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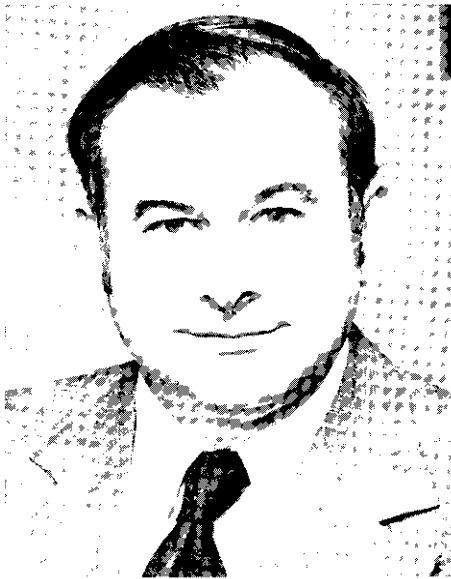
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Intergovernmental
PERSPECTIVE



**The Safe
Street Act:
Seven Years
Later**

View From The Commission



Dear Reader:

In recent years, Ohio has emerged as a leader in the development of an innovative plan for the distribution of Safe Streets funds. The Ohio approach of mini-block grants to metropolitan areas, discussed later in this issue, has strengthened our criminal justice efforts by affording local units of government the opportunity to develop a working plan and implement a program that will satisfy the needs for that particular city, county, or region. I believe the people of our state have greatly benefited from this sound approach by preserving the traditional interrelationships that exist between levels of government working toward a common goal—the reduction of crime in our society.

As part of a national effort, Ohio is developing a set of higher criminal justice standards and goals. We are taking a "grass roots" approach in formulating a plan, with input from criminal justice organizations and public interest groups. Hopefully, these standards and goals will assist local communities and state agencies in improving their criminal justice services and staff.

I personally have the greatest hope for the projects funded by the LEAA in the area of correctional programs and facilities. The halfway houses, diversion programs, and community related efforts on behalf of ex-offenders seem to me to have the best chance of breaking the ugly cycle of juvenile straying, recidivism, and the consequent reinforcement of antisocial patterns which always seem to stalk us. One halfway house type operation, in the northern part of my state, is directed by an ex-convict who spent nearly 11 years of his life behind bars in different types of institutions. His turnaround, a story remarkable in itself, is an inspiration to the youngsters who come into contact with him, and they number into the thousands an-

nually. He and his largely volunteer staff have put together a wide ranging program of athletics, counseling, and tutoring, and I believe it's worth every cent of taxpayers' money.

In the Omnibus Crime Control and Safe Streets Act of 1968 and subsequent amendments, the Congress acknowledged that "crime is essentially a local problem that must be dealt with by the state and local governments if it is to be controlled effectively." As we begin a new era of federalism, the states and local governments must assume their rightful role in crime prevention and seek solutions that will provide for a safer society for all. This issue of **Intergovernmental Perspective** reviews the recommendations from the ACIR study of the LEAA program—the first major block grant approach in Federal financing.

A handwritten signature in cursive script that reads "Charles F. Kurfess". The signature is written in black ink on a white background.

Charles F. Kurfess
Minority Leader, Ohio
House of Representatives

Intergovernmental PERSPECTIVE

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Washington Watch

Federal Management Office Transferred to OMB

The year 1975 was not a good one for the Office of Federal Management Policy (OFMP), housed in the General Services Administration.

The office's problems first surfaced in the summer when the Joint Appropriations Conference Committee voted to cut the funding for OFMP by nearly \$800,000. While the budget request was for \$1.88 million; the conference committee appropriated only \$1.1 million. The money was for the operation of the office through December.

At the time of this appropriation, the Congress asked the Office of Management and Budget (OMB) to submit a report evaluating the performance of OFMP and suggesting where the responsibilities for OFMP functions were best located. The Congress would consider a supplemental appropriation for the office if the OMB report so warranted.

The OMB report recommended that the office remain within GSA; that it be renamed the Office of Management Systems Implementation; and that OMB assume more policy oversight to allow the OFMP to concentrate on implementation.

But by the time the OMB report was belatedly submitted to the Congress, a House subcommittee had already decided against granting the supplemental appropriation.

In mid-December, a House-Senate conference committee reported out a bill calling for a \$500,000 appropriation for the remainder of Fiscal Year 1976, and an additional \$120,000 for the transition period of the new fiscal year. These amounts do not represent new funds but rather are an authorization for the redistribution of existing GSA funds.

The Congress also called for the transfer of the office and 25 of its current 38 personnel to OMB as of January 1, 1976.

The office administers three circulars affecting state and local governments which receive Federal aid: 73-2, which provides guidelines for audits by executive branch agencies and encourages use of state and local audits by Federal agencies; 74-4 which sets conditions on which state and local governments can claim in-

direct costs, as part of their share of matching requirements; and 74-7 which provides for the standardization of application procedures for Federal grants.

But the most important function of the office to state and local governments is that the OFMP operates the integrated grant administration program, which was recently strengthened by the Joint Funding Simplification Act of 1974. Through joint funding, state and local governments can use a single application, single audit, and single point of Federal contact for related aid programs which they want to plan and use together, even though the programs are administered by more than one Federal agency.

As 1976 began, the functions of the former OFMP were transferred to OMB by executive order. Eighteen OFMP employees were brought to OMB and separated into three different divisions: the Budget Review Division, the Organization and Special Studies Division, and the Evaluation and Program Implementation Division.

Commission Recommends Changes in Juvenile Sentences

A prestigious national commission, established to provide the country's first comprehensive guidelines for juvenile offenders, has made a series of recommendations seeking uniformity in the sentencing of juvenile crime.

Such uniformity would be based on the seriousness of the crime rather than on a judge's view of the "needs" of the youth.

The commission, entitled the Juvenile Justice Standards Project, was sponsored jointly by the American Bar Association and the Institute of Judicial Administration. Its recommendations, directed to state legislatures, suggest that:

Youth sentencing should be based on factors such as the degree of the juvenile's guilt, the gravity of the crime, the juvenile's age, and prior criminal record, rather than the traditional "best interests" concept.

Juvenile offenses should be divided into five classes, three for felonies and two for misdemeanors.

Upon conviction of a crime for which an adult could be sentenced to 20 years or more in prison, the juvenile should serve a two year required sentence. For a crime or misdemeanor, the minimum sentence should be two months.

Certain victimless crimes such as possession for personal use of marijuana and alcohol, gambling, and possession of pornographic material, should be decriminalized.

Youths defined as habitual truants, incorrigibles, ungovernable or beyond the control of parents or other law authority, should not be under the jurisdiction of juvenile courts. Convicted of no crime, these children should be cared for in community agencies, including crises intervention groups and peer-counseling programs.

The American Bar Association will consider formal endorsement of the guidelines at its meeting this summer.

Irving R. Kaufman, Chief Judge of the Second Circuit Court of Appeals and chairman of the commission, has predicted that the commission's major principles would "significantly alter the concepts now prevailing in juvenile courts and agencies throughout the country."

Revenue Sharing Office Revises Nondiscrimination Regs

The Office of Revenue Sharing has issued significant modifications of the proposed nondiscrimination regulations necessary to implement the State and Local Fiscal Assistance Act of 1972.

The regulations prohibit state and local governments from using revenue sharing funds for programs or activities which subject individuals to discrimination on the basis of sex, race, color, or nationality.

They forbid personnel practices based on an employee's status as the head of a household, prohibit job classifications setting sex as a qualification, and provide for treatment of pregnant women equally with other employees.

By issuing the new regulations, the ORS hopes to clarify its policy on enforcing the civil rights guarantees of the revenue sharing act.

In conjunction with this action, ORS has initiated a computer study of employment patterns in 4,500 recipient governments to discover those which appear to discriminate in employment. Under the provisions of the act, funds could be discontinued where there is a significant imbalance between the percentages of women and minorities in government jobs and the corresponding percentages in the total available labor force in the area.

Of particular significance to recipient governments are the following sections of the new regulations under *Subpart E*—“Nondiscrimination in Programs Funded with Entitlement Funds:”

Corrections of Imbalance 51.52

(b) (4)—Requires governments to use their revenue sharing funds to correct any inequities in programs financed by revenue sharing funds, and encourages them to use these funds to correct imbalances in services or facilities resulting from prior discriminatory practice.

Fringe Benefits 51.54 (c) (2)

—Makes it an unlawful employment practice to provide for *both* unequal benefits and unequal contributions for male and female employees in the areas of insurance, pension or retirement plans, welfare or other fringe benefit programs. Unless directly related to actual differences, it is also unlawful under the new regulations to provide for *either* unequal benefits or unequal contributions in these areas.

Sex Discrimination Based on Family Status 51.54 (d) (1)—A recipient government is prohibited from taking any employment action based on anyone’s status as head of household or principal family wage earner. Any recipient government that takes an employment action which treats a woman differently because of her pregnancy must now demonstrate that the pregnancy of that person prevents adequate job performance by that individual.

Sex as a Bona Fide Occupational Qualification 51.54 (e)—Adds the judicial language to this exemption from the sex discrimination prohibition that an employer must demonstrate that all, or substantially all, of one sex are unable to perform

the job in question in order to take an employment action based on a bona fide occupational qualification.

The new regulations appeared in the October 28, 1975, *Federal Register*. Copies of the regulations are available from the Public Affairs Division of ORS at 2401 E Street, NW, Washington, DC 20226.

Implementation of Circular A-107 Disappoints State, Local Officials

When OMB Circular A-107 was issued a little over a year ago, it appeared that the circular would provide state and local governments with a fiscal impact statement on all major proposals affecting them.

The circular called for inflationary impact statements to accompany major legislative proposals and regulations from executive agencies. Major legislation or regulation was defined as that impacting on consumers, businesses, markets, or Federal, state or local governments.

So far the circular has provided no information to state and local governments. The reason results from a disagreement over the purpose of the circular.

One OMB official, William A. Young, III, Management Associate in the Economic and Government Division, said that the procedures are not intended primarily to deal with the fiscal note problem, but rather are aimed at improving the decision-making process within agencies by forcing them to consider other external factors and alternatives prior to finalizing regulations and rules.

State and local governments are not the only ones less than happy with the first year’s administration of the circular. Major complaints have also come from industry and industry-sponsored interest groups, who say that the agencies’ analyses often underestimate the cost to private industry of proposed Federal guidelines. For example, the EPA predicted last June that compliance with its proposed toxic substances legislation would cost industry between \$78.5 million and \$142.5 million. The Manufacturing Chemists Association then released a study which placed the cost range between \$379.5 million and \$1.3 billion, while Dow Chemical Company estimated

compliance would cost \$1.9 billion.

In addition, the agency analyses are expensive. An article in *Business Week* (“The Impact of Impact Statements: Red Tape,” Dec. 8, 1975) estimates that the circular cost the various agencies \$14 million in 1975.

Unless renewed by a direct order of the President, the inflationary impact reporting requirement will expire on Dec. 31, 1976.

Federal Report Urges Flexibility In State, Local Grant Management

A Federal study committee on policy management assistance has recommended that Federal programs continue moving in the direction of efforts like revenue sharing that allow state and local government leaders flexibility in allocating resources and coordinating the delivery of services and benefits.

The Interagency Study Committee on Policy Management Assistance, in a report entitled *Strengthening Public Management in the Intergovernmental System*, made three major recommendations for Federal strategy:

- Federal domestic programs should be reoriented to minimize the administrative burdens on state and local governments and the conflicts with local priorities;
- Federal public management assistance should be expanded and coordinated so that it is specifically aimed at strengthening the overall management capacity of state and local governments that desire such assistance; and
- The Federal machinery for conducting intergovernmental business should be improved in order to bring about more effective state and local participation and liaison in accomplishing the two objectives stated above.

The Interagency Committee was set up in 1974 at the initiative of OMB and was comprised of representatives of Federal agencies who are experienced in working with state and local governments.

The Committee’s report is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402.

The Safe Streets Act: Seven Years Later

By Carl W. Stenberg

The Omnibus Crime Control and Safe Streets Act of 1968 was a bold experiment in intergovernmental relations.

Conceived in the wake of political assassinations, urban civil disorders, and campus unrest, the Act was the Federal government's first comprehensive grant-in-aid program to assist states and localities in reducing crime and improving the administration of justice.

Moreover, it embodied a new form of Federal assistance—the block grant. Instead of the traditional categorical program, which tends to focus on specific areas of national priority, reduce the flexibility of recipients, increase the influence of Federal administrators, and require compliance with numerous conditions, the Congress opted for a functionally broader and administratively more decentralized approach to the crime problem.

The Safe Streets Act authorized substantial amounts of Federal aid for a wide range of law enforcement and criminal justice activities. It gave the states significant discretion in identifying problems, designing programs, and allocating resources, while encouraging local government participation in decision-making, and it attached relatively few “strings” to the receipt of Federal funds.

How the Safe Streets Act Works

Since 1968, the Safe Streets Act has provided approximately \$4 billion to state and local agencies. The Fiscal Year 1976 funding level is nearly \$810.7 million. Yet these monies account for about 5 percent of total direct state and local expenditures for criminal justice purposes.

At the national level, administration of the Act is the responsibility of the Law Enforcement Assistance Administration (LEAA) of the U.S. Department of Justice. At the state level, the Act is administered by a state planning agency (SPA) which prepares annual comprehensive plans specifying law enforcement and criminal justice needs and problems and ways to deal with them. The state plan is submitted to LEAA for approval and subsequent release of block grant awards. The SPA then makes subgrants to state agencies and local units to implement the projects contained in the plan.

Eighty-five percent of the appropriations each year for “action” programs (Part C) are distributed to the states as block grants in amounts based on population. Fifteen percent go into a discretionary fund used by LEAA's Administrator to support various research, demonstration, and national emphasis projects. Not less than 20 percent of the annual Part C appropriation is earmarked for correctional institutions and facilities (Part E). Half of these monies are awarded to the states as block grants, while the rest are discretionary funds.

According to the law, the proportion of Part C appropriations passed-through to a state's local governments is based on the local share of total state-local criminal justice outlays during the preceding fiscal year. Once this amount has been determined, SPAs decide how much should be awarded to individual jurisdictions and the purposes for which the funds should be used. These decisions are made by a supervisory board composed of representatives of law enforcement and criminal justice agencies, local elected officials, and the general public.

The Federal match for action programs is 90 percent except for construction projects which call for a 50 percent match. States must appropriate funds to cover half of the local matching share (called "buy in").

States must provide local governments with at least 40 percent of the funds available under Part B of the Act for planning. The remainder is used for SPA operations and staff salaries. In 43 states, Part B funds go to regional planning units (RPUs) which plan for and coordinate multijurisdictional crime reduction efforts and provide technical assistance to constituent localities. In addition, major cities and counties receive planning monies to develop comprehensive plans and coordinate local Safe Streets-supported activities.

The Commission's Study

The Advisory Commission on Intergovernmental Relations first looked at this program in 1970 in a report entitled *Making the Safe Streets Act Work: An Intergovernmental Challenge*. At that time, ACIR found that although there were some gaps in the states' response to the needs of high crime areas, the block grant was "a significant device for achieving greater cooperation and coordination of criminal justice efforts between the states and their political subdivisions." The Commission recommended that the Congress retain the block grant approach and that the states make further efforts to target funds and improve their operations.

Five years later, ACIR staff re-examined the Safe Streets Act as part of a comprehensive study of intergovernmental planning, policy and program development, and management under Federal block and categorical grants. The seven-year Safe Streets record can provide valuable lessons in any future consideration of block grant proposals or assessments of existing programs that rely on this approach.

Over an eight-month period, Commission staff employed a variety of methods to obtain as complete and accurate information as possible. Primary data sources were national surveys of all SPAs, RPUs, and local governments over 10,000 population; LEAA's Grant Management Information System; and first-hand observations of Safe Streets operations in ten states. This research effort led to the following findings and conclusions, on which the Commission based its recommendations for Federal and state action.

The Safe Streets Record

After seven years, the Safe Streets program appears to be neither as bad as its critics contend, nor as good as its supporters state. While a mixed record has been registered on a state-to-state basis, on the whole, the results are positive. This is not to say, however, that changes are unnecessary. In brief, the ledger reads as follows.

On the positive side:

Elected chief executive and legislative officials, criminal justice professionals, and the general public have gained greater appreciation of the complexity of the crime problem and of the needs of the different components of the criminal justice system.

During the early implementation of the Safe Streets Act, law enforcement-related activities commanded the bulk of the attention and money. As the program matured, a more comprehensive and insightful orientation emerged. It is generally understood that crime is a complex societal problem which cannot be solved only by investing substantial amounts of funds in improving the processing of offenders. It is also recognized that the efficiency with which offenders are apprehended and processed and the effectiveness with which they are rehabilitated are vital to enhancing respect for the law and possibly deterring criminal behavior. Much of this "consciousness-raising" was the result of the intergovernmental and multi-functional framework established by the block grant and is a necessary precondition to building an effective criminal justice system.

A process has been established for coordination of efforts to reduce crime and improve the administration of justice.

The Safe Streets Act has provided an incentive for elected officials, criminal justice professionals, and the general public to work together in attempting to reduce crime. Representation of these groups on SPA and RPU supervisory boards has been the chief vehicle for achieving greater cooperation in the day-to-day operations of criminal justice agencies and encouraging more joint undertakings across functional and jurisdictional lines. The varied representation on these decision-making bodies has helped make activities supported with Safe Streets dollars more responsive to community needs and priorities. In addition, these programs have been more realistic in light of state and local fiscal capacities, and closer linked with non-Federally funded crime reduction activities than otherwise might have been the case. While the goal of a well integrated and smoothly functioning criminal justice system has yet to be realized, a solid foundation has been established.

Safe Streets funds have supported many law enforcement and criminal justice activities that recipients otherwise would have been unable or unwilling to undertake.

Although early critics of the program claimed that too much money was spent on routine purposes, particularly in the law enforcement area, the available evidence indicates that most Safe Streets dollars have been used for new programs that would not have been launched without Federal aid. Re-

ardless of the degree of innovation involved, the program has established a mechanism for diffusing ideas and information about approaches to crime reduction and system improvement and has provided resources to enable states and localities to carry them out. Some states have discouraged routine activities by prohibiting the use of Safe Streets funds for equipment and construction. Others have attempted to maximize the reform potential of Federal assistance by setting certain eligibility standards for applicants, such as requiring police departments to meet the SPA's minimum standards for police services. Still others have given priority to multijurisdictional efforts, particularly in the areas of law enforcement communications, training, and construction.

A generally balanced pattern has evolved in the distribution of Safe Streets funds to jurisdictions having serious crime problems as well as among the functional components of the criminal justice system.

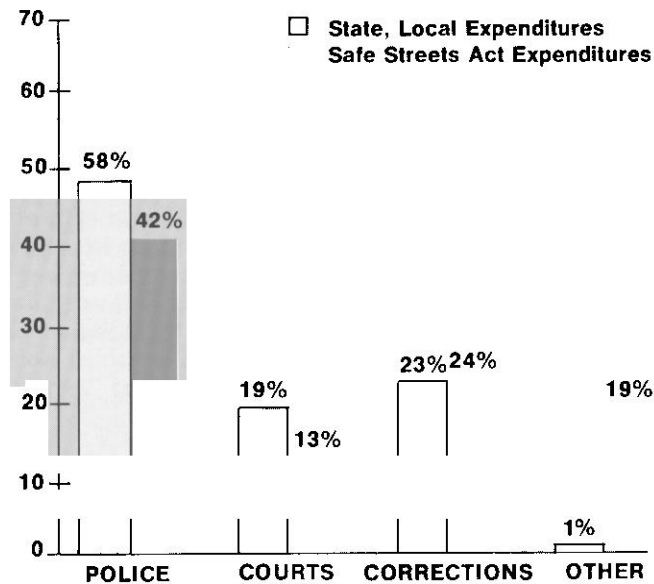
A persistent complaint since the program's inception has been that not enough money goes to jurisdictions with the greatest needs and that too much goes to police departments. An analysis of LEAA's Grant Management Information System data, however, reveals that since 1969 the ten most heavily populated states have received over half of the Part C allocations, compared with a less than three percent share for the ten least populous states. Collectively, large cities and counties (over 100,000 population) experiencing serious crime problems have received a proportion of Safe Streets action funds in excess of their percentage of population and slightly below their percentage of crime.

With respect to the functional distribution, although there are wide interstate differences, overall, the police proportion has declined and stabilized from two-thirds in Fiscal Year 1969 to approximately two-fifths by Fiscal Year 1975. Funding for corrections and courts also appears to have leveled off, with the former now accounting for about 23 percent of the funds and the latter 16 percent. By way of comparison, in Fiscal Year 1973, of the total State-local direct outlays for criminal justice purposes, 58 percent were for police, 23 percent for corrections, and 19 percent for courts.

State and local governments have assumed the costs of a substantial number of Safe Streets-initiated activities.

A key barometer of the impact and importance of Safe Streets-supported activities is the extent to which they have been "institutionalized" and their costs assumed by state agencies and local governments. It appears that once Federal funding ends, a rather high percentage of programs or projects continue to operate with state or local support. While responses to ACIR's questionnaires indicated considerable variance among individual states and lo-

**Criminal Justice Expenditures for Fiscal Year 1973*
by Funding Source**



*Fiscal Year 1973 figures are the most recent available and are highly representative since there has been only a slight deviation in total percentages over the past five years.

Source: Expenditures and Employment Data for the Criminal Justice System FY 1972-73; published by the U.S. Bureau of the Census and the Law Enforcement Assistance Administration; LEAA Grant Management Information System.

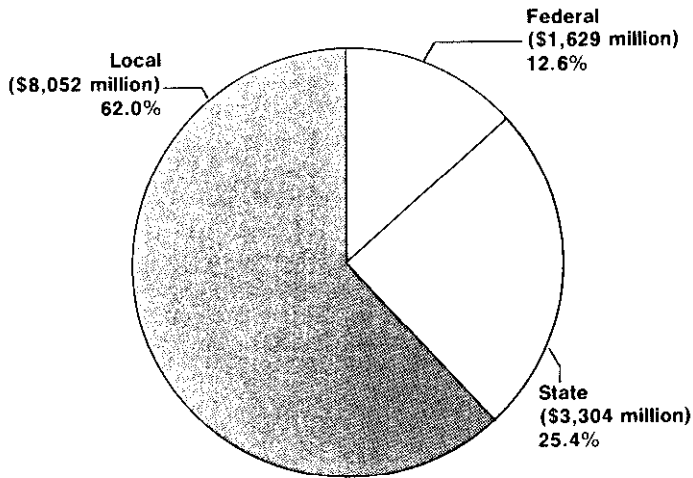
calities, the mean estimate made by SPAs for the percentage of projects assumed by state and local governments was 64 percent. Estimates by city and county officials were even higher.

Many elected chief executives and legislators as well as criminal justice officials believe that the Federal Government's role in providing financial assistance through the block grant is appropriate and necessary, and that the availability of Safe Streets dollars, to some degree, has helped curb crime.

Despite rising crime rates, many state and local officials believe that the Safe Streets program has had a positive impact. In part, this can be attributed to the amount of discretion and flexibility inherent in the block grant, which has helped make Federal funds more responsive to recipient needs and priorities. In some jurisdictions, Safe Streets has been a source of "seed money" for crime reduction activities that they otherwise would not have undertaken. In others, particularly rural states and smaller localities, block grant support has been used to upgrade the operations of police departments, the courts, and corrections agencies.

These officials also feel that actual crime rates would have been somewhat higher without the program. Fifty-four percent of the SPAs reported that Safe Streets funds had achieved great or moderate

Percent Distribution of Criminal Justice System Direct Expenditure by level of Government: FY 1973
\$12,985 Million



The percents have remained stable from year to year:

	FY 1971	FY 1972	FY 1973
Federal	11.5%	12.7%	12.6%
State	25.5%	25.2%	25.4%
Local	63.0%	62.1%	62.0%

Source: U.S. Bureau of the Census and the Law Enforcement Assistance Administration

success in reducing or slowing the growth in the rate of crime, while approximately half of 774 cities and 424 counties surveyed indicated that their crime rates would have been substantially or moderately greater without Federal aid.

On the negative side:

Despite growing recognition that crime needs to be dealt with by a functionally and jurisdictionally integrated criminal justice system, the Safe Streets program has been unable to develop strong ties among its component parts.

The impact of the Safe Streets Act on developing a genuine criminal justice system has been limited, due largely to the historically fragmented relationships between the police, judicial, and correctional functions, traditions of state-local conflict, and the relatively limited amounts of Federal funds involved. While elected and criminal justice officials appear to be willing to meet together, discuss common problems, identify ways of addressing them, and coordinate their activities, when the issue of "who gets how much?" is raised, the Safe Streets alliance often breaks down. Those who are best organized and most skilled in the art of grantsmanship have tended to prevail at the state level, while others have appealed to Congress for help.

Congress has responded by categorizing the Act and earmarking funds in three major areas;

□ In 1971, Part E was added to the Act, creating a new source of aid specifically earmarked for correctional purposes. In order to receive assistance under this part, states have to maintain their level of correctional funding in Part C grants.

□ Also in 1971, big city spokesmen succeeded in getting two other amendments to the Act. Local units of general government, or combinations of such units with a population of 250,000 or more were deemed eligible to receive action funds to establish local criminal justice coordinating councils. Language was added to the planning grant provisions assuring that major cities and counties within a state would receive funds to develop comprehensive plans and to coordinate action programs at the local level. Furthermore, language was added to the effect that states had to indicate in their plans that adequate assistance was being provided to areas of "high crime incidence and high law enforcement activity."

□ In 1974, a new statute, the Juvenile Justice and Delinquency Prevention Act, required that action funding for juvenile delinquency programs be maintained at the Fiscal Year 1972 level.

These steps were taken by Congress to increase accountability and achieve greater certainty that grantees would use monies in specific ways. Although as yet there have not been many major adverse effects on state administration, the amendments have converted Safe Streets into a "hybrid" block grant and have raised questions about the extent of discretion actually accorded to states and localities.

Only a handful of SPAs have developed close working relationships with the governor and legislature in Safe Streets planning, policy formulation, budget-making, and program implementation, or have become an integral part of the state-local criminal justice system.

The Safe Streets Act is generally perceived as a "governor's program," since the state's chief executive sets up the SPA by executive order (35 states), appoints all or most of the members of the supervisory board (and in five states serves as chairman), directs other state agencies to cooperate with the SPA, and often designates regional planning units. Most SPAs report that the governor displays an interest in Safe Streets but does not play an active role in the program. Typically, the governor's influence is exercised indirectly through his selection of supervisory board members and appointment of the SPA executive director.

The legislative role in the program is more removed. Although the legislature appropriates matching and "buy-in" funds, makes decisions about assuming the costs of projects, and in 20 states creates the SPA, its awareness of and substantive participation in Safe Streets planning and policy matters has been quite limited. This lack of involvement makes it difficult to mesh Safe Streets funds with other

Federal Action

The Commission urges the Congress to assure the integrity of the block grant approach by minimizing categorization in the Omnibus Crime Control and Safe Streets Act. Specifically, the Commission believes the Congress should:

- Refrain from establishing additional categories of planning and action grant assistance to particular functional components of the criminal justice system and remove two current such components (dealing with juvenile delinquency and corrections), allocating appropriations thereunder to Part C block grants;
- Refrain from establishing a separate program of assistance to major cities and urban counties;
- Authorize major cities and urban counties, or combinations thereof, designated by the state planning agency, to submit to the SPA a plan for utilizing Safe Streets funds during the next fiscal year. Upon approval from that agency, the local units would receive a "mini-block grant award" with no further SPA action on specific project applications required;
- Remove the statutory ceiling on grants for personnel compensation.

In addition, the Commission calls on the Law Enforcement Assistance Administration to develop meaningful standards and performance criteria against which to determine the extent of comprehensiveness of state criminal justice planning and funding, and to more effectively monitor and evaluate state performance.

state criminal justice outlays, and to exercise effective legislative oversight.

SPAs have devoted the vast majority of their efforts to distributing Safe Streets funds and complying with LEAA procedural requirements.

One effect of limited gubernatorial and legislative participation in the program has been the restriction of SPAs to Safe Streets-related activities, even though the block grant instrument is designed to address criminal justice in a system-wide context. With few exceptions, SPAs have not been authorized to collect data from other state criminal justice agencies, to prepare comprehensive plans responsive to the overall needs and priorities of the entire criminal justice system, or to review and comment on the appropriations requests of other state criminal justice agencies. As a result, the quality of SPA plans varies widely, as does the extent of implementation. Lacking a genuine frame of reference, Safe Streets planning has been largely directed to the allocation of Federal dollars to particular projects. Because the planning and funding processes tend to be closely linked, many local officials complain that the program has become too immersed in red tape, and SPA officials often contend that too much staff time is devoted to grant administration.

LEAA has not established meaningful standards or criteria against which to determine and enforce state plan comprehensiveness and SPA effectiveness.

Two common complaints of state and some local officials are that LEAA has not developed adequate performance standards for evaluating the quality of state plans and implementation efforts, and that it has been spotty in enforcing special conditions attached to the state plan and other requirements. In addition, many SPAs claim that LEAA planning guidelines are oriented more to financial management and control than planning. Until recently, they assert, LEAA has been primarily interested in ensuring that all comprehensive plan components specified in the Act are incorporated, that action funds are put into appropriate functional categories, and that various fiscal and procedural requirements are met. While these are important considerations, LEAA has been less concerned with developing operational criteria for making qualitative determinations about plans and implementation strategies. Lacking such standards, effective evaluation of SPA performance is difficult.

LEAA's relationship with the SPAs has changed over the years largely in accordance with the program priorities of different Administrators and their views on the amount of Federal level supervision and guidance necessary to ensure achievement of the Act's objectives. The relationship also has been affected by Congressional oversight activities. In gen-

eral, SPAs would like to see more positive leadership exerted by LEAA in setting national standards, assessing state performance, and communicating the results of successful programs.

Excessive turnover in the top management level of LEAA and the SPAs has resulted in policy inconsistencies, professional staff instability, and confusion as to program goals.

Turnover of top management has been a fact of life in the Safe Streets program. There have been four Attorneys General and five LEAA Administrators in seven years. The SPAs also have experienced high turnover. New directors were appointed in 26 states from October 1974 through December 1975. The median number of directors SPAs have had since 1969 is three, with a range of one to 15. Assuming that the attrition rates at the Federal and state levels will continue to be high, the need for standards dealing with plan comprehensiveness, funding balance, monitoring evaluation, and other key aspects of block grant administration seem critical. Otherwise, the problems of inconsistency and uncertainty will persist.

Future Directions

The block grant approach taken in the Safe Streets Act has helped reduce crime and improve the administration of justice in three ways:

- Stimulation of new activity that otherwise would not or could not have been undertaken by recipients;
- System building through setting in motion a process for planning and decision-making that would produce greater understanding and better coordination among the functional components of the criminal justice system, non-criminal justice officials, and the general public; and
- System support by providing funds to upgrade the operations of law enforcement and criminal justice agencies at the state and local levels.

Much has been accomplished after seven years. Yet, in the Commission's judgment, much more can be done to strike a better balance between achieving national crime reduction and criminal justice system improvement objectives and maximizing the flexibility and discretion of state and local governments.

With this in mind, at its November 1975 meeting the ACIR adopted a series of recommendations for Federal and state action, which are outlined in accompanying Federal and State Action sections. The basic thrust of these recommendations is to decategorize the block grant and to increase the authority and capacity of LEAA and SPAs to implement the Act.

Carl W. Stenberg, Senior Analyst at the Advisory Commission on Intergovernmental Relations, is project manager of the forthcoming ACIR report on the Safe Streets Act, one part of the broad study called The Intergovernmental Grant System: Policies, Processes and Alternatives.

State Action

The state role in the success of the Safe Streets program is a key one and involves cooperation and commitment of the governor, legislature, and state planning agency.

***The Governor.* The Commission urges all governors to authorize their state planning agency to:**

- collect relevant data from other state agencies;
- engage in system-wide comprehensive criminal justice planning and evaluation; and
- review and comment on the annual appropriations requests of state criminal justice agencies.

***The Legislature.* The Commission urges state legislatures to:**

- give statutory recognition to the state planning agency;
- review and approve state agency portion of the states' comprehensive criminal justice plan;
- include Safe Streets-supported program in the annual appropriations requests considered by legislative fiscal committees; and
- encourage the appropriate functional legislative committees to conduct periodic oversight hearings on SPA activities.

***The State Planning Agency.* In lieu of an annual comprehensive plan, SPAs should prepare five year comprehensive plans and submit annual statements describing implementation of that plan to LEAA for review and approval.**

Where It Works

This article highlights how the Safe Streets program is working in three states: Ohio, North Dakota, and Kentucky. Each serves as an example of the implementation of one section of the ACIR recommendations on the program.

Ohio was selected as an example due to its innovative mini-block grant approach whereby the state awards an annual "block" grant to its major metropolitan areas.

North Dakota is an example of a state planning agency working very closely with its state legislature.

Kentucky illustrates a system-wide comprehensive criminal justice planning and evaluation operation.

Ohio

When the Congress amended the Omnibus Crime Control and Safe Streets Act in 1971 to make large cities and urban counties eligible for planning money, Ohio found itself in a bind.

"We had a great number of eligible recipients and not much money," said A. C. Montgomery, Assistant Deputy Director of the Ohio state planning agency, called the Administration of Justice Division.

There were already 15 regional councils of government receiving the funds in Ohio. The new amendment would mean around ten additional eligible recipients. And there was no additional money to accommodate that increase.

The most feasible solution was to reduce the number of eligible units. So the state agency persuaded the six largest cities and their surrounding counties to jointly form regional planning units (RPUs) to receive and administer LEAA funds. The areas not included in these six RPUs were divided into quadrants and made into administrative planning districts (APDs), also eligible for some of the money.

The RPUs were given responsibility and authority in planning, overseeing, and implementing criminal justice programs at the regional level with the assistance of an annual grant from the state planning agency.

The approach became known in Ohio and elsewhere as a mini-block grant.

The six RPUs receive 40 percent of the state's allocation of planning funds which allows each to employ a five to ten person professional staff. The staffs operate under the direction of a supervisory body representing criminal justice professionals, elected officials, and citizens.

The APDs do not receive planning money but are provided technical assistance from the SPA staff.

Each RPU submits plans and applications to the state planning agency for Part C ("action" grant) monies on an annual basis. The RPUs receive 57 percent of the Part C funds available for Ohio local governments (approximately \$10 million in 1975), based on a formula that weighs crime figures twice as heavily as population.

The plans of the local units must fall in line with state planning directives which outline the program categories, types of projects eligible for funding, priorities established by the state, and any special requirements for particular programs. The SPA also sets minimum and maximum percentages for funds which can be allocated to various areas.

By setting forth the funding criteria explicitly in advance of the planning process and by remaining fairly consistent over time, the Ohio SPA has avoided antagonism and conflict that have occurred in some states over funding requirements and restrictions.

In fact, some local units have indicated that the

state's directives simplified their tasks by telling them how to successfully tailor their applications.

In addition, the directives "allow us to focus our funding in particular areas and provide a balanced approach," said Joseph Godwin, Assistant Director of the Criminal Justice Coordinating Council of Greater Cleveland.

Once the plans are accepted by the state, the local agencies approve individual projects within their jurisdiction and have responsibility for the management, monitoring, and planning of these projects.

State and local officials agree that the mini-block grant approach has worked well in Ohio.

"The system gives the regional planning authorities the opportunity to demonstrate their ability to plan programs," said Montgomery. "The RPUs recognize the challenge to find solutions to local criminal justice problems and are enthusiastic about planning and being accountable to bodies which they plan."

Godwin agrees. "The Ohio plan meets the intent of the act and allows and fosters more responsive programs and projects for particular local needs."

Basic to the Ohio approach is a reliance on—and faith in—local units of government. And Ohio has demonstrated such reliance for years.

"Ohio has a good history of home rule," said Montgomery. "The state recognizes individuality and the right to self-government at the local level."

North Dakota

"You'd better believe we work closely with the legislature."

Bob Holte, Director of the North Dakota Combined Law Enforcement Council, leaves little doubt about his agency's relationship with the state legislature.

"We're the only criminal justice planning agency in the state," he said. "So if somebody in the state legislature wants to know something or needs something in the area, he comes to us."

"This keeps us more involved in the entire criminal justice picture. And I hope it makes us do a better job."

North Dakota's state planning agency certifies police officers, conducts jail inspections, provides training for all law enforcement personnel in the state, collects criminal justice records and statistics, sets selection standards for hiring police officers, coordinates development of a uniform law enforcement records management system in the state, and makes recommendations to the legislature on matters affecting law enforcement.

In this and other aspects the SPA differs from most state planning agencies which were set up to administer only LEAA funds and are not frequently coordinated with other state criminal justice activities.

The council works very closely with state legislative committees on criminal justice. One recent

North Dakota State Senator Francis Barth, right, is a member of the North Dakota Combined Law Enforcement Council. He is meeting with two members of the North Dakota Senate's Appropriations Committee concerning the state's law enforcement-related programs funding. At left is Senator Stanley Wright, and standing is committee chairman Senator Evan Lips.



committee, established in the interim between biennial sessions, looked at possible improvements in the public safety area. The committee used the council staff extensively.

The committee's chairman, Senator S. F. Hoffner, said that council Director Holte attended all the meetings, made recommendations, and answered questions for the committee on current status of certain areas of criminal justice in the state.

"We always go to Bob with questions in this area," Sen. Hoffner said. "He is responsible and provides us the information we need."

The state legislature in North Dakota also plays a key role in appropriating state matching funds. All state agencies must get authorization from the state legislature before they can accept a grant from LEAA. Since a state match is also involved in local allocations, proposed local expenditures are scrutinized by the legislature, although usually not as closely as requests of state agencies.

In contrast, many state legislatures simply appropriate matching funds in a lump sum with little input in determining proposed uses for those funds.

One drawback of the strong legislative role in appropriations results from the biennial nature of the legislature. The authorization process can only occur every two years.

"It causes us to make budgeting decisions early," said Holte. "We plan two or three years in advance. It has the effect of somewhat limiting our flexibility in funding innovative programs, but if an emergency arises, a special committee of the legislature can approve budget requests."

Projects begun with LEAA money in North Dakota are often continued with state and local funds. This assumption of costs is probably related to the close legislative scrutiny—and accompanying understanding of criminal justice programs. Among Safe Streets projects that have received state government support are drug abuse programs, a law enforcement training center, a statewide communications system, and contract policing.

The strong role of the legislature probably results from two causes—both historical.

First, the North Dakota legislature has traditionally played a strong role in the allocation of Federal funds coming into the state. Senator Hoffner attributes this to some distrust for Federal funds and their possible misuse.

Secondly, the state had set up a criminal justice council by statute in 1967 prior to passage of the Safe Streets Act. In 1969, by executive order of the governor, the office was authorized to plan for and distribute Safe Streets funds. The name, organization and other functions basically remained intact. Therefore the office is considered—and used as—a state agency.

Over the years the cooperation between the legislature and the council has increased, according to Holte. He feels such cooperation is beneficial to both.

Since this article was written, Bob Holte has resigned as council director and Oliver Thomas, assistant director, is acting director.

Thomas does not anticipate any changes in the relationship with the legislature resulting from the change in directors.

"The die is cast," he said.

Kentucky

One of the most frequent complaints about the Safe Streets program is that it fosters "administrative subunits" of the Federal government at the state level.

As administrative subunits, the state planning agencies have little impact on or input to other state criminal justice efforts.

In Kentucky, the state planning agency has been incorporated into the state administrative framework. The Kentucky Crime Commission and the Kentucky Department of Justice have as their goal to plan for the entire state criminal justice system and to tie the budget process into a statewide comprehensive planning program.

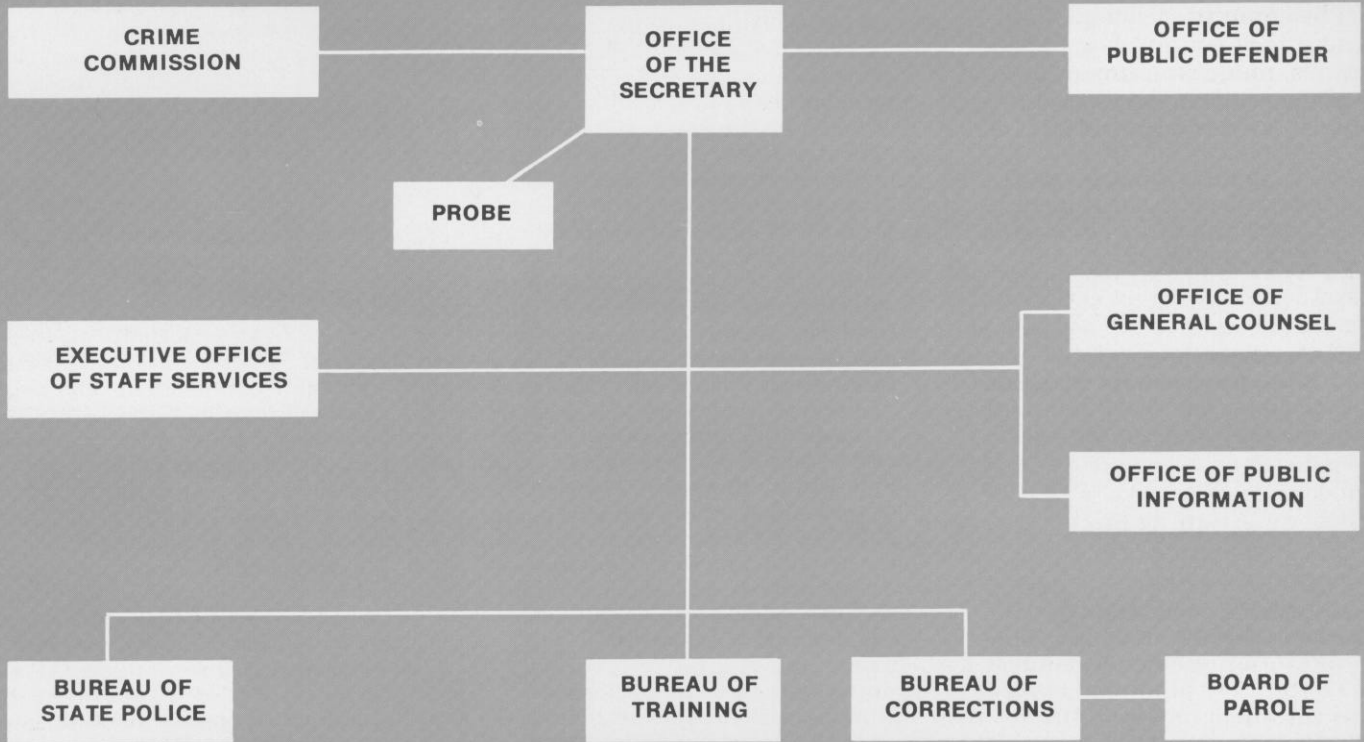
Kentucky's coordinated plan results at least in part from two major factors: the state has a history of a strong state executive branch which allows for major changes without excessive bureaucratic or political problems; and the state has traditionally spent more money in the area of criminal justice than most states. In 1975, the state accounted for 43 percent of all state and local criminal justice expenditures while nationally states accounted for less than 30 percent of total state-local expenditures in Fiscal Year 1973. In addition, Kentucky has strong state governmental involvement in adult and juvenile corrections and in law enforcement.

The primary impetus for establishment of the system was a complete reorganization of the state's executive branch in 1972. The Kentucky Crime Commission played an important role in the reorganization relating to criminal justice activities. A series of commission recommendations, including the establishment of the integrated planning system in the criminal justice area, was implemented.

Under the reorganization, the commission staff became part of the Executive Office of Staff Services within the Department of Justice. The commission itself serves as an advisory group to the Secretary for Justice, who is the chairman of the commission.

The goal of the integrated system was to broaden the areas of state planning agency involvement to provide a coordinated planning capacity for all state criminal justice functions and to tie the budget process to a statewide comprehensive planning program. While the Department of Justice has not yet fully

KENTUCKY DEPARTMENT OF JUSTICE*



* Modified from information contained in the FY 1975 and FY 1976 Kentucky Planning Grant Applications

lived up to its expectations in the area of comprehensive planning, and it essentially continues to have as its primary function the distribution of Safe Streets funds, it must be remembered that the goal of comprehensiveness is an extremely ambitious one and not easily—or quickly—achieved.

According to the SPA staff, the reason for the delay in achieving a fully comprehensive system may be the heavy workload required to fulfill the increasing number of LEAA requirements.

There is some indication that the comprehensive planning system has begun to be effective in improving the coordination and cooperation among state criminal justice components. One example of such cooperation is the loan of two employees from Kentucky State Police and the Department for Human Resources to the SPA staff.

The comprehensive planning system as it operates in Kentucky provides a strong state role in priority setting and determination of local activities. Perhaps because of this heavy state orientation, the system does not address the problems of criminal justice at the local level and the local regions have little control over decisions affecting them. Several

The Kentucky Crime Commission, that state's criminal justice planning agency, is an integral part of the Kentucky Department of Justice.

regional commissions have complained that they never know how much money is available to each region and that the state commission does not recognize local priorities to the point of excluding them from the state plan.

Ernest Allen, Executive Director of the Louisville Commission, believes that the Kentucky comprehensive system is a good one and is improving but he feels that local involvement is not as strong as it should be.

"Local governments have got to be made full partners in the planning area and must in turn accept the responsibility," he said. "We have to make the hard decisions and stick by them.

"Local governments across the country have gotten into trouble because they were enticed or induced to make applications in areas someone else thinks they need," he said. "As a result, you find that local governments are less than willing to assume the costs of the program later."

ACIR Updates Legislative Program

A revised and updated edition of the *ACIR State Legislative Program* is now available in ten parts—each devoted to a single major subject area.

The program is composed of 113 model bills designed to implement 16 years of recommendations by the Commission contained in 49 policy reports. The volumes are available individually or as a group.

A brief discussion of the programs by volume follows.

Part I. State Government Structure and Processes. The ACIR bills in this section would strengthen the legislative branch by establishing equitable apportionment procedures, removing the constitutional restrictions on legislative sessions and compensation, and providing legislative committees with year-round professional staff. The executive branch would be strengthened by allowing the governor to appoint his cabinet, by authorizing the governor to succeed himself, by giving the governor wide latitude in reorganizing the executive branch, and by giving the governor a strong role in the formulation of the state budget. This volume also contains a model bill to set up a state advisory commission on intergovernmental relations.

Part II. Local Government Modernization. ACIR model bills in this section call for optional forms of government to permit each local government to structure itself in the way best suited to its own unique demands and circumstances. Such bills provide criteria for local government creation, dissolution, and boundary adjustments and for interlocal cooperation and transfers of functions to let local governments pool their resources and facilities in providing expensive services which are needed on an areawide basis. Regional mechanisms would institutionalize local cooperative efforts at the sub-state level to help eliminate overlap, duplication of effort, and waste.

Part III. State and Local Revenues. This volume contains model bills to establish a progressive personal income tax at the state level, a broad-based state sales tax, and a fairly administered local property tax. ACIR also favors authorizing

local personal income and sales taxes and user charges if certain safeguards are taken. Other bills in this section deal with property taxation and include such areas as establishing criteria for the equitable administration of taxes, instituting notification and appeal procedures, and providing relief for overburdened families through "circuit-breakers."

Part IV. Fiscal and Personnel Management. The suggested state statutes in this section call for a state oversight role to help detect potential local governmental financial emergencies, and for state authorization to intervene in such emergencies. The strength and integrity of local revenue raising systems would be improved by providing state assistance in local tax enforcement; through improved and standardized accounting, auditing and reporting; and by opening up citizen participation in the budget process. State review and assistance in local retirement systems, coupled with a transferability of public employee retirement rights would safeguard the public employee's contributions to pension systems. This volume also contains a model law outlining state standards for public sector labor-management relations.

Part V. Environment, Land Use, and Growth Policy. ACIR's program of state planning and growth management is buttressed by state and local promotion of urban growth policies through loans, industrial development bonds, urban employment tax incentives, and preferential procurement practices to further state development policies. The model statutes in the area of land use and environmental protection and planning include control of urban water supply and sewerage systems, local planning, zoning and subdivision regulation and planned unit development.

Part VI. Housing and Community Development. This section of the *ACIR State Legislative Program* provides model statutes to establish a department of community affairs, an urban development corporation, and a housing finance agency. It also includes a comprehensive fair housing act, a building code act, and a model law providing state assistance for rehabilitation of private housing. At the local level, private enterprise

involvement in urban affairs, local community development and housing powers, a new community district act, a conditional property tax deferment for new community development, and regional fair share housing allocations would complement the increased role of the state in this area.

Part VII. Transportation. The model bills in this section would strengthen transportation planning and decision-making by establishing a multimodal state transportation agency and by creating mechanisms for areawide transportation planning and policy-making. The bills would improve areawide transportation services and delivery in metropolitan areas by authorizing cities and counties to engage in public transportation activities and by establishing regional transportation authorities. The model bills also provide for a more flexible use of state highway-user revenues and an expansion of the state financial role in aiding non-highway transportation services, modernization of state transportation planning and decision-making, and reform of independent regulatory bodies to better meet areawide intermodal transportation needs.

Part VIII. Health. ACIR has recommended state legislative action in two primary areas: the removal of statutory barriers against, and encouragement of, prepaid group medical practices, and the provision of state financial assistance to local governments for health and hospital purposes. A draft legislative measure for a state-supported minimum program for health and hospitals is available as well as a model health maintenance organization act.

Part IX. Education. The ACIR model bills in this volume are steps toward five main objectives: state financing of public schools; metropolitan education equalization authority; areawide districts for specialized educational programs; areawide vocational and manpower training programs; and educational accountability and remedial assistance.

Part X. Criminal Justice. To help meet the needs of society in the area of criminal justice administration, crime prevention, and rehabilitation of offenders, ACIR has drafted suggested state legislation to establish and define the role of the depart-

ment of state police, to upgrade state and local police personnel practices, and to define and make more flexible *municipal and metropolitan* relationships in law enforcement. Other suggested laws would: establish a unified court system; give greater assurance that the constitutional guarantee to a trial by one's peers is met; streamline and professionalize the prosecution function of the state; and guarantee that indigent defendants receive adequate counsel in legal proceedings. An omnibus corrections act addresses itself to the problems in that critical area.

The U.S. Department of Housing and Urban Development provided financial assistance in updating and publishing the ACIR program.

ACIR/National Municipal League Hold Meetings in Chicago

Review of and recommendations on the Safe Streets Act were the chief concern of the ACIR at its November 17-18 meeting in Chicago.

The Commission's recommendations on that program are the subject of the main article of this issue of *Intergovernmental Perspective*.

The Commission also passed a resolution urging the Federal government to play a role in alleviating the financial crisis of New York City, if all efforts of the city and state to deal with the problem are insufficient.

The Commission meeting was held in conjunction with the National Municipal League's annual conference. One afternoon session of the Commission's deliberations was a conference event attended by the League's audience, and two Commission members, Governors Evans and Noel, were featured speakers at conference luncheons.

The next ACIR meeting will be March 11-12 in Washington, D.C.

Commission Urges Change in Withholding of Military Pay

At its meeting in Chicago, November 18, the Commission passed a recommendation urging the Congress to amend current law to allow state and local withholding of income taxes from military pay.

Other recommendations passed by the Commission in the area of withholding of military pay suggested that:

□ Congress adopt legislation waiving Federal immunity from state court actions to the extent necessary to make feasible wage garnishments of military pay and Federal civilian pay for delinquent state or local income taxes;

□ the Defense Department require a separate form specifically designed to obtain from the military personnel a declaration of legal residence for tax purposes and also require that records of legal residence be kept current through annual updating; and

At its September meeting, the Commission asked the Congress to pass legislation to remove current exemptions of state and local excise and sales taxes on on-base purchases of military personnel and to remove the stipulation that only the service member's state of domicile or legal residence can tax his active duty military pay.

ACIR Begins Study on Forest Revenue Sharing

Under a contract from the U.S. Forest Service, ACIR has undertaken a study of the National Forest revenue sharing system.

Under this system, a portion of the revenues yielded by each National Forest is returned to the counties in which it is located. These revenues include the sale of timber and minerals, recreational fees, leases, and grazing fees.

The National Forest revenue sharing system was set up by the National Forest Bureau Act in 1908 to provide compensation to local governments for tax revenues lost to them by Federal ownership of the land.

Controversy has surrounded various aspects of the revenue sharing system since its establishment. County officials claim that the shared monies do not compensate for the taxes that would otherwise be collected from the forest land. In addition, they say, the presence of the National Forests imposes unrecovered costs on counties. Still another problem is the unpredictability of the size of the payments from one year to the next which has caused countless headaches to county fiscal management.

The ACIR study will include

some consideration of the relationship between forest revenue sharing payments for local governments and broad natural resource policies. Under the current system, there is an incentive for local governments to encourage actions that provide them additional revenue—such as harvesting timber. Yet such options should be weighed against less profitable—but perhaps more long-range goals, such as recreation and preservation.

The study was begun in November under an 18-month contract.

Most State Administrators Are Familiar with ACIR

Results of a survey of almost 3,000 state administrators show that a majority (54 percent) are familiar with ACIR. Fiscal experts, community affairs directors and planners, give greatest attention to ACIR publications and activities and evaluate them most highly, the study revealed.

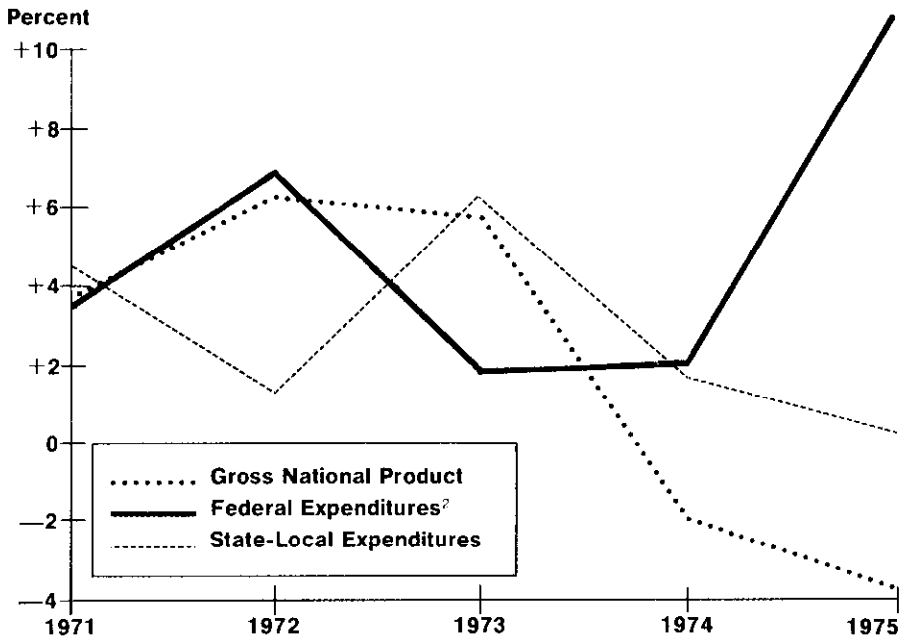
The ACIR data are one part of a detailed survey conducted by Professor Deil Wright and analyzed by Mary Wagner, both of the University of North Carolina.

Every tax administrator, state planner, budget officer, and community affairs director surveyed had heard of ACIR. Over 85 percent of criminal justice planners, auditors, and comptrollers knew of the Commission. Over 45 percent of the total respondents, however, reported no familiarity with ACIR.

Of those who know of the Commission, 35 percent reported having personal contact with ACIR members or staff and over 66 percent had read an ACIR report. Every budget officer and over 90 percent of the taxation officials, planners, criminal justice planners, and community affairs administrators said they had read ACIR reports. Thirty-four percent found ACIR material useful to their agency.

In an evaluation of ACIR work, the best marks, were, not surprisingly, from tax, planning, and community affairs persons. Over one third of all three groups rated the ACIR work as excellent. Of all those who had heard of ACIR, 12 percent judged the work to be excellent, 51 percent good, 32 percent fair and 5 percent poor.

Annual Percentage Change in GNP, Federal, and State-Local Expenditures for Calendar Years 1971-1975¹ (Based on constant dollars, 1958 = 100)



¹First nine months of calendar year, seasonally adjusted to annual rates.

²Federal aid to states and localities is counted as Federal expenditures.

Annual Percentage Increase or Decrease in Federal, State-Local Expenditures and Gross National Product¹ 1971-1975

Calendar Year	Gross National Product	Federal Expenditures	State-Local Expenditures ²
1971	3.3	3.0	4.3
1972	6.2	6.6	1.3
1973	5.9	1.9	6.2
1974	-2.1	2.0	1.7
1975 ³	-3.9	10.6	0.3

¹Based on constant dollars 1958 = 100, and on the following implicit price deflators for gross national product: gross national product—total GNP deflator; Federal government expenditures, (1) purchases of goods and services—GNP deflator for Federal purchases of goods and services, (2) all other Federal expenditures (mainly transfer payments and Federal aid)—GNP deflator for personal consumption expenditures; state-local government expenditures, (1) purchases of goods and services—GNP deflator for state-local purchases of goods and services, (2) all other state-local expenditures (mainly transfer payments)—GNP deflator for personal consumption expenditures.

²Excluding Federal aid

³First nine months of calendar year. Based on quarterly totals, seasonally adjusted at annual rates.

Source: ACIR staff computations, based on U.S. Department of Commerce, Bureau of Economic Analysis, *Survey of Current Business*, various years.

The Intergovernmental Fiscal Seesaw

The divergent pattern of Federal and state-local spending over the last five years can best be described as a "seesaw" effect.

Figures compiled by ACIR show that while the rate of increase of Federal spending dropped in 1973, state and local spending (from own sources) rose; when the rate of Federal spending increased rapidly in 1975, the rate of state-local spending fell.

This intergovernmental seesaw behavior is due in part to the fact that state and local government spending tends to rise and fall with the economy while Federal spending is used as a tool in national efforts to counter adverse economic developments.

Although not as dramatic as the drop in Gross National Product, the steady decline in the rate of increase in state-local spending since 1973 is especially significant. For when corrected for inflation, state and local spending for the first three quarters of 1975 was only 0.3 percent above the comparable period in 1974. This figure represents the lowest rate of increase in state and local spending from own sources in 25 years.

The recent falloff in the state and local spending rate can be traced to a recession-induced slowdown in receipts and expenditure belt-tightening. State policymakers, in particular, have been unwilling to increase taxes. In 1975, only 13 states increased major taxes. Many more reacted by slowing the growth of their expenditures or making absolute cuts in state spending.

The Federal rate of spending, on the other hand, increased over 10 percent in 1975. This rapid rise can be attributed largely to accelerated outlays for food stamps, unemployment compensation, public welfare payments (which have increased with recession), and to a step-up in Federal grants for highway construction and pollution abatement. The increase in funds for the last two categories are partially explained by Federal efforts to provide additional jobs in the hard-hit construction industry.

And Briefly: Books

ACIR State Legislative Program. The Advisory Commission on Intergovernmental Relations, 726 Jackson Place, NW, Washington, DC 20575. Single copies are free.

The ACIR State Legislative Program contains the Commission's recommendations for state action which have been translated into suggested legislative language. Published in ten component parts, this latest edition is the first complete updating of the original cumulative legislative program which was compiled in 1970.

A discussion of the parts of the program may be found on page 16 of this publication.

States' Responsibilities to Local Governments: An Action Agenda. The National Governors' Conference, 1150 Seventeenth St., NW, Washington, DC 20036. \$6.

This publication is a comprehensive review of the problems and needs of local governments with suggestions of possible state actions to help meet those needs. It highlights the historical evolution of state and local responsibilities for various kinds of services, the opportunities which current circumstances raise for the distribution and redistribution of responsibilities, and the alternative policies which can be chosen.

The first three sections of this volume comprise the Action Agenda which was presented to the 1975 annual Governors' Conference and contain a systematic assembly and analysis of information on the current status of relationships between the states and their local governments. The last three sections include material from the conference itself, including presentations from and discussions by the Governors.

A companion document, entitled *States' Responsibilities to Local Governments—Model Legislation from the Advisory Commission on Intergovernmental Relations* is out-of-print. However, the model legislation is available in the 1976 *ACIR State Legislative Program*.

Cities, Suburbs, and States—Governing and Financing Urban America. William G. Colman, The Free

Press, New York, NY. \$12.95 (hardback). A paperback edition is expected soon.

William G. Colman, former Executive Director of the Advisory Commission on Intergovernmental Relations, draws upon his vast knowledge of the field in this overview of the quality of urban life. It is the author's stated purpose to fill a gap in the current academic literature caused by overemphasis upon Federal programs and their impact upon urban affairs. Colman contends that the legal and fiscal structure of city and state governments to a great extent determine how services are delivered and whether conditions of government, finance, and the quality of urban life are reasonably tolerable or not.

"The functional, fiscal and legal aspects of state and city government and the relationship between city hall and state house constitute the hidden part of the urban iceberg in terms of public understanding," he said in the book's introduction.

"Furthermore, these components substantially affect the extent to which Federal programs directed toward urban problems are successful in particular states or metropolitan areas."

Ethics: State Conflict of Interest/Financial Disclosure Legislation, 1972-75. The Council of State Governments, Iron Works Pike, Lexington, Kentucky 40511. \$3.

This report is a survey of conflict of interest/financial disclosure statutes adopted or amended since 1972 by 35 states. It provides tables dealing with various aspects of the statutes such as officials covered, scope of coverage, codes of ethics and prohibitions.

Financing the New Federalism: Revenue Sharing, Conditional Grants, and Taxation. Wallace E. Oates, Editor. A Resources of the Future Book. 1755 Massachusetts Avenue, NW, Washington, DC 20036. \$3.95.

This volume is the fifth in a series published by the Resources of the Future, Inc., on *The Governance of Metropolitan Regions*. Other vol-

umes have dealt with governmental reform, minority perspectives and public services.

This book is composed of six papers by various authors. Two papers are specifically on general revenue sharing: an introduction by Wallace Oates and a look at the political incentives of the general revenue sharing by Robert Reischauer. Other papers include a discussion of the political implications of the new federalism by Jeffrey Pressman; a look at grants in a metropolitan economy—a framework for policy by Robert Inman; an econometric model of Federal grants and local fiscal response by Martin McGuire; and a look at the effect on the size of the public budget of "automatic" increases in tax revenues by Wallace Oates.

Federal Programs and City Politics. Jeffrey L. Pressman, University of California Press, Berkeley, California 94720. \$10.

Federal Programs and City Politics: The Dynamics of the Aid Process in Oakland looks at the relationship between city hall and Federal administrators of aid programs in Oakland, California. Pressman shows that although Federal aid programs can influence local politics, local politics can also strongly influence the outcome of Federal programs. He compares the perceptions of one group to the other and finds these perceptions strongly influence the way actors behave with each other.

The author looks at the problems of both donors and recipients of Federal aid and develops a model outlining the different sets of organizational objectives and problems of joining together to accomplish common goals. He concludes that more money, increased administrative efficiency, and heightened levels of participation may not themselves lead governments or intergovernmental systems to be stronger, but rather that Federal policy ought to increase the capacity and responsiveness of the political institutions in ways that would build the framework for commitments to continuing joint action.

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