts bulletin, no. 263, May 17, 1971: 1-4.  
 Public service employment--[U.S.] / Unemployment--[U.S.] / HD 5706 U.S. C  
 KFC/CJM/5/25/71  
 LRS71-5931

**The Resurgence of state power.** Business week, no. 2146, Oct. 17, 1970: 102, 104.  
 Federal-state relations--[U.S.] / Regional planning--[U.S.]

**The Sprawl of the wild.** Hosaic, v. 2, winter 1971: 2-13.

Two research groups in California and Montana are searching for ways to promote harmony between man and nature. One group is investigating environmental decision-making in the Lake Tahoe Basin. The other group is investigating the impact of a large recreational development on a semi-primitive environment--refers to the Big Sky Recreational Development in Montana.  
 Ecological research--[West (U.S.)] / Land use--[West (U.S.)] / Nature conservation--[West (U.S.)] / Open space lands--[West (U.S.)] / Lakes--[California] / Recreation areas--[Montana] / Lakes--[Nevada] / Lake Tahoe / Gallatin River / Big Sky Recreational Development

**The States: are they ready for revenue sharing?**  
 Congressional quarterly weekly report, v. 29, June 25, 1971: 1394-1399.  
 Revenue sharing--[U.S.] / State finance--[U.S.] / State politics and governments--[U.S.]

**The States' promise in community affairs.** HUD Challenge, v. 2, Aug. 1971: 18-22.

Community affairs agencies have been established in half of the States and are emerging as the focal point for State policy on community development.

State politics and government--[U.S.] / Community development--[U.S.] / State-local relations--[U.S.]

**Toward a more humane environment.** Theory into practice, v. 9, June 1970: 145-202.

In this symposium contributors "...deal with relevant issues from which renewal policies and practices may be developed. Their special areas of concern include the natural and artificial relationships between man and his environment.

The authors are also concerned with the moral and ethical issues of man's relationship with his environment. They ask theological, educational and legal questions, leading naturally to enlightening discussions of educational practices and trends."

Human ecology / Environmental education / Environmental engineering / Urban renewal

**Traffic noise in urban areas: recommendations for its abatement.** OECD Observer, no. 51, Apr. 1971: 8-10.

"As part of its investigations into the main factors causing harm to the human environment, the OECD Council has endorsed for publication a report of the Organisation's Consultative Group on Transportation Research on the nature, effects and control of traffic noise in urban areas, and has urged Member governments to take prompt action to implement the report's recommendations on vehicle noise, traffic noise and the urban environment, the economics of noise abatement research, development and training, and international co-operation." This article briefly reviews those recommendations.

Noise / Noise control / Noise pollution / International cooperation in science / OECD countries

**Tark, Herman.**

Interorganizational networks in urban society: initial perspectives and comparative research.

American sociological review, v. 35, Feb. 1970: 1-19.

"The study provides empirical support of an interorganizational level of analysis: it outlines directions for further research in urbanized social systems; and it demonstrates the need to employ both additive and multiplicative models of social organization."

Urban affairs research--[U.S.] / Municipal politics and government--[U.S.]--Research

**Udall, Morris K.**

Toward a national land use policy for urban America. Arizona Law Review, v. 12, Winter 1970: 733-748.

"Land use policies now in effect are the product of 18th and 19th century America. The author suggests alternative policies more suited to the present day when urban sprawl threatens to destroy our remaining open spaces."

Land use--[U.S.] / Public lands--[U.S.]

**Urban decentralization and community participation.** American behavioral scientist, v. 15, Sept.-Oct. 1971: whole issue.

Contents.--Introduction, by B. Smith.--The

Federal role in urban decentralization, by S.

Falkas.--Control-sharing in the city: some

thoughts on decentralization and client

representation, by P. Rinsinger.--Citizen

involvement in the law enforcement process: the

case of community police patrols, by G. Marx and

D. Archer.--The political evolution of school

decentralization, by G. B. Lavoue and B. Smith.--

Decentralization, citizen participation, and

ghetto health care, by J. Davis.--The political

economy of decentralization, by D. Halder.

Municipal politics and government--[U.S.] / Citizen

participation--[U.S.] / Federal-city relations--[U.S.] /

Municipal services--[U.S.] / Police--[U.S.] /

Decentralization of schools--[U.S.] / Medical care--[U.S.]

**Vance, James E., Jr.**  
Land assignment in the precapitalist, capitalist,  
and postcapitalist city. *Economic geography*, v. 47,  
Apr. 1971: 101-120.

"The purpose of this essay has been to call to  
mind the role in the shaping of the physical build  
of cities played by land-assignment practices. In  
such a context it is necessary to conclude on the  
note that the traditional practices have  
everywhere been questioned and in some places  
abandoned, but as yet land assignment within the  
postcapitalist city operates in an unclear  
fashion."

Land use / Land tenure / Real property / Urban planning

**Vanderbilt, Dean R.**  
Ending technology-use problems. *Public management*,  
v. 53, Feb. 1971: 12-13.

The author describes what he sees as the future  
for scientists on city staffs, and ways a city can  
organize to utilize scientific knowledge.

Technology--[U.S.] / Urban planning--[U.S.]

**Ragner, James R.**  
Interior subcommittees move slowly on legislation to  
reform public lands policy. *National journal*, v. 3,  
Aug. 21, 1971: 1768-1773.

The Public Land Law Review Commission's study  
has stimulated interest in the administration of  
federally owned lands. Changes in land laws could  
mean shifts in Federal policy in areas such as  
wilderness preservation and could profoundly  
affect many powerful economic interests, including  
miners, timber suppliers and oilmen. The  
administration has also proposed legislation that  
would affect use of privately owned lands.  
Furthest along is the power facilities bill.

Public lands--[U.S.] / Land use--[U.S.] / Natural  
resources--[U.S.]

**Ragner, James R.**  
Search for Florida Jetport site provides lesson for  
environmental disputes. *National journal*, v. 3, Oct.  
2, 1971: 1998-2004.

Describes the Everglades Jetport Pact and the  
cooperation between Federal, state, local and  
private interests involved in finding a suitable  
site.

Airports--[Florida] / Intergovernmental relations--  
Florida / Environmental policy--[U.S.]

**Waite, G. Graham.**

Problems of national land use planning. *Catholic  
University law review*, v. 20, summer 1971: 702-715.

"National land use planning will have the best  
chance of success if the validity of its detailed  
provisions is controlled by Federal rather than  
state law."

Land use--[U.S.]

**Walker, Mahal.**

Some observations on land value taxation. *Tax  
policy*, v. 38, nos. 6-7, June-July 1971: whole issue.

Author suggests four major considerations in  
evaluating the land value tax reform proposal:  
control of speculation; recapture of socially  
created values; expediency and the "highest and  
best use"; and equity, including the burden upon  
homeowners.

Land value taxation--[U.S.]

**Wallace, David A. McDonnell, William C.**

Diary of a plan. *Journal of the American Institute  
of Planners*, v. 37, Jan. 1971: 11-25.

Describes the trials of the private, non-profit  
landowner planning council attempting, in the Plan  
for the Valleys (a seventy-square mile sector of  
largely undeveloped countryside northwest of  
Baltimore, Md., prepared for the Green Spring and  
Northington Valley Planning Council, Ind.), to  
rely on the power of a good idea.

Regional planning--[Maryland] / Land use--[Maryland] /  
Open space lands--[Maryland]

**Ward, Fred.**

The imperiled Everglades. *National geographic*, v.  
141, Jan. 1972: 1-27.

Florida's worst drought spawned some 500 fires  
that charred more than half a million acres.  
"Last year's devastation gave harsh warning that  
man's pell-mell development of south Florida  
threatens its ecological collapse, not only as  
habitat for its unique wildlife but also for human  
beings."

Water supply--[Florida] / Nature conservation--[Florida] /  
Wetlands--[Florida] / National parks--[Florida] / Forest  
fires--[Florida] / Land use--[Florida] / Everglades  
National Park

Part VI. (cont'd) -- Periodicals

**Hays & Beane tackles three hot issues.** *Business week*, no. 2175, May 8, 1971: 72-75.

"Revenues, trade, and welfare are top priorities in the powerful House committee."  
Congressional committees (House) / Intergovernmental tax relations--[U.S.]--Law and legislation / Foreign trade policy--[U.S.]--Law and legislation / Public assistance programs--Law and legislation / U.S. Congress. House. Committee on Ways and Means.

**Reidenbaum, Murray L.**  
Why revenue sharing? *Banking*, v. 63, Feb. 1971: 41, 84.

**Interview.**  
Intergovernmental tax relations--[U.S.]

**Beller, Conrad J., Jr.**  
Metropolitan federation reconsidered: Urban affairs, v. 6, June 1971: 411-420.

The author discusses the uniting of urban and suburban governments into a metropolitan federation and a strengthening of community control within the cities.  
Metropolitan politics and government--[U.S.] / Community power--[U.S.] / Neighborhood government--[U.S.]

**Weiss, Steven J. Rismenger, Robert W.**  
The problem of redistribution of Federal and state funds. In *Financing state and local governments*. [Boston] Federal Reserve Bank of Boston [1970] p. 59-86.

Develops thesis that state-local fiscal crisis is not generalized but affects specific local governments which are unlikely to be helped by general revenue sharing; advocates additional school aid in low-income areas instead.  
Intergovernmental fiscal relations--[U.S.] / Federal aid to education--[U.S.]

**Blite, Gilbert P.**  
Flood damage prevention policies. *Natural resources forum*, v. 1, no. 1, 1971: 39-45.

"This article begins with a description of the theoretical range of adjustments that can be made to floods, by changing them, by distributing the flood losses, or by arranging land use so as to change the losses; and it discusses the major types of public policies intended to guide the adjustments, together with some underlying assumptions in the formulation of policies by decision-makers."  
Flood control / Land use

**Wilde, James A.**  
Grants-in-aid: the analytics of design and response. *National tax journal*, v. 24, June 1971: 143-155.

Mathematical model.  
Bibliography: p. 155.  
Grants-in-aid--[U.S.]--Research

**Williams, Norman, Jr.**  
The three systems of land use control (or, exclusionary zoning and revision of the enabling legislation. *Rutgers law review*, v. 25, Fall 1970: 80-101.

The three systems are identified as (1) zoning, (2) the local real property tax system, and (3) location of public facilities.  
Zoning and zoning law--[U.S.] / Land use--[U.S.] / Public works--[U.S.] / Real property tax--[U.S.] / Municipal facilities--[U.S.]

**Winchester, James R.**  
[Airport expansion] *Christian science monitor*, Apr. 21, 1971, p. 10; Apr. 22, p. 16; Apr. 24, p. 14.

Series of three articles on airport expansion, financing problems, and compatible land use.  
Airports--[U.S.] / Airports--[U.S.]--Finance / Land use--[U.S.]

**Yannopoulos, A. M.**  
The public use of the banks of navigable rivers in Louisiana. *Louisiana law review*, v. 34, June 1971: 563-585.

"...an analysis of the nature, scope, and extent of the public use of the banks of navigable rivers in Louisiana. Attention will be focused on the rights of individual members of the public, of the owners of the banks, and of the public authorities charged with the administration of the public use."  
Beaches--[Louisiana]--State laws / Riparian rights--[Louisiana] / Rivers--[Louisiana]--State laws / Water law and legislation--[Louisiana]

**Ylvisaker, Paul H.**  
The New Jersey Department of Community Affairs: the State role in urban areas. *Urban lawyer*, v. 3, winter 1971: 113-125.

The article discusses how the Dept. of Community Affairs has "related to the problems of the deficit area of the state."  
State-local relations--[New Jersey] / Urban planning--[New Jersey] / New Jersey. Dept. of Community Affairs.