

Interagency 1965 Task Force on ^{f/6}
Urban Affairs and Housing (Weaver,
Chairman)

PROCESSING NOTE

There has long been confusion about the composition and proper identification of the reports of the 1965 Outside Task Force on Urban Problems and the 1965 Interagency Task Force on Urban Affairs and Housing. This is partly due to imprecision and inconsistency by White House staff and others in referring to the many task forces on urban issues, which resulted in different groups being called by the same name and the same group being called by different names, including ones that no one else used.

The note at the bottom of the first page of the Preliminary Task Force List says, "On 6/23/78 it was determined that what had previously been considered the Outside 1965 Task Force on Urban Affairs and Housing was an Interagency task force chaired by Robert Weaver. This report has been moved up to Task Forces box 11. What was previously considered the Interagency Task Force on Urban Problems was part of the Outside Task Force on Urban Problems chaired by Robert Wood. This part plus the rest of this task force is now in Task Force Reports box 3. For the documentation that led to this change see the following files: Legislative Background – Model Cities; and CF FG 170 [Confidential File, Federal Government Organizations, Department of Housing and Urban Development]." This is correct. (There is also a 1964 Outside Task Force on Metropolitan and Urban Problems, chaired by Robert Wood, in Box 2.)

The cover of the 1965 Outside Task Force on Urban Problems in Box 3 bears the following "Note to researcher: This may not be the complete Task Force Report. For more information on this Task Force see CF FG 170, Box 31 and Legislative Background: Model Cities, Boxes 1-2." This was also correct, since that copy contained only the portion of the report dealing with the organization plan for HUD. The documentation in CF FG 170 includes the part dealing with the programs the new department would undertake, so I photocopied that, put a set into the binder in Box 3 and crossed out the first sentence of the cover note.

When the ILL set of task force reports was assembled, its copy contained only the part of the report on HUD organization in Box 3, so I put a second set of photocopies of the part dealing with programs in the ILL copy.

Allen Fisher

May 25, 2012

① black "service" grants directly
competitive with CAP's.

~~CONFIDENTIAL~~

Task Force on Urban Affairs and Housing
Introduction to Subcommittee Report on Topic 1

② really need to
make
CAP's
comprehensive

Topic 1: Development of a program of broad purpose grants to metropolitan areas, for urban public and social services, with the amounts to be based on indicators of need of the metropolitan area and its residents and with the grants themselves to be contingent on the development of a comprehensive program covering the metropolitan area (as distinguished from the conventional city jurisdiction lines) to meet those needs.

Determined to be an
administrative marking

By RWT on 3-1-65

The attached subcommittee report has developed a long range proposal for broad purpose grants to metropolitan areas for urban public and social services. It calls for reorganization of local governmental institutions, to provide a metropolitan area services unit with powers of taxation in the areas, so that an equitable distribution of the local share of the fiscal burden can be achieved. This would be a very advanced step toward attainment of the objectives of a metropolitan area services program, but it would face difficulties at this time, as described in the attached paper. Therefore, the following intermediate steps are proposed for consideration:

(1) Present planning tools should be adapted to encourage the formulation of planned metropolitan area programs for public and social services. The present primary Federal program available to encourage metropolitan area planning is the HHFA (Section 701) program of urban planning assistance grants for comprehensive development planning. A 1965 amendment to Section 701 also authorizes grants to organizations ^{of} public officials representative of the political jurisdictions within a metropolitan area or urban region for the purpose of assisting such organizations to undertake studies. As indicated in discussions in the attached paper, a good deal of demographic and economic

data needed for social planning is compiled in connection with physical development plans. Furthermore, the comprehensive physical development plan provides the basis for more detailed planning of facilities that would be key elements in a public and social services program. These elements would include low- and moderate-income housing and neighborhood facilities which can be supported under present HHFA programs. Finally, there are some broad public service programs, such as air pollution control and sewerage disposal which require metropolitan area planning and closely coordinated or combined administration. It is proposed, therefore, that the Section 701 urban planning assistance program be amended to permit assistance for planning of broad programs of public and social services in conjunction with physical development planning.

(2) Statutory comprehensive planning requirements, which have been adopted for several Federally-assisted programs in recent years, should be adopted in other Federally-assisted functional programs. The Urban Mass Transportation Act of 1964 provides, for example, that the Housing and Home Finance Administrator may make financial assistance available only if "the facilities and equipment for which the assistance is sought are needed for carrying out a program, meeting criteria established by him, for a unified or officially coordinated urban transportation system as a part of the comprehensively planned development of the urban area, and are necessary for the sound, economic, and desirable development of such area." Similar requirements are contained in the legislation authorizing HHFA open space and sewer and water grant assistance. There is a requirement under the Federal highway aid program for comprehensive transportation planning and factors which affect transportation in an urban area.

Such requirements foster metropolitan planning and coordinated development of functional service systems in a metropolitan area. They should be made mandatory for other Federal assistance programs that have an effect upon metropolitan development and services.

(3) Encourage the states to assist in the development of coordinated metropolitan area programs of public and social services. This would be a function of state departments of urban affairs, to be supported by Federal grants, as proposed in the attached report on Topic 1 and, also, as proposed in the task force report on Topic 7.

(4) Authorize grants for a broad range of public and social services for metropolitan area programs to metropolitan area administrative organizations, encompassing all the jurisdictions in the area, that are formed for the purpose of administering such a program. This intermediate step would be distinguished from the long-range proposal in the attached paper primarily by the omission of a requirement that the administrative unit should have taxing powers. Under the intermediate grant program there would not be an attempt to attain a redistribution of the local fiscal responsibility for required services in the metropolitan area. The injection of Federal grant funds, for use where needed according to a program plan for a metropolitan area, would serve to alleviate the burden for those parts of the metropolitan area that had been bearing an undue share. Funds would be allocated primarily on the basis of need, with a reasonable "maintenance of effort" requirement.

The foregoing steps would provide a practical approach in moving toward Federally-assisted metropolitan area service programs. They could be adopted consecutively or simultaneously.

By whom, within metro area.

Task Force on Urban Affairs and Housing
Report of Subcommittee on Topic 1

Development of a program of broad purpose grants to metropolitan areas, for urban public and social services, with the amounts to be based on indicators of need of the metropolitan area and its residents and with the grants themselves to be contingent on the development of a comprehensive program covering the metropolitan area (as distinguished from the conventional city jurisdiction lines) to meet those needs

The Problem:

The central cities of metropolitan areas are faced with a simultaneous increase in demands for public and social services and a decrease in fiscal resources to meet these demands. The situation arises from the middle-class flight to the suburbs which leaves a concentration of low-income people in the central city. Although core slum areas may become so congested as to constitute a social powder keg, many of the central cities have had net losses of population. A resultant decrease in purchasing power within the central city causes better retail commercial enterprises to move to the suburbs. Property values and the tax base of the city fall. The problem is compounded by social factors because a high proportion of the low-income people in the cities are nonwhite, elderly, and in-migrants from rural areas.

Among the low-income groups a variety of handicaps are to be found. These include physical disabilities, mental retardation, emotional impairment, functional illiteracy and other conditions which presently prevent a productive contribution to society and active participation by the individuals concerned in the life of their community. Some of the disadvantaged people, particularly among the aged, cannot be rehabilitated to a more productive functional level and will remain dependent upon the community for certain social services and economic support. The conditions of many others can be

improved and they can be made more productive, but this will require publicly supported rehabilitation activities, as well as social services and economic support by the community at least during the rehabilitation period.

The social and economic composition of the central city population thus increases the need for services. At the same time, there are certain service costs in the central city, such as street maintenance and cleaning, traffic control, and air pollution control, which have to be paid as a result of the intensified day-time use of suburban residents employed in the city, and visiting its cultural, educational, medical and other facilities. Thus, there is a maldistribution on the one hand of metropolitan area service costs which must be met primarily by the city, and on the other hand of the economic base represented unduly by the middle- and high-income population which resides in the suburbs.

If the low-income population which requires services were confined wholly within the jurisdiction of the central city, a program of grants for services to individual cities or other municipalities would be appropriate. There are pockets of poverty and even larger conglomerations of poor people in the suburbs, however, and they too are in need of the benefits that might be provided through public and social services. In the Washington, D.C. metropolitan area, for example, it has been estimated that over 40 percent of the poverty families live in the suburbs. There is a need, therefore, to make funds available for services through organizational units that will embrace an entire metropolitan area.

In some degree, State government fiscal and administrative responsibility for certain urban service functions, particularly in the welfare area, has

tended to offset local jurisdiction differences and to relieve local fiscal pressures. State aid to localities has also provided the latter with a proportion of their revenues. This proportion has decreased from 29.8 percent in 1953 to 28.3 percent in 1963. It is unlikely that States will be able to increase their tax revenues to meet an increasing proportion of local service needs. Furthermore, with the exception of the school district system, the State governments have not made a significant effort to encourage new governmental organizational forms to deal with service and related fiscal requirements of a metropolitan area. There are continuing disparities in meeting the problem among localities within metropolitan areas and within a state, as well as among different states. To correct this inequity affecting tens of millions of citizens, a Federal effort is required, and justified.

If some of the assistance that is rendered to the low-income people is to provide benefits to them which truly requires no cost incidence upon the beneficiaries, part of the funds for such services should come from the Federal Government. The graduated income tax which is the main source of Federal revenues generally will not place any economic burden upon the low-income people who are to be helped. On the other hand, to the extent that matching funds are required from state or local governments, the sources are likely to be dependent, in large part, upon regressive forms of taxation, such as sales taxes, or ad valorem property taxes which are reflected in the rents that have to be paid by those who do not own homes.

Ideally, there also should be a measure of the need for Federal assistance in a metropolitan area. Such a measure cannot be an estimate simply of the cost of services that are required, but the cost as it relates to the capacity

of the whole population in the area to meet the need. The latter capacity - of the population to pay for the required services - would have to be measured through some per capita income criteria. If Federal aid were to be made available to individual jurisdictions purely on the basis of needs for the social services, there would probably be some correlation with capability to pay, since the greatest needs for the services would tend to be associated with least capacity to pay for them, primarily in the central cities. Nevertheless, there could still be an unwillingness to pay part of the non-Federal share in the more affluent parts of the metropolitan area. If there is to be equity in sharing the local cost of services that are required throughout a metropolitan area, there would also have to be comparable taxation throughout the metropolitan area to pay for the non-Federal share of the cost of the required services. To achieve such equity of taxation will require a governmental organization with taxing power over the entire area to be served.

In addition to questions of equity, there are potentials for greater efficiency, particularly insofar as coordination with physical planning and development programs can be achieved. In some activities, such as air pollution control, for example, it is virtually impossible to have an efficient program for less than the entire metropolitan area. In connection with the provision of various health treatment services, the planned location of the facilities will significantly affect the efficiency of the service programs. Thus, in the long-run, cost reduction potentials can be realized through metropolitan area programs.

More fundamental than the foregoing intertwined demographic, jurisdictional and fiscal elements, is an element of the problem which has moral and political implications. That is the need to have residents in all parts of a metropolitan area recognize a responsibility for sharing in the effort that is necessary to alleviate and solve the problems of the disadvantaged, although the latter are concentrated in the central city. The suburbanites escape from the burden of helping the slum dwellers and apathy toward changing the environment of the poor underlies the difficulty of creating a metropolitan-wide organization that is needed. If it is politically feasible to gain acceptance of this responsibility, the opposition to bringing about the necessary organization probably would be greatly reduced. Without an organizational form that requires the participation of all parts of the metropolitan area, suburban communities may choose not to cooperate in any metropolitan program that would cause them to increase their social service expenditures and/or let some of the poor be housed in the suburbs. To overcome this attitude may require a withholding of selected Federal benefits as well as efforts at persuasion, both entailing political considerations.

Types of Services:^{1/}

There is a broad range of services that are needed to cope with many of the problems arising from the economic and social characteristics of the people who require assistance. The broad headings of such groups of services are

^{1/} The limited time available for the preparation of this paper has caused several items to be treated incompletely, including the listing of programs and services to be covered; the exact specifications for allocation of Federal funds; and the administrative structure and definition of an "area" at the local level.

health and welfare, sanitation, protection, code enforcement, special education, community recreation, cultural, human relations and economic counseling. More specific types of assistance that come under these headings are listed in Attachment A, entitled "Block Grant and Related Area Program Services."

The provision of such services would be planned and programmed on a metropolitan area basis to provide the services where they are needed within the limits of available resources. Such a social services program plan would involve a systematic identification of service needs, required fiscal and physical resources to meet the needs, currently available resources, and the proposed methods for obtaining the remainder of the sources. It would also have to demonstrate that proposed administration would be in accordance with plans to serve all parts of the area and that there would be coordination with physical development plans, programs and facilities insofar as feasible. In some areas this may be done presently under a community action program. The plan for services would have to be related to existing physical facilities to house such services and physical development plans. In many of the Federally-assisted urban physical improvement programs there is a requirement that the physical improvement, such as a mass transportation system or the acquisition of open space land, or sewer and water facilities shall conform to the comprehensive development plan for the area. These Federal programs are administered so that the physical facilities and the services they are to provide will serve all of the people, wherever the services are needed. Social services program planning should be coordinated with physical development planning and programming to achieve the optimum physical relationships between the people to be served and the facilities necessary to provide the

services. This would be particularly important for facilities that are utilized specifically for social services, such as neighborhood facilities for which grants were authorized by the Housing and Urban Development Act of 1965.

There is one type of Federally-assisted physical improvement which is a key element in the physical distribution of the low-income population but does not lend itself to a block grant for services. This is housing for low- and moderate-income people, otherwise identified as public housing, rent supplement housing, and below-market-interest-rate housing.

The public housing program is established in over 2,000 communities on the basis of present political boundaries, with contracts for annual contributions that are made over an extended period. Rent supplement housing and below-market-interest-rate housing is provided through private nonprofit and limited-dividend organizations--a good deal of it financed with funds from private sources. Unless the housing of the low-income people can be distributed in better fashion throughout the metropolitan areas than in the past, however, we would continue to develop low-income and racial ghettos in the central cities. It is necessary, therefore, that in addition to a metropolitan organization for a program of services to be supported through Federal block grants, there should be a related program of area housing services which foster a physical distribution of the low-income population throughout metropolitan areas.

Such housing should be planned in relation to the comprehensive development plans and actual development in the area insofar as possible. Opportunities for employment and access to transportation, shopping, schools and other

amenities of urban life are important considerations in the location of Federally-assisted housing for low-income people.

Proposed Program:

To overcome the problems posed by present governmental jurisdictions and achieve the objectives that have been discussed in the first part of this paper, it is proposed that a program of Federal multipurpose grants for the broad range of public and social services be authorized to be made to governmental units organized to administer such a program on a metropolitan area basis. To qualify for a Federal grant, a comprehensive program for the entire metropolitan area would have to be found satisfactory by the administering Federal agency. There would also have to be a Federally-approved related program for meeting low- and moderate-income housing needs.

As has been indicated, it would be necessary to have uniform local tax policies throughout the area in which services are to be administered. This would mean a confederation of the local jurisdictions in the metropolitan area with taxing powers, to obtain revenues for the non-Federal share of the cost of the services to be provided. It might be a metropolitan area government, a confederation of metropolitan area governments with limited tax powers to raise the needed revenue, or a metropolitan social services district encompassing all of the local jurisdictions. State enabling legislation would be required to authorize one or more of these forms of governmental organization with taxing powers. Any one of the aforementioned types of state-authorized governmental organizational units would be eligible to administer a comprehensive services program. Probably the one most in line with established types of

organization would be a metropolitan services district. There are precedents in school, transportation and recreation districts that serve a number of jurisdictions in a metropolitan area and obtain revenues from taxes levied uniformly throughout the area.

If the implementation of such a plan in any metropolitan area would still be dependent upon the voluntary participation by each local jurisdiction, it probably would be difficult to obtain the necessary organization. In order to encourage the development of such organizations which might enable the states, as well as localities, cope with some of the problems which face them, a companion grant program (of much smaller magnitude) would be established to help states set up departments of urban affairs. One of the functions of such departments would be to render technical assistance in the formation of the required service grant administration organizations within metropolitan areas. The Federal grants would pay for all or part of the administrative expenses of such units in state governments. Thus, in addition to the inducement of a Federal grant for social services, the persuasion and technical assistance of a state unit would be devoted to the formation of metropolitan service districts. (The state departments of urban affairs would also assist in the encouragement of metropolitan planning and development activities. A fuller discussion of a proposed program of Federal grants to state departments of urban affairs is contained in the task force report on Topic 7.)

These tools might prove insufficient in most instances, however, to bring about the participation of some affluent suburban communities in a metropolitan services program. It might be necessary to make such participation a prerequisite for some Federal benefits which accrue largely to the non-poor.

Or with respect to the latter types of Federal aids, there might be a gradual decrease in funds for jurisdictions which do not participate in a metropolitan services program.

Multipurpose grants for a range of services could be made without requiring a metropolitan governmental unit. A few alternatives are mentioned later in this paper. Unless there is such an area-wide unit with taxing powers, however, there appears to be little hope of achieving equity in sharing the fiscal burden. By distributing grant funds throughout a metropolitan area simply in accordance with need, greater equity than at present would be achieved, but local jurisdiction could continue to pay less than its proportionate share - in relation to capacity to pay. On the other hand, dissatisfaction of suburban communities with some services, such as garbage collection and public transportation, might lend support to metropolitan organization for services.

*Don't
program!!
CAP
again?*

In order to insure that the Federal block grant for the range of services that could be supported with such funds did not displace state and local funds that had been devoted to these purposes, a "maintenance of effort provision" would have to be included in the proposed Federal legislation. The Federal grants would be available only if the total amount of non-Federal expenditures in the metropolitan area for the designated services was not decreased. There might also have to be some method of giving weight to other types of local expenditures, including capital expenditures. An area should not be penalized if, in recent years, it has been spending relatively little on capital improvements in order to meet its service needs, and now must expand capital facilities.

Determination of Grant Assistance:

The amount of Federal funds that would be available for the broad (range of) service grants, when added to present local, state and Federal funds devoted to the same program areas, generally would still not meet all needs. Funds would have to be allocated, therefore, on the basis of a formula that would take into consideration: (a) the fiscal effort of the community for these purposes in terms of its fiscal capacity, and (b) the number of poverty-level families residing in the community. Under this allocation, grant assistance would be provided in terms of "need," as measured by the number of poverty-level families. However, the actual amount of grant assistance to the community for each poverty-level family would depend in part upon the extent to which the community has in the past undertaken to provide these various services, as compared to the fiscal capacity of the community. Comparison of the ratio of fiscal effort for each individual area with the national urban ratio of fiscal effort would provide an index for measuring a particular area's fiscal effort as compared to the nation's average effort. This index could then be used to modify the amount of Federal grant assistance that would be furnished to an area. Another factor, to allow some flat per capita amount for each person in the area below a given income level, probably will have to be in the formula, to assure that every area gets a minimum amount toward meeting its needs.

The calculation of grant entitlement should not penalize an area where a high proportion of service needs is already being met. In fact, provision might be made to allow such areas to have greater flexibility of use of the

grant funds by setting up a hierarchy of uses. If it were decided to adopt such a hierarchy of performance standards, it might run somewhat as follows:

Priority I: Ensure that early childhood, childhood, and youth present opportunities for maximum development.

Priority II: Ensure that the economically and socially inept have a minimum maintenance income and supportive services to turn to.

Ensure that the aged have minimum maintenance incomes and refuges of last resort.

Priority III: Create opportunities for neighborhood and community leadership.

Priority IV: Raise levels of environmental tidiness, spare time opportunities, etc.

Priority V: Develop amenities, e.g., varieties of recreational activities, simplified travel, availability of symphony concerts.

A metropolitan area program might be restricted to use funds only for Priority I uses until those needs had been met; then it could use them for Priority I or II uses until those needs had been met, etc.

Advantages and Disadvantages :

The main advantage of the above-described program is the equity that could be established in having all parts of the metropolitan area share in meeting social service needs. A comprehensive metropolitan areawide plan could make for greater efficiency in administering such a plan. The prerequisite of a related metropolitan area program for low- and moderate-income housing could become a vehicle for decongestion of central city ghettos and the provision of low- and moderate-income housing near places of suburban employment opportunities.

The chief limitation is the practical difficulty of achieving a metropolitan administrative organization, especially with taxing powers. There would also be an administrative question of large magnitude in connection with ongoing Federal programs, such as those administered by the Department of Health, Education and Welfare and by the Office of Economic Opportunity. The HEW programs have established channels for Federal assistance through state agencies, which would probably have to be changed, requiring considerable lead time and safeguards for continuity of services. The OEO supports community action programs at the local level, administered by public or private agencies. The community action programs involve a planned program of services for one or more local jurisdictions in a metropolitan area, and there would be a serious question of Federal and local organization to administer two overlapping programs.

A related question is the extent to which the proposed broad purpose grants would be in lieu of ongoing categorical programs, or the extent to which they would simply be supplementary to ongoing programs available through established institutions. An intermediate course would probably be needed to cause least disruption of services. Present local agency facilities and staff could be utilized, although some realignment of geographic coverage among different agencies in the metropolitan area might be necessary. There would also be difficulties in arriving at a basis for allocation of funds among metropolitan areas, since income data and public service expenditure data generally are available only in terms of existing political jurisdictions.

Alternatives:

Since the chief limitation of the proposal is the difficulty of achieving a viable metropolitan administrative organization, the following alternatives might be considered.

(a) A Federal metropolitan allocations agency might be established. This agency would assess the service needs and capability for local payment for the metropolitan area as a whole and for each jurisdiction in each metropolitan area. It would then determine for each jurisdiction in the metro area what its share of the non-Federal contribution to the metropolitan social services effort should be (based on per capita income) and what the costs will be to meet all the programmed social service needs within that jurisdiction. Thus a community of high income and few social service costs within its jurisdiction would receive a relatively small sum of Federal grant funds. On this basis the block grant funds would be allocated to each jurisdiction in the metro area.

(b) An agency in each state, to be designated by the Governor, would be responsible for coordinating the efforts of all local jurisdictions in a metropolitan area to help bring about a comprehensive services plan for a metropolitan area. Such plans, if approved by the state agency and if they meet Federal criteria, as to local effort in relation to fiscal capacity, would be eligible for a Federal grant. A formula to take into account the metropolitan area population and a maximum percentage of funds for any single state could serve to allocate funds.

(c) A private nonprofit metropolitan-wide agency could be established to administer the program. This would be similar to the manner in which local

Community Action Programs are now being administered in some localities with funds provided by the Office of Economic Opportunity.

(d) Abandon the metropolitan areawide requisite and make the grants for a wide range of services to individual local community jurisdictions.

Present Federal Assistance :

There are quite a number of ongoing Federal programs through which funds are provided to States or localities for services in many of the subject areas for which the proposed broad purpose grants would be used. The Department of Health, Education and Welfare, for example, administers about 25 categorical grant programs through state agencies. The largest part of the HEW programs are in the welfare field for the provision of public financial aid to disadvantaged people, including old-age assistance, aid to dependent children and to disabled, and assistance to the blind, and medical assistance to the aged. The HEW fiscal year 1965 appropriations for welfare grants totaled about \$3.3 billion.

Most of the HEW grant programs require matching state grants. Available Federal expenditures will determine the size of the program in most aid programs. In public assistance programs, however, the amount expended by States under planned State programs will determine the required Federal grant and the size of the program.

HEW estimates that the numbers of people or families assisted by its programs might include about 2 million under old-age assistance, 4.5 million recipients of aid to dependent children, 4.5 million vocational trainees, and 0.5 million vocational rehabilitation cases referred annually. It concludes, however, that "there are unfulfilled needs in all HEW programs, each of which

may be subject to quantification under reachable goals during the next 5, 7, or 10 years." Attachment B provides further details on HEW programs.

The Office of Economic Opportunity, through its support of Community Action Programs, provides assistance for many public and social services. These activities are supported through 90 percent Federal grants and 10 percent local contributions. A community action program for the services to be provided has to be approved by the OEO. The public or private nonprofit organization administering the CAP has to meet a legal requirement of "maximum feasible participation" by residents of the areas and members of the groups to be served in the development, conduct and administration of community action programs.

The CAP's can encompass a whole host of public and service activities. Operation Head Start programs, for example, are operated in conjunction with local school systems, and also off school premises, to help prepare underprivileged children to benefit from public school education. Other activities can include remedial reading, job counseling and referral, legal aid, and health activities.

Community Action Programs are designed to serve the urban and rural poor. It has been estimated that there are about 11 million households, including single person households, who are in the poverty category that the program aims to assist. Most of them are in nonfarm areas. Through June 1965, about \$240 million of Federal funds had been approved for CAP programs and applications involving another \$126 million were pending. The budget request for the OEO program for the current fiscal year included \$720 million for the Community Action Programs. Other OEO programs which contribute to the war

against poverty are the Job Corps to provide education and work experience for youths aged 16-21 in residential centers; the Work-Study Program for poor college and university students; the VISTA program to provide volunteer workers for the war on poverty; the Adult Basic Education Program; Neighborhood Youth Corps and other programs that are described in Attachment C.

There are also a variety of smaller service programs supported by other Federal agencies. HHFA provides Urban Planning Assistance grants which can be used for compilations of economic and demographic data that are needed for planning social service as well as physical development programs for a metropolitan area. Information more directly useable for social planning can be provided under Community Renewal Programs that are prepared in conjunction with urban renewal activities of a city. In the process of urban renewal and relocation of families to be displaced, diagnostic interviewing can be carried on and families referred to appropriate social service agencies.

The Department of Agriculture conducts programs that entail the distribution of surplus foods, such as the food stamp program, the school lunch program, and special milk program. The Commerce Department provides economic development assistance and a community relations service. The Labor Department and HEW provide manpower development-training program assistance. These and other programs are described briefly in Attachment D.

A Postscript: Planning for Social Services and Planning for Physical Development

Social planning is a new and developing practice. It has been fostered primarily through the Community Action Programs of OEO. Physical development planning has grown a great deal over the last decade, including some metropolitan

area development planning, under the urban planning assistance program of HHFA, the 701 program. The latter program contains some economic-demographic data that can be helpful in social planning. In a few communities efforts have been made to unite social planning with physical planning under Community Renewal Programs supported under the HHFA urban renewal program.

If a metropolitan area social service district program was adopted, such districts would provide a nucleus for programming certain functions on a metropolitan basis. They might at a later date be combined with physical planning units for the metropolitan area as a bridge toward capital improvement planning and programming for the metropolitan area.

Attachment A

Multipurpose Grant and Related Area Programmed Services

I. Multipurpose Grant Services

Health and welfare services

child day care

outpatient health clinics

home care services

family planning information services

mental health clinics

Sanitation Services

clean-up

educational

air pollution control

Protection Services

police

anti-juvenile delinquency programs

Code Enforcement Services

housing and fire code inspection

guidance for repair contracts and financing

Special Education Services

pre-school education

adult education

Community recreation services

youth social and athletic programs

adult activity programs

senior citizen activity programs

I. Multipurpose Grant Services (cont'd)

Cultural activities

libraries

orchestras

theatrical productions

Human Relations Services

civil rights activities

ombudsman functions *

legal aid

Economic Counseling

employment counseling

housing guidance service

consumer education

II. Required Related Area Programmed Housing Services

Housing for low- and moderate-income people

(C) public housing

rent supplement housing

below-market-interest-rate housing

*To investigate and seek satisfaction of citizens complaints against governmental agencies.

Attachment B

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Present Federally Supported Services

During fiscal year ended June 30, 1965, appropriations of \$4.5 billion were made for grants to States under programs administered by the DHEN.

These funds were distributed through four major agencies of the Department:

(In thousands)

Welfare Administration.....	\$3,259,900
Public Health Service.....	\$435,124
Office of Education.....	\$713,207
Vocational Rehabilitation Adm.....	\$100,100

Within the Welfare Administration the categorical programs of public assistance and maternal and child welfare accounted for most of the funds:

(In thousands)

Old-age Assistance.....	\$1,398,200 ✓
Medical Assistance for the Aged.....	\$307,800 ✓
Aid to Dependent Children.....	\$1,093,500 ✓
Blind Assistance.....	\$51,900 ✓
Aid to the Disabled.....	\$304,500 ✓
Maternal and Child Health.....	\$35,000 ✓
Crippled Children.....	\$35,000 ✓
Child Welfare.....	\$34,000 ✓

In the Public Health Service, payments to States included the following principal categories:

(In thousands)

Cancer Control.....	\$3,500
Chronic Disease.....	\$11,750

General Health.....	\$10,000
Heart Disease.....	\$7,000
Hospital Construction.....	\$240,875
Mental Health.....	\$6,750
Mental Retardation.....	\$10,000
Radiological Health.....	\$2,500
T.B. Control.....	\$3,000
V.D. Control.....	\$6,229
Waste Treatment Works.....	\$93,000
Water Pollution.....	\$5,000
Dental Health.....	\$520
Community Mental Health Centers.....	\$35,000

State grants of the Office of Education include:

	(In thousands)
Vocational Education.....	\$158,607
Land Grant Colleges.....	\$14,500
Library Facilities and Services.....	\$55,000
NDEA Activities.....	\$104,200
School Construction.....	\$58,400
School Maintenance and Operation.....	\$312,500

Vocational Rehabilitation State grants include:

	(In thousands)
Support grants.....	\$97,100
Extension and Improvement.....	\$3,000

Thus some twenty-five or more categorical grant programs directly pertinent to problems of people in urban areas are administered by the Department through State agencies. In addition, a number of special programs involving direct relationship with States, local units, schools,

and non-profit private organizations are conducted. Representative of such programs are the Department's research and demonstration programs and project grants for juvenile delinquency prevention and control, for non-commercial educational television construction, for manpower development and training, and a number of public health programs. More than 150 separate and identifiable programs are now operated by the Department, some 100 of which involve grants-in-aid or other types of financial support. General revenue appropriations for all of the programs of DHEW (excepting trust fund programs of the Social Security Administration) in fiscal year 1965 were \$7.1 billion.

People Served

It is impossible to state with any accuracy the number of individuals and families assisted in some way by HEN programs. It is probable that, in one way or another, every person in the country is benefited by one or several activities of the Department. Some concept of the direct benefit to people can be seen by the following:

Social Security

--about 20 million beneficiaries

Welfare Administration

--over 2 million recipients OAA

--over 4.5 million recipients of aid to families with dependent children^{1/}

--over 1/2 million recipients of aid to the disabled

^{1/} Although only about 4 percent of the children in the United States are receiving AFDC at any given time, one out of six children reaching the age of 18 has received financial assistance and services under the program sometime during his life.

Office of Education

--4.5 million vocational trainees

--over 300,000 student borrowers

Vocational Rehabilitation Administration

--about 1/2 million cases referred annually

--about 135,000 people returned to employment
in fiscal year 1965

Unfilled Needs

The question of unfilled needs in a given program or combination of several having a common objective (e.g. income maintenance for the needy, safeguarding the health of the nation, or better educational opportunity for all persons) must be answered in terms of stated or assumed national goals. Grants and services under the public assistance programs are still far from adequate in the achievement of the objectives of the Welfare Amendments of 1962. Additional Federal commitment may prove to be the only feasible means for more rapid progress in meeting these objectives.

In the other programs also, the level of expectation (for example, the eradication of certain diseases, or the annual rehabilitation of 200,000 disabled instead of the current estimate of 145,000 in fiscal year 1966) would be feasible if a decision is made to commit the necessary manpower and financial resources. Thus, it is reasonable to conclude that there are "unfilled needs" in all HEW programs, each of which may be subject to quantification under reachable goals during the next 5, 7, or 10 years.

Office of Program Analysis
August 20, 1965

Attachment C

ECONOMIC OPPORTUNITY PROGRAMS

Community Action Program

Program Description

Provides Federal financing up to 90% for programs designed to fight poverty in the community through local initiative. The decision to participate is a local responsibility. The local community is asked to:

1. Mobilize its own public and private resource for this attack and link existing local, state and federal programs in a concentrated drive against poverty.
2. Develop programs of sufficient scope and size to give promise of eliminating causes of poverty.
3. Involve the poor themselves in developing and operating the anti-poverty program.
4. Administer and coordinate the programs through public or private nonprofit agencies, or a combination of these.

Examples of projects which can be part of this program are:

- Remedial education, emphasizing reading, language skills and mathematics.
- Early childhood development, including health, day care and education.
- Tutorial programs, emphasizing the use of high school and college students working under the supervision of professionals.
- Job development, emphasizing job placement of unemployed low-income persons.
- Establishment of small business development centers to stimulate and assist small businesses in poverty areas.
- Employment information, counseling and placement programs for unemployed youth.
- Development of cooperative organizations to plan housing rehabilitation and construction for low-income families.

Attachment D

Social and Public Service Aided by Agencies not Represented on the Task Force

Department of Agriculture:

1. Cooperative extension service.

The primary function of the nationwide system of cooperative extension work is out-of-school applied education. Extensive services are made available in the cities through the county extension agents. In urban areas the programs stress wood and electrical work, career preparation, sewing and homemaking, etc.

2. Direct food distribution program.

The agricultural marketing service under its authority relating to the removal of surplus agriculture commodities donates commodities to public and private agencies for distribution for low-income families.

3. Food stamp program.

Local public welfare offices receive Federal funds which enable them to issue coupons to needy families in specified areas of economic need who pay less than the face amount of the coupon based upon their ability to pay for food. Coupons are accepted by eligible retailers in payment for food.

4. Special milk program.

Public and nonprofit private schools are reimbursed for milk offered school children at reduced prices.

5. National school lunch program.

Commodity and money grants are provided to state educational agencies for distribution to schools providing nutritious lunches at free or reduced prices to children determined by local school authorities to be unable to pay the full price of the lunch.

Department of Commerce:

1. Economic development assistance.

Communities are given technical assistance in preparing economic development plans. The new legislation will include planning grants for economic development purposes.

2. Community relations service.

Conciliation services but no funds are provided to local communities to help conciliate disputes, disagreements or difficulties threatening peaceful relations within the communities.

Department of Defense:

1. Civil Defense.

Financial assistance is given to the states for training personnel and administrative expenses for planning and operation of Civil Defense activities.

Department of the Interior:

1. Outdoor recreation planning.

Financial assistance is given to states for up to 50 percent of the cost of preparing statewide recreation plans.

Department of Labor:

1. Manpower development in training unemployment security assistance.

Financial and technical assistance is provided to the state for the operation of institutional or on-the-job training programs for youths, the unemployed, persons working below skilled capacities, persons working less than full time or those facing unemployment because of skilled obsolescence.

2. Employment service grants.

Grants are made to the states for the administration of the unemployment insurance service and the state and local employment offices.

Equal Employment Opportunity:

Federal funds are provided to reimburse state and local equal employment agencies for activities carried out by them under agreements with the Commission.

Off-campus employment, conducted under agreement with public or non-profit organizations, will place students as tutors, youth workers, recreation leaders, community service aides and other such work.

Program Data

FY 1966 Budget - \$60 million

Provides jobs for 125,000 students in 1,100 institutions.

Organizational Channels

Program is administered by the Office of Education, Department of Health, Education and Welfare. Requests for grants up to 90% federally financed, are made by colleges and universities to the Office of Education.

Adult Basic Education

Program Description

Provides assistance to states for special local programs of literacy instruction. Allotments to states are based on the number of adults 18 and over with less than a 6th grade education.

Program Data

FY 1966 Budget - \$30 million

Provides for 105,000 participants.

Organizational Channels

Program is administered by the Office of Education, Department of Health, Education and Welfare. State education departments submit state plans to the Office of Education for up to 90% federal financing.

Work Experience

Program Description

Provides funds for projects to help unemployed fathers and other needy persons to gain work experience and job training. Also, basic literacy classes, vocational institutions and social services are provided. Directed primarily toward jobless heads of families with dependent children.

6 + 11
~~CONFIDENTIAL~~

TASK FORCE ON URBAN AFFAIRS AND HOUSING

Report of Subcommittee on Topic 2

Development of a major program designed to make our cities safe for all citizens to use without fear of physical danger from criminal elements.

Determined to be an
administrative marking
By RWT On 3-17-65

Problems to be Resolved.

An optimum level of public safety is a precondition for healthy, productive societal endeavor in urban communities. Today, "crime in the streets" stands as a major challenge to public safety and, by virtue thereof, to effective functioning and realization of the goals and aspirations we hold (social, economic and cultural) for our urban citizens. The recent course of events in the city of Los Angeles presents perhaps the most vivid example possible of the crippling effect on every aspect of urban life--commerce, transportation, family life, citizen movement, group relations, etc. -- resulting from complete breakdown of public safety, and this for just a few days in only a small segment of a total urban community.

The indirect consequences of lawlessness are perhaps even more pervasive and telling than its immediate and visible impact. As the Attorney General has stated:

Crime in the streets affects not only hundreds and thousands of victims each year. It forces millions of others to change the course of daily life for fear of becoming another criminal statistic.

Add to this the costly diversion of government resources and energy into crime control activities that might otherwise be deployed in pursuit of important societal goals -- better housing, elimination of poverty, expanded educational opportunity -- and the status of citizen safety as a prime "urban problem" concern becomes clear.

All evidence points to the fact that crisis conditions may soon be approached in this area. Since 1958 crime has increased almost six times as fast as population. The rate of violent crimes as a group has increased almost three times faster than population since 1958 and last year the pace seems to have accelerated in each major category (in 1964, murder up 7%, forcible rapes 20%, robbery 10% and assault 15%, over previous year). * The pace and incidence of public disorder, stimulated by a number of factors in the dynamics of contemporary society but in each case chipping away at the foundations of public safety, has increased at a rate that defies statistical comparison.

* Uniform Crime Reports-1964, Federal Bureau of Investigation (1965). A major share of the increase in crime is attributable to the under-25 age group. It is interesting to note that the rate of population growth in this group has almost kept pace with the increase in crime.

The problem then, stated broadly, is how to establish and maintain a necessary precondition for productive urban life, i. e., the appearance and reality of a safe environment in which urban citizens and their institutions can pursue their daily concerns and activities.

Problem Idea or Proposal.

A major program to bulwark public safety in our cities would have to concern itself with a number of dimensions.

(a) First, an inventory of where the nation stands, a study of its needs, a searching re-appraisal of previous proposals, and a formulation of effective solutions in this area should be undertaken with the best resources available.

(b) Second, there should be a special focus on crime as it applies to the urban complex, and to urban causes of crime, with an attempt to supply every ingredient necessary to demonstrate how the problem can be met and success achieved.

(c) Third, there is need for programs across the land to improve personnel and institutional capabilities in areas which have either a direct or indirect relationship to the public safety problem.

(d) Fourth, and perhaps most basic of all, steps should be taken to eliminate the underlying conditions and situations which produce threats to the public safety. Without these steps efforts to implement public safety goals will face a never-ending battle against crime.

A total effort, proceeding vigorously in each of the above areas, is seen as the "major program" to which this task force inquiry is addressed.

Current Federal Government Activity.

Important federal undertakings directed to each element described in the foregoing program are either now in operation or soon to be launched. They constitute integral parts of the "war on crime" announced by the President in his message to the Congress of March 8, 1965 on Law Enforcement and the Administration of Criminal Justice. Each component has been structured on a scale that should be adequate to the concept of a massive attack on the public safety problem, at least for the beginning stages.

(a) To cope with the need for a thorough inventory, study and solution-oriented effort, the President has appointed a Commission on Law Enforcement and the Administration of Criminal Justice. This will yield (in a relatively short time for an undertaking of this order) the most comprehensive review of the extent and problems of crime in America ever undertaken. Activities should commence in September of 1965.

(b) To provide a model for a massive crime control effort in an American metropolitan complex (and one which would commence "action"-type operations immediately) the President has constituted the Commission on Crime in the District of Columbia to which will be committed every resource needed to meet urban crime problems at every relevant level

and dimension (law enforcement, courts, corrections, citizen education, public safety devices, etc.). Operations have already commenced.

(c) To stimulate activity throughout the nation, a "law enforcement assistance program" designed to provide grant assistance for the training of personnel and the improvement of techniques, methods and practices in the crime control, crime prevention, law enforcement, criminal justice and correctional fields has been formulated. It is anticipated that implementing legislation will become law before the 1st Session of the 89th Congress adjourns (Law Enforcement Assistance Act of 1965). Recognizing the overriding national concern with problems of public safety, this program will give priority to law enforcement as a program area.

(d) As instrumentalities to meet the problem of underlying conditions which create threats to public safety from crime and the criminal element, reference can be made to existing federal housing, education, and, more particularly, economic opportunity programs. It may be that a more direct orientation toward "safety in the cities" can be introduced in each of these programs without impairing (and, hopefully, even reinforcing) their primary program mission.

(e) Mention should also be made of a number of pre-existing programs (most still operative) which have made important contributions to the struggle against crime.

- (i) For several years now, the Department of Health, Education and Welfare has conducted programs seeking to develop knowledge and solutions with respect to social deviancy, particularly as regards the youthful offender or juvenile delinquent. Principal among these have been the grant programs of the National Institute of Mental Health, Public Health Service, and the Office of Juvenile Delinquency and Youth Development (implementing arm of the President's Committee on Youth and Crime Delinquency). Their limitations, if any, have been with respect to the modest size of the programs in relation to the growing national problem and orientation (entirely understandable in light of their social welfare objectives) stressing the correctional, rehabilitative and behavioral change facets rather than the public safety side of the crime problem.
- (ii) The Department of Justice, through the local law enforcement training activities of the Federal Bureau of Investigation, has made a substantial contribution to the effectiveness of police agencies in urban communities across the nation. More than 4740 law enforcement officers (most of them command or supervisory personnel) have graduated from the intensive 12-week curriculum at the FBI National Academy, and special

short courses were taught in the field by FBI special agents involving 4867 sessions in fiscal 1965 alone. To this effort should be added the central identification and laboratory facilities of the Bureau which have been available to and used by urban police forces for many years. *

Objectives and Assessment of Proposal.

The objectives of the program are self-evident or, at least, coincide with a statement of the problem (see above). They seek to provide results on a national scale without alteration of basic concepts of federal-state relations or spheres of responsibility as between the Federal Government and urban communities.

-
- * As regards the cost dimensions of these Federal programs, the initial appropriation for the Law Enforcement Assistance Act (through fiscal 1966) will involve about nine million dollars expended in direct local grant assistance (including grant support for D. C. Crime Commission projects) and an additional 1.5 million will be appropriated for operation of the National and D. C. Crime Commissions. The ongoing HEW youth crime and delinquency programs involve expenditure of about 18 million dollars annually but, as indicated, have a heavy research as opposed to action component. The pending plan for expansion of the FBI National Academy contemplates a 10 million dollar investment to increase training capacity from 200 to 1200 local law enforcement officers per year and to introduce a number of special courses for this group.

At the outset it should be made clear that the recommendations of this Study Group do not and should not contemplate active participation in the field of law enforcement per se by agencies primarily concerned with urban development. The intensive efforts already being exerted by Federal law enforcement agencies such as the Department of Justice, the Federal Bureau of Investigation, the Department of the Treasury, and others should not be diffused by the creation of additional organizational structures performing the same function. In addition, a major share of the basic responsibility for change and improvement will have to remain with our urban communities in partnership with state government.

What can be done, however, without diluting or impairing previously mentioned administration programs designed to cope with the entire crime problem are the following:

- (a) seek to provide a special focus within those programs on "public safety" elements;
- (b) seek to provide such a focus in activities not immediately crime-related (i. e., public housing, public education, city planning, etc.);
- (c) provide impetus for local activity in areas not likely to be touched intensively by the crime program (or which may not

yield extensive program efforts for a few years) in order to meet immediate needs.

In accordance with the foregoing, and building upon the administration programs described above, the following recommendations are presented for consideration.

RECOMMENDATIONS

President's Crime Program

1. Priorities should be established within the national crime program for urban "public safety" concerns. It is understood that this emphasis has already been recognized but additional resources, more money, and the first order of attention might appropriately be accorded to work on this aspect of the total crime problem. Thus,

(i) The National Commission on Law Enforcement and the Administration of Justice should be requested to give immediate attention and concentrated effort to the "public safety" inquiries on its program agenda.

(ii) The Department of Justice should be requested, in consideration and approval of project proposals under the Law Enforcement Assistance Program, to encourage and secure prompt commencement of a variety of projects having direct relationship to reduction of violence and violent crime and

promotion of conditions of citizen safety in urban communities.

These projects should be designed to produce techniques, methods, and approaches capable of demonstrating measurable results, and their findings should be disseminated as soon as possible.

(iii) The D. C. Crime Commission should be requested to develop and seek to have tested a comprehensive selection of projects of the type referred to in item (ii) at the earliest possible time.

(iv) The local law enforcement training activities of the Federal Bureau of Investigation, including the expanded resources of its National Academy, should seek to give priority to training for law enforcement personnel in urban areas where citizen safety problems are greatest and to develop special training programs regarding "crime in the streets," its control and handling.

(v) The delinquency and youth crime programs of the Department of Health, Education and Welfare should seek to place greater emphasis on offenses and youth behavior patterns which contribute to unsafe conditions in urban neighborhoods.

2. Efforts should be made to encourage OEO-financed Community Action Programs (which are now operative or will soon be operative in every major urban community) to introduce public safety components into their program plans, particularly in areas of community action or

community education which would supplement professional law enforcement activity. Specifically,

(i) Developing projects to tie law enforcement concerns into community organization activities so that poverty-stricken neighborhoods can be given an opportunity to participate in working out better law enforcement methods in their own areas (street lighting, alarm and communication facilities, parking regulations, etc.).

(ii) Developing activities to enable public safety officials to obtain a better understanding of the problems of the deprived, and to open channels of communication between the police and poverty-stricken neighborhoods. For example, the use of non-professional aides in police-related work (but generally not on direct crime problems) can extend the scarce police resources and at the same time open bridges of communication between police and community.

(iii) Extending the comprehensive anti-poverty efforts of community action programs to include an emphasis on the specific problems of juvenile delinquents who usually need more concentrated aid.

3. The physical environment of urban areas obviously has a bearing on "public safety." To the extent that the physical structure of the community creates conditions conducive to making the residents look upon fellow residents as neighbors instead of strangers and promotes a

community of interest in the neighborhood, it will provide an essential ingredient of viable and effective protection. Federal programs which affect the physical environment of our cities should be reviewed to determine how they can best help promote the desired environment.

In addition, among others the following ideas might be considered from a cost analysis point of view and, where appropriate, tested in pilot projects:

(i) Inexpensive crime-alert warning systems for apartment houses and other dwellings, and simple emergency telephone warning buttons might prove to be successful and economical methods for improving home safety and discouraging criminals from violating dwellings.

(ii) Adequate lighting of streets during hours of darkness is another possible method of increasing urban safety and discouraging crime. In addition to improvement of public lighting, illumination of entrances and hallways of multi-family residential units should be studied to determine whether crime can be reduced thereby.

(iii) Street surveillance and street alarm systems may be warranted in certain difficult, high-crime areas. Among other methods, for example, closed circuit TV surveillance and emergency call boxes could be tested.

(iv) The inclusion on state, county or city planning staffs of a public safety-crime prevention adviser should be considered. The scope of such an office might vary, depending upon the size and character of the community. It could fill an advisory function similar to that of soil engineers, water engineers, and school population advisers on planning staffs.

4. An educational program (reaching both children and adults) should be stimulated as an adjunct to the national law enforcement program. Two types of efforts are considered:

(i) Programs designed to foster respect for the law and, by practical focus suitable to the values and attitudes of our younger citizens, discourage criminality and lawlessness. This might well be built into our primary and secondary educational programs and perhaps draw impetus and coordination from federal aid-to-education programs (which now seek, for example, to encourage curriculum change in the direction of science subjects). Similar efforts might be structured into community educational programs for deprived groups.

(ii) Programs designed to educate citizens as to methods for coping with crime emergencies, steps to assure better protection of person and property, and ways in which to better cooperate with

law enforcement agencies. Good films, pamphlets, and other public information materials need to be developed and, where they exist, should have better dissemination.

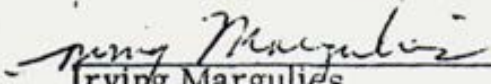
In this area, educational and public information specialists operating within appropriate federal agencies could provide a valuable service.

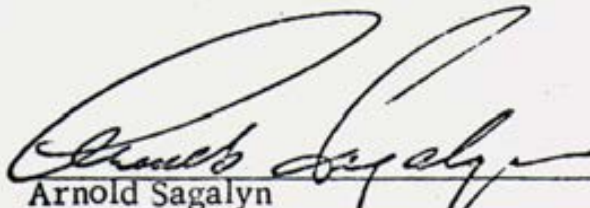
5. As a final recommendation, it is suggested that some coordinating office be established to oversee, coordinate and disseminate information concerning those "public safety-related" projects not within the direct focus of the national crime program.

Alternative Means of Meeting Objective.

It might be contended that an independent and separate program focussed exclusively on making urban communities safe should be developed, i. e., a new distinct program in the overall "war on crime." Little would be served by this purpose since, in any event, the crime problem is essentially an urban one and those steps which have been taken are already committed to public safety as a prime concern. Better integration of, and

coordination between, those programs dealing directly with crime and those having indirect but important relationship to crime control in our cities, with some substantive efforts which can be conducted by the latter without duplicating the work of the former, is probably the best contribution than an "urban affairs" oriented conception of the problem can offer.


Irving Margulies
Housing and Home Finance Agency


Arnold Sagalyn
Department of the Treasury


David A. Grossman
Office of Economic Opportunity


Richard L. Braun
Department of Justice
Chairman

Task Force on Urban Affairs and Housing
Report of Subcommittee on Topic 4

A new and/or expanded program of new community development assistance designed to take account of the legitimate objections of central city officials.

7

The Problem

Existing patterns of urbanization are haphazard and uneconomic. They also foster the growth of middle-income, white suburbs and the increasing concentration of a low-income and nonwhite population in the central cities.

Subdivision development that does not conform to a plan for metropolitan development makes it difficult to achieve rational public improvements for transportation, open space and recreation, water and sewer systems, school systems and many other capital improvements. Some of the results are traffic congestion, large urbanized areas without adequate open space, and relatively small water and sewer facilities with much higher consumer charges than can be set for larger facilities.

The present urbanization pattern also leads to continued inflation of land prices for urban development. The builders generally have to acquire land along the highways and sewer lines which are an extension of those in built-up areas. The land is limited. Furthermore, since most residents of the bedroom community will work in the central cities or close-in suburbs, there is an additional premium upon close-in land. Land prices have been the most significant element in the rise of new home prices over the past 10-15 years. The pressure on rising land prices could be relieved, if a significant part of the population growth housing needs could be met on low-cost outlying land.

Finally, there is the need to provide housing in the suburbs that can be occupied by low- and moderate-income families without discrimination as to race. There is a continuing shift of industry to the suburbs as well as a good deal of retail commercial enterprise moving to the suburbs. The latter certainly employs many moderate-income people and industry also has lower-paid workers. The lack of suburban housing for the low- and moderate-income people causes a good deal of cross-commuting of people going to work and it also gives rise to the concentrated low-income nonwhite ghetto in the central cities. New communities with provision for industrial enterprises that would provide employment and would plan for housing to serve the full income range of people to be employed in the area would unstop the central city confinement of low-income families.

The political opposition to new communities has come from the mayors of the large central cities. They feel that Federally-assisted new community development would accelerate the existing trend for industry and people to move from central city sites to suburban sites. It would, in consequence, lessen the taxable resources of the central city, drain community leadership potential, and reinforce the continuation of a racial and low-income ghetto in the central city.

Another element of opposition came from the National Association of Home Builders. This reflected the fear of the membership, which consists primarily of moderate-sized builders, that they would be at the mercy of large developers who would control the new communities and land availability in the new communities. The Home Builders wanted mortgage insurance to help them develop land of a subdivision size, however, and were willing to compromise so that the present Section X of the National Housing Act was

enacted in 1965. It limits the amount of an insured mortgage for land development to \$10 million, for the installation of water and sewerage facilities as well as the acquisition and preparation of the land. The maturity is limited to 7 years, but longer maturities may be permitted by the FHA Commissioner in the case of a privately owned system for water or sewerage. There are certain generalized planning requirements for the site development as well as a requirement that the development plan shall be consistent with a comprehensive plan or comprehensive planning for the area in which the land is situated. It is possible that some small new communities might be developed with this assistance.

A third type of opposition to the new community program proposals of the Administration in the past two years has been a more generalized political opposition against Federal intervention. The charge has been made that Washington would dictate the form of development of new communities.

Proposed Program

Types of Sponsors

There are two basic approaches to new community development--the public sponsored route and the privately sponsored route. Under each approach there can be varying degrees of Federal guidance exercised through planning criteria that would have to be observed. It is proposed that both the private and public approaches should be developed for legislation.

Furthermore, the public approach should be one that would enable existing communities to become the sponsors of new communities. The sponsoring organization might be a city, or a county, or a small town that would be the nucleus of an expanded "new community." Federal aids for

public-sponsor development of new communities would be available to each of these types of sponsors. If the city could control the development of a new community, including a new community located on land which is not contiguous to the city, there could be the following requirements that would help the central city:

1. The new communities must contain a balanced population, thus assuring that some of the lower income families (which burden central cities) are located in the new communities.
2. The authority for central city new community development would assure that the central city would not be losing tax revenue.
3. A requirement would be inserted in the law that no new community could be approved unless the agency found that the central city would not be damaged by it.
- new 4. The broad purpose grant proposal would be linked to the new community proposal, described in the Topic 1 paper of this task force, so that additional aids would be made available to meet central city problems.

Of course, the new community would have to be within a reasonable distance of the mother central city. A proposal of this sort has been made by the City of Oakland in California.^{1/}

^{1/} Under this novel approach, a central city government would, with the consent of the county, acquire large undeveloped suburban acreage (5-10,000 acres) for the purpose of planning, preparing and operating a new community. Residents of this unique community would be stockholders of commercial and industrial lands within the community. The Oakland-East approach would organize the community into four distinct villages, each having a mixed-income composition. Low-cost housing would be found in each village. Educational and other social services would utilize up-to-date innovations such as closed-circuit television.

*how long would
this last. No admittance
of interest*

This new community would come under the control of the central city government although this new community may be found to be within an area not contiguous to the central city. State-enabling legislation would spell out the limitations and responsibilities of these central city-sponsored suburban new community developments. Full resources of the city would be available to initiate these projects.

In all cases of public land acquisition for development there would probably have to be State-enabling legislation. A more specific State role would be for States to charter land development agencies. Under this approach, temporary governmental agencies are created to plan, acquire, prepare and temporarily service land for large scale development. A public agency acts as land developer and land wholesaler. Private builders participate by acquiring land and operate as they normally would in the real estate market.

Under this proposal, it is assumed that these public land agencies would be supervised by the State governments. Site selection studies and comprehensive planning would be normal prerequisites for any financial assistance. The Federal proposal would authorize loans to public land development agencies for land acquisition with the proviso that lands so acquired would then be prepared and sold to private builders.

The several States themselves could elaborate upon the functions and duties of these public land development agencies. For example, it has been proposed (Suburban Development Districts) that these agencies be temporary governmental corporations with powers of taxation, of borrowing, of acceptance of grants, of buying and selling land, of planning, of providing governmental services.

In most cases, these public agencies will cease to operate within a given area when the land is improved and some form of local government is formed and established.

There would be other forms of public development in addition to the specific forms that have been described. As has been indicated, small communities could also expand themselves into large new communities.

Private new community development would be assisted under an expansion of the recently enacted Title X of the Housing and Urban Development Act of 1965. Mortgage insurance and special FNMA assistance would be made available for extensive large scale comprehensively planned projects. Thus, mortgage insurance would cover land acquisition and certain site improvement loans with the provision that these projects would conform with area planning and provide sites for low- and moderate-income housing.

All sponsors would have to meet the planning and land disposition requirements that would be set forth by the Federal Agency, as follows:

Planning Requirements

1. Areawide metropolitan comprehensive planning.
2. Study of site alternatives.
3. Metropolitan housing study.
4. Comprehensive development plan including site plan, cash flow analysis, public improvement program, and real estate merchandising program.

Land Disposal Requirements

1. Required available sites for low- and moderate-income families, not to exceed __% of the gross site area.

2. Residual income from sales of land to be used as a general fund for acquiring sites for low- and moderate-income families. Public sales of all nonpublic sites at the going market price.

The following Federal aids would be available:

1. Seventy-five percent comprehensive planning grants including economic and market analyses, site analysis, land planning, and development programming to public bodies in areas where private or public new community developments are to take place.
2. Advances for obtaining options, to public development sponsors.
3. Eligibility for advance acquisition of land for public purposes.
4. Loans for land to be used for nonpublic uses not to exceed 20 years; direct loans to public bodies; insurance of loans to private developers.
5. Loans for site preparation of all lands not to exceed 20 years; direct loans to public bodies; insurance of loans to private developers.

Advantages and Disadvantages

What is proposed, therefore, is a legislation that would permit different types of public bodies to undertake land assembly and/or development of new communities in accordance with an approved plan, as permitted under State legislation. This proposal would provide a stake in the program for large cities that could develop an avenue of control over new community development in the metropolitan region. The program would offer possibilities for "new community" expansion to existing smaller communities in the region. Counties would also be eligible as new community developers if

permitted by State law, and States themselves could charter public development corporations. It may be possible, therefore, to gain support from various governmental levels.

An expansion of the Title X mortgage insurance program to permit substantial developments (i.e. new communities) by private developers also would be permitted, and should be more acceptable after the present statute has proven to be helpful to small- and moderate-sized builders.

The substantive advantages of new community development have been indicated in the statement of the problem at the outset of this paper.

A disadvantage of the multiple public route approach is the opposition that will arise to prospective wholesale public land development. If there actually should develop an active interest in new community development among central cities, outlying small towns and counties, the administering agency might face problems in determining which eligible sponsors in a metropolitan region should be allowed to proceed, since there will not be an unlimited market for new community developments. This difficulty could be alleviated to the extent that the State would exercise control over new community development.

Alternatives

An alternative would be to amend the urban renewal Title I capital grant provisions, making it explicit that local public agencies could acquire open land for planned new community development. The local public agency could install the necessary utilities and sell land to private builders and investors, to be developed in accordance with a Federally approved plan. The Federal agency would advance funds (or issue back-up contracts for private

loans) for the land purchase and site preparation, including installation of utilities. These costs minus proceeds from sale of the land would constitute the net project cost, of which the Federal Government would have to absorb two-thirds. Since the land would be bought before installation of utilities and sold after installation, it is likely there might not be a net project cost and, in fact, administrative expenses probably could be covered from land sales profits.

TASK FORCE ON URBAN AFFAIRS AND HOUSING
Report of Subcommittee on Topic 5

A program of greatly expanded research on urban problems including consideration of one or more institutes of urban affairs, attached to existing universities, along the lines of the RAND Corporation, along the lines of the National Health Center, or along the lines of the great State Agricultural Universities.

The Problem:

A well planned research program on urban problems is essential if the various Federal urban efforts are to be effective. There must be a comprehensive research program leading to better understanding of the urban environment and development of innovations in technique and methods.

An inventory of Urban Research in the Federal Government was reported in the Bureau of the Budget's study Urban Research Under Federal Auspices, April 15, 1964. This paper draws on that survey and on an informal study of major research programs authorized in legislation enacted since the 1964 Bureau of the Budget report.

A greatly expanded Federal program in urban research should consist of new substantive programs along with conceptual and institutional innovations.

Conceptual and Institutional needs:

- (1) Systems analyses of urban needs.
- (2) Environmental analyses as well as program research;
- (3) Development of a centralized urban data system and data bank within the Federal government plus Federal support of data systems in metropolitan areas; and
- (4) Establishment of a National Institute of Urban Development plus Federal support for setting up metropolitan and regional institutes throughout the country.

Substantive Urban Research needs:

- (1) An expanded program of housing market analyses and relations between the housing market and the national economy.
- (2) A coordinated research attack on the housing and environmental needs of special groups, the deprived (the poor, the aged, the youthful unemployed, etc.). This would involve basic research on the needs and values of special urban groups plus experimentation with housing and environmental innovations.
- (3) A series of studies on relationships between housing and environmental factors and such human problems as mental health, identification with the community, personal creativity, productivity, and sense of well being.
- (4) A research program on the physical social and economic factors affecting the spread (and possible arrest) of blight. Basic research on psychological aspects of neighborhoods, attitudes toward urban sub-areas, and things valued and disvalued about neighborhoods; field experiments in rehabilitation: factors associated with success, failure; research and development attack on reducing cost of rehabilitation and maximizing liveability.
- (5) A program of basic and experimental research on urban growth patterns and feasible controlled patterns of growth; experimentation both with planned and new communities and planned renewed communities in central cities.
- (6) Expanded and coordinated research on environmental health problems -- housing standards, water pollution, and air pollution.

(7) A major analysis of housing technology and materials systems in the United States aimed at reducing the cost of housing (as called for by President Johnson in his 1965 Message on Cities) and improving the quality of housing.

(8) An expanded research attack on public transportation: Transit systems and relations to general urban configurations; study of attitudes and values as they relate to actual and potential use of transit.

SYSTEMS ANALYSES AND URBAN RESEARCH

President Johnson has instructed Federal agencies to analyse systematically their program goals and rationalize expenditures with respect to goals. The research needs of agencies engaged in urban programs should be consistent with program goals and priorities. Systems analyses of urban programs (urban renewal for example) will quickly reveal many critical unknowns. Numerous empirical questions will have to be answered before a complete cost-benefit analysis can be carried out for a complex program.

In the above effort the systems attack on research needs will make explicit the environmental urban research questions. Federal urban research tends to be short range and to focus on existing programs and their impact. A systematic setting of research goals with respect to the urban environment will make possible long range planning as well as inter-agency planning.

DATA PROBLEMS

An expanded urban research effort can be no better than the data on which it will be based. At the Federal level a major effort should be made to develop a large, centralized, sophisticated data system. This would allow any agency to get quick information about characteristics of American cities.

Census data would be supplemented with information from a variety of sources (urban planning studies, CRP analyses, etc.), stored in a central system, and would offer quick retrieval to Federal officials.

The Institute of Urban Development would be a logical place for a Federal urban data bank. The Census Bureau would play a key role in providing the inputs.

Metropolitan and regional data systems are also urgently needed since most crucial urban policy decisions are made at a sub-Federal level. HHFA has made several successful experiments in helping establish data systems in large and middle size cities. The need now is to make this research resource available to all large cities and metropolitan areas.

URBAN INSTITUTES

President Johnson recommended in his 1965 Message on Cities that an Institute of Urban Development be created within the new Department of Housing and Urban Development. This Federal urban institute would serve in the above capacities (systems analyses of research goals and needs and a base for the Federal urban data system) and would also serve to increase research communications between Federal agencies and between the Federal government and the cities. It would further serve as a repository of research and literary materials on urban problems.

Our large cities are also in need of research capabilities. "Urban observatories" is the term which has been used to describe the research unit urgently needed by a large and complex city. Such local institutes would perform somewhat the same functions for the city as the National Institute would for the Federal government -- conduct policy analyses and provide essential data for policy making.

The Housing Market

Present research gives us a fair picture of the national housing market and of areas within it. This program should be greatly expanded in order to:

- (1) Develop more sophisticated measures of housing quality, especially sub-standard housing;
- (2) Provide more frequent measures of the characteristics of the housing market;
- (3) Provide better understanding of the dynamics of the housing market, especially as they relate to the workings of the total economy.

Housing for Special Groups

Housing for the aged, housing which would help change the living patterns of the very poor, communal housing for unemployed youth -- each of these studies from the standpoint of the group's special problems and on the technical matters of how to solve them. We do not know, for example, whether special housing colonies for the aged produce longer and fuller lives than non-clustered housing. And if so, what should be the design of the special housing projects? Controlled and observed experimentation must be undertaken wherever the private market does not adequately serve a deprived group.

Human needs relating to housing and environmental change.

Wider application of systematic analysis is currently being urged on Federal agencies. The housing and environmental goals of the Federal government will, in this context become a set of human goals. It will become clearer that one major goal is not an aggregate number of housing units as such but physical warmth, privacy, entertainment, and family closeness. Nor will the physical environment be seen as a goal in itself. It will be a means for fulfilling similar human needs, especially those associated with increased leisure time.

Placing Federal urban programs in a context of human needs and values requires that we achieve a better empirical understanding of relationships between physical environmental characteristics and human needs. For example how does housing density relate to increases in human tensions and rootlessness?

Blight and Rehabilitation

The built up areas of our cities represent an enormous investment, much of it in housing which can still give many years of useful service. Blight, however, makes the neighborhood less desirable which brings neglect to the individual buildings (or the other way around). What is the nature of blight? How can it be arrested. Housing code enforcement brings up complicated economic questions as to the value of old buildings and the economic incentives for improving them.

Research on blight and rehabilitation should tell us about the condition under which a neighborhood can be saved and its blight arrested. Experiments with carefully selected neighborhoods should reveal some of the conditions under which rehabilitation will or will not succeed.

Overall urban patterns and growth.

An American city cannot at the present time be said to be planned. We do, however, have some controls on urban growth patterns. What are the relations between urban configurations and the urban economic system? Does the overall pattern (or the lack of one) affect the well being of the citizen? Does a planned urban area provide greater efficiency and more human satisfactions than a chaotic one? These are high priority research problems as we give more and more attention to new or planned communities.

Environmental Health

Research is needed on air pollution controls, improved sewerage systems, and technical innovations to make the individual household more conducive to health. Noise controls are a technical need for better mental health.

In each case the research efforts must be coupled with studies of the economic, legal, and administrative problems involved in applying research discoveries. What is the cost to an industry to treat its sewage, filter its smoke, and suppress its noise? How do these costs compare with the social costs of not doing them?

Housing Technology Research

Technological research in housing aims at a better product and lower cost. Housing technology has advanced over the years and it is no longer entirely in the handicraft stage. A major break through has still to be made and will depend on continuing, unified research program. It is not just a matter of mounting a program. A large number of restraints exist which hinder advances in the field -- consumer acceptance, size of markets, code variations, and out moded codes. These must be thoroughly analysed so that institution changes can reduce the extent of the restraints.

Public Transportation

A greatly expanded research program is needed on several aspects of this problem. What size cities and what urban configurations can support mass transit? What are the human values which affect acceptance of transit riding? What are the economic consequences of different transportation systems (all highway, modal split, etc.?).

Here again a heavy investment in research is needed for faster, quieter vehicles and for long range development new land, sea, and air vehicles.

Funding these efforts begins nearly from scratch. Title VIII of the 1964 Housing Act would have provided support for urban research efforts in university centers of urban studies, but no appropriations have been made. Title I of the Aid to Higher Education Bill will provide some assistance for urban research. What is needed, however, is a large and coordinated commitment to these institutional arrangements.

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Development of training, scholarship, and other programs to increase the numbers and competency of persons involved in urban government and government related activity.

The shortages of trained administrative, technical, and professional manpower in urban programs have been thoroughly documented in the report of the Municipal Manpower Commission in 1962.* Local government's demand for professional and technical staff will increase by 40% between 1960 and 1970. By 1980, local governments will have to recruit as many as 300,000 for administrative professional and technical positions.

In a survey made in 1964, the American Society of Planning Officials found over 500 unfilled positions for urban planners alone. Gaps exist in the supply and demand for traffic engineers. The annual number of openings is 200, the annual supply about 50. Schools annually graduate less than one percent of the number of sanitary engineers holding professional positions in the United States. This amount is hardly enough to replace those who die and retire each year, and is far from sufficient to accommodate the needs of our growing population.

A similar shortage prevails among the supply of community organizers. The Council on Social Work Education has reported that 10,000 to 12,000 vacancies exist for fully trained social workers; yet approved social work schools only graduate about 2,200 persons a year.

In public recreation, there are now about 3,000 positions that are unfilled; yet the annual supply of park and playground directors is only

*Government Manpower for Tomorrow's Cities

about 600. Many public recreation directors currently holding jobs are close to retirement age -- according to the Municipal Manpower Commission, their average age is 58.

Statistically, there are two jobs for every one person who is academically equipped to be a city manager. Reports from HHFA field offices and from local housing and renewal agencies indicate that the shortages are increasing. The problem in the level of skill among present urban employees is equally intense. It has long been a practice in cities to keep jobs filled even at the price of using undertrained persons.

Title VIII of the 1964 Housing Act was designed to help remedy the shortages as well as to upgrade the skills of present urban employees. This program has not yet been funded nor is the authorization (\$30 million) adequate for more than a beginning.

The "Higher Education Act of 1965" would authorize \$50 million for "community service programs" which would be an educational program "designed to assist in the solution of urban and suburban problems". In an earlier version of this bill all but two of the educational activities which were to be supported fell outside the sphere of urban government and government related activities. How much attention will be given under the final act to these problems will be administratively determined.

Assuming that part of the \$50 million authorized in the "higher education act" will be spent to help retrain urban government employees and workers in government related activity, there will still be need for training programs geared specifically for urban public employees. Adequate funding of Title VIII of the 1964 Housing Act would remedy this. Joint efforts by the Office of Education and the Department of Housing and Urban Development could help establish a significant number of in-service training programs throughout the country.

Pre-service training for urban employment (as contrasted with in-service training which would presumably be eligible under the Higher Education Act) could be supported under Title VIII of the 1964 Housing Act if appropriations were to be made. Support for pre-service training would enable colleges and universities to offer undergraduate and graduate training geared specifically to urban affairs. Only a few universities (University of Pittsburgh being the best example) presently offer programs of study in this area. Generally a student must major in one of the traditional disciplines where some emphasis may be put on urban problems.

Under the Manpower, Training, and Development Act the Department of Labor provides refresher training in several areas of urban affairs -- firemen, sewer and water officials. The Department of Justice has a National Academy for Police Administration and Training. This is a large program which will soon train as many as 1200 police officers annually. Instructors are also available to train local police in various fields at the request of the local police chief.

Of the many categories of urban employment, education and law enforcement appear to have the best training support. There is some but far too little training in technical fields such as sanitary engineering and tax assessment. There is virtually no in-service training support available for the urban generalist on urban administration. This last category was underscored as a critical shortage area by the Municipal Manpower Commission.

Recommendation:

After a more detailed study of training in urban affairs now being supported by the Departments of Justice and Labor and that which is intended under the Higher Education Act of 1965, a much expanded Federal effort in

training for urban affairs should be formulated and proposed. It would highlight the neglected areas -- urban administration, tax assessment, etc.. The expanded program would be formulated jointly by the Office of Education and the Department of Housing and Urban Development. Title VIII of the 1964 Housing Act will have to be funded to help carry out such a program. A division of labor between Office of Education and Department of Housing and Urban Development will enable each Federal program to focus on needs most closely related to the agencies' general urban efforts. Specialized programs in police training should be expanded according to demonstrated needs.

The National Science Foundation now accepts applications for fellowship aid in urban planning and has made awards in this area. The NSF fellowships are intended primarily for scientific programs rather than applied programs such as urban planning. NDEA fellowships are intended to help train college teachers rather than practitioners.

The few fellowships in urban affairs which the NSF will be able to award should be supplemented by a fellowship program aimed directly at the training of urban practitioners. Fellowships in urban affairs are authorized under the 1964 Housing Act. But like the training provision of this Act the fellowship program has not yet been funded by Congress. Under the present authorization approximately 85 fellowships could be awarded per year. There is clear need for this number of awards in urban planning alone. If the fields related to urban planning (urban economics, for example) are to get even minimum attention at least another 100 fellowships are needed annually.

There is a need for assistance to students as well as to institutions. Less than fifty graduate fellowships are offered nationally to students in urban planning and there is little if any special assistance (beyond the fellowships awarded in the general field) for students pursuing graduate programs in urban sociology, urban economics, and other fields related to urban development programs.

Task Force on Urban Affairs and Housing
Report of Subcommittee on Topic 7

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Development of proposals to encourage metropolitan area planning by use of current programs, e.g., the attachment of planning requirements to existing programs and/or the consolidation of existing programs under a single planning requirement (e.g., mass transit). The relationship of this proposal to point 1 should be considered.

The metropolitan areas of the United States have emerged as the arenas where critical issues of the nation must be resolved -- where the problems of today and the needs of the future must be taken care of. But it is in these areas that we most seriously lack the tools and the institutions for achieving understanding, for developing intergovernmental cooperation, for doing areawide planning and for getting action that is bold enough to meet areawide needs.

While major progress has been made towards the formulation of national goals for urban areas, not enough has been done to give reality to these goals. We know that we want to make the city more livable for all people, but we have so far only begun to move towards the improvement of the urban condition.

To achieve progress, comprehensive planning is being established as an instrument to help bring about, within the context of the creative federalism to which this Nation is dedicated, a better urban environment for all. Planning can give tangible form to social, economic and physical development objectives. It can permit decision-making based on knowledge of the environment, on the community's and individuals' needs, and on an explicit range of choices. It provides a framework for development within which decisions can be carried out and activities of governments and private enterprise better coordinated. It can enhance local initiative, promote responsible state action and provide guidelines for federal aid to state, metropolitan and local community development.

In brief, planning can help achieve greater opportunity and a better environment for the people of the metropolis. But it will not, and can not,

do these things, unless there is determination and commitment to use metropolitan planning to attain our urban objectives. For there is no special magic in planning alone. The successful use of metropolitan planning depends on the establishment of close ties between planning and action programs and on the creation of necessary institutional and administrative arrangements to help make the planning process work.

Federal, state and local interests, responsibilities and programs all converge in the metropolitan area. No one level of government acting alone can make metropolitan planning work, nor assure its success. Together, they can do the job, with planning providing the means for a cooperative effort.

The federal role, however, is the key one. Other levels of government do not have the means of launching the required national effort. But their cooperation is crucial to its success, for the keystone to any federal effort must be the participation of states and local governments in coordinated programs for dealing with metropolitan areas and their problems.

* * *

There is now no single step or single program of the Federal Government that can provide the basis for a concerted attack on urban ills. The creation of a better life in better neighborhoods, better cities, better metropolitan areas, requires a wide array of existing, and possibly new, programs. It requires proper utilization of all these programs. It calls for more effective application of planning tools, and the development of systems approaches and performance standards for the metropolitan scene. Above all, it depends upon a new synthesis of efforts by localities, states, and the public.

Planning Requirements for Federal Programs

The process of comprehensive planning provides the quickest and most efficient way of coordinating federally-assisted urban development programs towards the achievement of federal, state and local goals and objectives. Actual development of objectives and plans is a local or state or joint responsibility. Concurrently, planning must be so structured as to meet the needs of individual programs. To meet national goals, the process also has to operate in accordance with appropriate federal criteria. Given this interrelated approach, major progress can be made towards the development of plans for cities and metropolitan areas that can serve as blueprints for coordinated use of our physical, economic and social resources.

The President has said: "New and existing programs will be open to those cities which work together to develop unified long-range policies for metropolitan areas."

There are today, 70 federal assistance programs that affect urban development. (In 1962 there were 43; in 1950 -- 21.) These programs cover the gamut of urban activity. Some are directed specifically towards solving urban problems; others affect urban areas as part of state-wide or rural programs. The impact of some is definitely metropolitan-wide in nature; others have but a local community or neighborhood effect.

Of the 70 programs, only 15 have an adequate planning base; 8 are deemed not to require a planning prerequisite. Most are geared primarily to promoting the narrow objectives of the specific activity being assisted. Recognizing that each program will always have a series of primary and secondary objectives, it is important to affirm that one basic goal of all activities, and certainly each one assisted by the Federal Government, must be the overall betterment of entire metropolitan areas, including not only the physical environment but also the welfare of the people.

The method towards this goal is demonstrated under the urban mass transportation act: to be eligible for federal assistance, a project must be part of a short-range, areawide transit development and coordination program; this program must be based on long-range areawide transportation planning covering transit, highways and other facilities; transportation planning, in turn, must be part of areawide comprehensive planning, which also deals with land use, water- and sewers, open space and recreation, housing, health facilities, and other facets of urban development. Comprehensive planning is to be conceived and carried out to attain urban goals and objectives, by providing an effective and realistic basis for actual developmental decisions and activities. This approach assures that realistic action-programming takes place and that short-range decisions for transit are made within the broader context of planning for entire urban areas.

Following the President's call for metropolitan planning, the Housing and Urban Development Act of 1965 established firm planning requirements for the open space, basic water and sewer facilities, and other programs. The planning requirements in each instance took cognizance not only of the need for comprehensive and functional planning and programming, but also took account of the fact that some of these activities will have areawide implications and others will concern only individual communities or subareas.

A follow-through in the same direction for other programs is urgently required. It is therefore proposed that:

1. All proposed new programs should be analyzed for their metropolitan and urban implications and appropriate planning requirements recommended for enactment in law and regulations.
2. All existing programs affecting urban development should be reviewed to determine what, if any, legislative, executive or administrative action is required to establish planning requirements that assure

the proper relationship of assistance rendered under the program to broad urban development objectives and comprehensive planning. Priority for remedial action needs to be given to those programs having a significant areawide development impact and those forming segments of important functional systems of interrelated facilities (e.g., transportation or water and sewer).

3. Clear responsibility and coordinating arrangements should be set for administering urban area planning requirements. Consistency in the development and application of planning criteria must be assured, for the benefits of the best planning requirements can be dissipated through uncoordinated administration.
4. Metropolitan area action to meet federal planning and programming requirements should be facilitated by the establishment under the new department of regional representatives in metropolitan areas, the provision on a coordinated basis of technical assistance, and the liberal availability of Section 701 urban planning assistance to help meet planning and programming requirements of all federal programs.

HHFA is currently preparing a study for the Bureau of the Budget on administration of urban comprehensive planning requirements and grants. The report, due in two weeks, analyzes the character of the planning process, establishes criteria for federal planning requirements, makes a program-by-program review of adequacy of planning requirements, and deals with the whole gamut of coordination and administrative arrangements and needs. This analysis and the recommendations can provide a basis for follow-through on Administration policy in respect to metropolitan planning and program requirements.

(Cost: No new program is proposed -- the real impact of the proposals is through existing federal assistance programs. There would be some increased costs for planning grants and administration (e.g., \$10-\$20 million a year), but long-run economies by increased effectiveness of federal and local investments should repay many times if this planning requirements approach is even a partial success.)

Metropolitan Action Program

Comprehensive planning helps assure that individual programs and projects will be adequately related to each other and to overall objectives for development. But planning can only point the way; it cannot stimulate development or achieve action. Moreover, its emphasis on physical development can be restrictive. If we are to deal successfully with the social, economic and governmental as well as the physical needs of our metropolitan areas, then a unified and concerted effort is required, an effort that will lead from plans to action. If our goal is the general improvement of the quality of urban life, then a strategy that includes planning -- but also goes beyond it -- is needed.

* * *

One means of marshalling a total metropolitan effort is through a metropolitan action program. A metropolitan action program is conceived here as a cooperative, evolving effort by the local, regional and state agencies engaged in metropolitan development activities and the provision of social services to (1) systematize regional information, (2) formulate goals, (3) prepare plans, (4) make decisions and (5) carry out coordinated action programs. Beyond these basic planning and coordinating functions, it is quite conceivable -- and possibly most desirable -- that the initial organizational arrangements through which a metropolitan action program is developed would evolve to include continuing fiscal allocation and program operation responsibilities.

A first step under the metropolitan action program would be a comprehensive inventory of needs and goals. A "state of the region" estimate would cover the full gamut of social, economic, physical, governmental and fiscal needs and resources, and a full range of goals for development would be formulated.

Metropolitan planning would then be structured and used to provide short-range common grounds for physical and social programs within the framework of longer term trends, needs and objectives.

In this way, a metropolitan program base for regional decision-making will be created. Decisions can then be made on the basis of established priorities and an assessment of alternative means for achieving goals. And for the Federal Government, the metropolitan action program will provide a basis for analyzing and aggregating metropolitan needs throughout the nation, as well as for evaluating the relative needs of different metropolitan areas.

The metropolitan action program should lead to the establishment of institutions that can deal effectively with regional problems and with the implementation, not just preparation, of regional plans. The approach must be geared to gradual and long-term improvements in metropolitan structure and institutions, while providing an effective instrument for measuring the total metropolitan effort and for reinforcing the evolutionary processes for metropolitan action.

* * *

To achieve these ends, federal inducements and requirements are necessary. While there will be obstacles and resistance to overcome, there is also a great need for facilities and services that cannot or will not be provided without federal support. Federal aid incentives and requirements can therefore be applied to strengthen the metropolitan area's capacity to solve its own problems through the development and carrying out of a metropolitan action program. Not only RHA programs such as transit, open space, and water and

sewer facilities can be used, but highway planning requirements, areawide hospital planning and other federally assisted activities as well.

Elements of a metropolitan action program would be developed to suit the needs of individual metropolitan areas. But all areas would need to meet performance standards concerned with the means of goal formulation and decision-making, and with the integration and coordination of social, economic and physical development programs and services. Adequate areawide organizational structures would be required to serve the purposes of the program by bringing together responsible state and local governments and agencies into an effective working partnership.

It is not possible, of course, to spell out in detail the type of agency that will be required in metropolitan areas to prepare and carry through a metropolitan action program. As a matter of fact, it would not be desirable to do so. For, the diversity of metropolitan areas and the great variety of relationships between state, local and regional institutions can be expected to give rise to different solutions to the need for metropolitan organizational arrangements. Federal criteria need to be so applied as to recognize divergent interests existing in metropolitan areas and to point the area in the direction of continuing progress rather than towards the achievement of a specific organizational structure.

Federal criteria would need to be directed to the creation of an organization that (1) has an adequate legal and governmental base, (2) is representative of the area it serves, (3) has appropriate areawide coverage, and (4) maintains close ties with operating agencies at state and local levels.

The potential for establishing regional organizations exists. The evolution of metropolitan planning has provided some institutionalization of regional thinking. The creation of councils of local governments and public officials

is helping achieve a political forum for the metropolitan area. States, too, have shown some interest and concern for metropolitan problems. Notably, as a result of Federal-Aid Highway Act requirements, state highway departments have become deeply engaged in cooperative metropolitan transportation planning. The states have a particularly key role to play in effecting governmental solutions for metropolitan areas, and more state support and participation is needed.

The Federal Government's interest in the metropolitan action program is an obvious one. It can be the instrument for achieving national as well as local goals for urban development. Since the metropolitan action program would result in an annual statement of accomplishments, needs and projected activities, and since such a program would be subject to federal review and approval, the metropolitan action program could be the basis and the vehicle for federal broad purpose grants to metropolitan areas. By providing an interrelated measure of the social-economic-physical requirements of the metropolitan area, the metropolitan program would be particularly suited as a basis for block grants for both physical facilities and social services. Or, the metropolitan action program can be the means of activating a program of untied grants to metropolitan areas for urban services only, as discussed under Topic 1.

(Cost: The metropolitan action program would be a procedural device, based upon the utilization of existing federal assistance programs to achieve its objectives. The costs pertaining to the planning recommendations in the preceding sections would be equally applicable here, since planning constitutes a basic component of this program. Beyond that, cost would be nominal, restricted primarily to administrative expenses and some technical assistance to metropolitan areas. Block grants being requisite to this proposal, no estimate for them

ended.)

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State Participation in Metropolitan Development

The effectiveness of comprehensive planning, and the success of metropolitan action programs, is in substantial measure dependent on the states. While virtually all states have now legislatively authorized metropolitan planning, the state still must play a key role in action to carry out planning. Through their own and federally assisted programs, and through aids to local governments, the states are very much involved in many aspects of metropolitan development and services. The development of viable organizational forms at the metropolitan level requires state authorization and can often best be carried out with active state participation.

Even though the state has a major concurrent responsibility for metropolitan areas and must play a key role in any intergovernmental effort, its participation cannot be assumed. In such urbanized states as California and Connecticut, state involvement in joint efforts for metropolitan planning and development will be readily forthcoming. In most states, however, there has been little active involvement in efforts to meet metropolitan needs. The establishment of a requirement for state participation as a condition to federal assistance might therefore be self-defeating -- it might simply result in the withholding of federal benefits from metropolitan areas. Accordingly, the approach must be one of encouraging and assisting state participation in action to meet metropolitan area needs, rather than requiring it.

The President has emphasized the need for, and looks to the new Department of Housing and Urban Development to work on, strengthening "the constructive relationship between Nation, State, and city -- the creative federalism, which is essential to progress."

It is, therefore, proposed that there be established a new federal program of broad grants to the states to encourage their concern for and general involvement in urban and metropolitan development. Grants would be made to encourage establishment of a state office or department of urban affairs, to assist states in analyzing the structure of their local governments, to promote intergovernmental cooperation in metropolitan areas, to provide technical assistance, and to assist generally in effecting areawide action to meet areawide planning and development needs. (See attachment B for a more detailed outline of the proposal.)

The activities to be assisted under the proposal are in line with those recommended for state action by the Advisory Commission on Intergovernmental Relations and the Council of State Governments. Such activities by the states have also been endorsed by the U.S. Conference of Mayors, the National League of Cities and the National Association of Counties. Despite such broad support, and considering the scope of the recommendations and the gravity of metropolitan problems, the states generally have not responded. At the same time, actions that have been taken by some states do give promise that once the states start moving they can become true partners in metropolitan action programs. There is an increasing awareness especially among the more urban states, that the future of the state is very much tied to the future of its metropolitan areas. But most states have lacked the interest, resources and, so far, adequate incentives to act upon this realization.

Since exhortation has proven insufficient to obtain action by a significant number of states, and since the needs of metropolitan areas are upon us today, a direct inducement to the states is called for. Federal incentives and assistance have been a traditional means of encouraging action and could well be utilized again in this instance.

The proposed grant program can be similar in character to the federal state training program authorized by the Housing Act of 1964. It would be up to each

individual state to delineate the purposes to be accomplished by the state under its development program and to set forth the means proposed to achieve these purposes. The state program should be developed by an appropriate state agency in cooperation with city and county officials as well as state and regional organizations representative of local governments and local officials. Thus, the particular state program can be adapted to the needs and opportunities within the particular state, and developed through consensus of the public officials most directly concerned.

This proposed program has been under going quiet consideration since early 1965. A number of governors have written the President in strong support of federal grants for these purposes; Governor Hearnes of Missouri has been particularly active in this regard.

Originally, the National League of Cities and the National Association of Counties had some reservations about endorsing the proposal. While they favored state participation in the solution of metropolitan problems, some of their state organization affiliates have not looked with favor upon direct state involvement in urban affairs. However, at its July convention in Detroit, the National League of Cities went on record officially in favor of a new federal grant program to elicit state action along the lines proposed here. It is likely that other organizations will support, or not oppose, federal incentives and assistance to states.

(Cost: There now exists a latent potential among many states for action to apply the resources of state government to the needs of metropolitan areas; a financially rather modest federal effort may well trigger this potential. The cost of the cooperative federa-state program for urban development could be funded by an initial \$5 million for the first year, \$10 million for the second, and \$25 million for the third and any subsequent years.)

METROPOLITAN ACTION PROGRAM

Comprehensive planning provides a basis for assuring that individual projects will be adequately related to overall objectives and development programs. It facilitates coordination among programs and between individual projects. It is directed towards general urban improvement, though its prime area of concern today is physical development.

Nevertheless, planning can only point the way to action in the realm of metropolitan development. It cannot stimulate development, it cannot achieve action. If our goal is the general improvement of the quality of urban life, a strategy beyond that entailed in comprehensive planning is called for. If we are to deal successfully with the social, economic, physical and political needs of metropolitan areas, then a unified and concerted effort is required, an effort that will lead from plans to action.

One means of marshalling a total regional effort is through a metropolitan action program.

The metropolitan action program is conceived as a major step to cohesion in the metropolis. It is an approach fitted to the realities of modern life and organizational behaviour and emphasizes systems analysis and performance. It provides the initial mechanism to deal not only with physical, social and economic planning on an interrelated basis, but it is also a step towards coordinated action as well.

The program would be an evolutionary, cooperative effort by the local, regional and state agencies involved in development activities and in the provision of social services. It would be designed to systematize regional information, formulate goals, prepare plans, make decisions and carry out coordinated action programs. Beyond these basically planning and coordinating functions, it is

quite conceivable that the original arrangements through which a metropolitan action program is developed would evolve into fiscal allocation and operating responsibilities. This would in effect help fill the void created by the non-governmental nature of metropolitan areas.

The metropolitan action program, as its name implies, is designed to lead to action. The development of adequate yardsticks to determine whether it is being realized depends, of course, on proper informational inputs and regional evaluation techniques. Thus, a key ingredient in preparing and carrying out the metropolitan action program is establishment and operation of a full-fledged metropolitan information system, designed to facilitate planning, decision-making, allocation of resources and program implementation.

To be effective, the metropolitan action program must lead to the establishment of institutions that can deal with regional problems and with the implementation, not just preparation, of regional plans. As conceived, the approach is well geared to gradual and long-term improvements in metropolitan structure and institutions to the point where this objective is attained.

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The metropolitan action program is potentially the most effective instrument for stimulating and measuring total metropolitan effort and for reinforcing the evolutionary processes for metropolitan action. In this respect, it is much like the workable program for community improvement, that now is a prerequisite to the provision of assistance to municipalities under urban renewal, public housing and 221(d)(3) moderate-income housing programs. The keystone of the workable program is the community's "official plan of action... for the establishment and preservation of a well-planned community with well-organized

residential neighborhoods of decent homes and suitable living environments... (and) for utilizing appropriate private and public resources... to achieve the objectives of such a program..."

From the beginning, emphasis under the workable program for community improvement has been placed less on any "completed" plan or other program elements than on a program of continuous improvement, with evidence of progress towards overall community betterment. Flexible administration has made it possible to take into account differences between small and large cities, between those that had experience with the workable program and those that newly came under the program. Annual resubmission and recertification of the workable program have been required, coupled with a progressive tightening and strengthening of performance standards for each community at the time of recertification.

The existing workable program and its elements are designed to create conditions conducive to general improvement of the locality. Accordingly, the program deals not only with the adequacy of comprehensive planning and physical development, but also with code enforcement, adequacy of governmental organization for community improvement, and staffing and financing to carry out specific activities. It also has requirements for citizen participation, with special emphasis on the role of minority groups. The mechanism, thus, concerns itself variously with community improvement in the terms of physical, organizational, fiscal, social and other activities.

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The workable program is premised on the idea that federal aid alone cannot solve local problems, that a concerted local effort is required to achieve real and lasting solutions. As a precondition to federal assistance, it is a

means for encouraging a community into a positive course of action. The idea is not new in federal-local or federal-state relations. It follows the classical exchange of substantive benefits on the part of the national government for procedural requirements accepted by state and local institutions.

The metropolitan action program follows the general evolutionary and performance-standard concept underlying the workable program. However, the metropolitan action program, to accomplish its objectives, must be much more. It does not find its operating basis within a single existing local government; it cannot build upon already unified institutions and programs. Instead, the metropolitan action program must itself be the stimulant to new approaches and organizational arrangements at the metropolitan level.

The metropolitan action program would require the establishment of criteria suited to the needs of metropolitan areas. Criteria should, at the least, be concerned with process and procedures for metropolitan goal formulation and decision-making, and with the integration and coordination of developmental programs and public and social services. Elements of the metropolitan program would be developed accordingly. They would be geared to achieving the purposes of the program, with special emphasis on adequate area-wide organizational structure for developing and carrying out of programs of concern to the entire region. This structure would have to bring together responsible state and local governments and agencies into an effective, working partnership.

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A first step under the metropolitan action program would be a comprehensive inventory of needs and goals. In several areas, e.g., Philadelphia and Pittsburgh, metropolitan planning agencies have recently prepared reports on the "state of the region". Bringing together an analysis of trends, conditions,

needs and opportunities, such reports provide a basis for metropolitan action. When a "state of the region" estimate covers the full gamut of social, economic, physical, governmental and fiscal needs and available resources, then the groundwork is laid for a truly broad-scale attempt to meet the needs of metropolitan areas.

A further basic step of the metropolitan action program is the establishment of metropolitan goals. There have been some very promising efforts during recent years directed towards achieving agreement on physical, social, cultural, economic and other goals that should guide the growth of metropolitan regions. These efforts, involving governments, private groups and individual citizens, can provide the basic direction and purposes for metropolitan action programs.

Metropolitan planning, as discussed in the preceding section, is a basic element of the metropolitan action program. However, such planning as now exists deals mainly with physical facilities and, to a lesser extent, with economic development. One objective of the metropolitan program must be to achieve an integration of physical, social and economic planning and action. There are, of course, technical and procedural problems entailed in carrying out such an objective, but the basic obstacle so far has been the historic lack of common concern and cooperation and the organizational separation between those having primary responsibility for physical as against social planning and action.

Another major difficulty in bringing together physical and social planning is that the first traditionally has had a long-range perspective, while the latter has a very short-range, problem-solving, service orientation. But the proper structuring of the comprehensive planning process can provide a short-range common ground for physical and social programs. The basis for short-range

physical development programs already exist under the mass transportation, open space and water and sewer facilities programs. Further adaptations can be brought about -- the main concern must be that physical and social planning fit within a common institutional framework, so that mutual concern exists and mutual efforts are made to achieve a joint planning and programming process. This, as mentioned, is the keystone of the metropolitan action program.

Through inventory, goals development and the making of plans and programs, there can be provided a unified view of the existing needs of the region and the steps necessary to meet those needs as well as to accommodate future growth. The metropolitan program can thus facilitate determinations as to how each program can help maximize regional goals. It permits the establishment of priorities within the region. At the federal level, it can provide the basis for analyzing and aggregating total metropolitan needs throughout the Nation and for the evaluation of relative needs by metropolitan areas.

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There will obviously be serious obstacles and resistance to the giving up of the freedom of uncoordinated operation within the metropolitan arena in exchange for participation in a unified regional effort. Federal inducements and requirements will be necessary to achieve realization of the metropolitan action program. So long as there does exist needs for facilities and services that cannot or will not be provided without federal support, this means of eliciting local and state response will work. Thus, it is postulated that federal impetus can be applied on a coordinated basis through a metropolitan action program to speed the strengthening of the metropolitan area's capacity to solve its own problems, especially in terms of appropriate organization for action.

Several federal programs already require and support a continuum from planning to action. For example, the mass transportation program is predicated not only upon metropolitan planning, but it also requires a program for a unified or officially coordinated areawide transit system; the transit system program must deal with coordinated scheduling of capital improvements and coordination of operations. Similar coordinated system requirements apply to the open space and the water and sewer facilities programs of HHFA. Each of these program requirements requires that continuing responsibility be exercised for areawide comprehensive planning and for preparation and maintenance of the coordinated systems program. While each such program assumes that planning is under one metropolitan planning agency, there is no presumption that responsibility for coordination in the various functional areas will be exercised by a single agency or at a single point. The reason for this is the lack of a general government with responsibility for metropolitan areas and the existing diffusion of responsibility for meeting areawide needs.

Under the metropolitan action program, it is proposed that responsibility for comprehensive planning and for coordinated systems programming required under federal programs be vested in a single metropolitan organization. Not only HHFA programs such as transit, open space, water and sewer can strengthen such an organization or agency -- highway planning requirements, areawide hospital planning and other federally assisted activities can also work to strengthen the focal metropolitan institution. The prime objective of these arrangements would be to bring together operating decision-making as well as decisions of a planning nature.

The organization or agency that becomes the focus of regional development functions, can also be the prime instrumentality for programming and coordinating

activities in the economic development and social services fields, particularly where activities of a regional nature are involved. These economic and social activities could be steered towards a unified regional organization through incentives and requirements of such federal programs as are used to support these activities.

It is not possible, of course, to spell out in detail the type of agency that will be required in metropolitan areas to prepare and carry through a metropolitan action program. As a matter of fact, it would not be desirable to do so. For the great diversity of metropolitan areas and variety of relationships between state, local and regional institutions can be expected to give rise to different solutions in different areas.

Federal criteria for the organization responsible for the metropolitan action program should address itself to the characteristics deemed necessary: (1) that the metropolitan agency have organizational and governmental adequacy; (2) that its membership be of a representative character; (3) that the appropriate metropolitan area be covered; and (4) that close ties be maintained with operating agencies at the local and state levels. The criteria need to be so applied as to recognize divergent interests existing in metropolitan areas.

The potential for establishing regional organizations exists. The evolution of metropolitan planning, though slow, has provided some institutionalization of regional thinking. Of late, local governments, including big city mayors, have taken a special interest in metropolitan planning agencies and other regional organizations. The creation of councils of local governments and public officials is helping establish a political forum for the metropolitan area; the Housing and Urban Development Act of 1965 authorizes grants under the Section 701 urban planning assistance program to encourage the establishment

and assist the operation of intergovernmental regional councils. Regional study groups -- both governmental and civic in nature -- have been studying the need for regional organization to perform regional functions. States too have shown some interest and concern in metropolitan problems. Notably, as a result of Federal-Aid Highway Act requirements, state highway departments have become deeply engaged in cooperative metropolitan transportation planning. More state support of metropolitan development and service activities is needed. The states have a particularly key role to play in effecting governmental solutions for metropolitan areas.

The Federal Government's interest in the metropolitan action program is an obvious one. It can be the instrument for achieving national, as well as local goals in urban areas. By focusing the influence and impact of its programs, the Federal Government can hasten the processes of regional organization. Through requirements attached to programs of central city interest, participation of the central city can be obtained. Similarly, if benefits for suburban areas are tied to participation in regional efforts, their cooperation will be forthcoming. The states likewise can become partners in unified efforts towards metropolitan coordination and action. While parochial self interests often impede cooperative regional undertakings, the logic and need for metropolitan approaches are evident to most responsible government officials and citizens. Through the metropolitan action program, the Federal Government can provide the relatively small catalytic force sometimes needed to bring the divided parties together.

The metropolitan program can, in the long run, serve the goals and needs of all who have a stake in the region, for its elements and techniques should lead to these results: (1) continuing information-gathering that is program

review and evaluation oriented; (2) formulation of metropolitan-wide plans and functional development programs which reflect the planning continuum previously mentioned; (3) integration of social and physical planning with physical planning at the metropolitan level; (4) the resultant coordination of metropolitan activities; (5) improved regional organization for the performance of regional functions; (6) better utilization of professional staffs; (7) development of techniques for directing the carrying out of programs with a minimum of waste and inefficiency; (8) eventually, more effective utilization of resources through areawide budgeting.

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Questions of financing will, of course, be crucial to the realization of a workable metropolitan action program. The organization whose responsibility it is to prepare and carry out the program must have sufficient access to funds to help meet metropolitan-wide demands and to affect the allocation of resources by other agencies. Its expenditures will need to be related to, and would probably provide a basis for, an areawide budget for capital facilities and public services.

Since the metropolitan action program should result in an annual statement of accomplishments, needs and projected activities, and since such a program would be subject to federal review and approval, the metropolitan action program could provide both the basis and the vehicle for federal broad purpose grants to metropolitan areas. By providing an interrelated measure of the social-economic-physical requirements of the metropolitan area, the metropolitan program would be particularly suited as a basis for block grants for facilities and services necessary to carry out general or specific urban area objectives. Furthermore, the metropolitan action program can be the means of activating

a program of untied grants to metropolitan areas for urban public and social services, as discussed under Topic 1. (As an alternate within the context of the Topic 1 discussion, the metropolitan action program has the advantage of combining under one purview physical and social service benefits, thus giving greater leverage through potential withholding of benefits because of nonsufficient emphasis to social services as part of an overall metropolitan action program.)

PROPOSAL FOR A COOPERATIVE
FEDERAL-STATE PROGRAM FOR URBAN DEVELOPMENT

The President recently called for a planned approach to urban development within metropolitan areas. He has said: "The first step is to break old patterns -- to begin to think, work, and plan for the development of entire metropolitan areas."

A major obstacle to this is the absence of governmental machinery to carry out metropolitan development plans. Filling this gap will require state action as well as federal requirements and local initiative. One possible means of speeding action at the state level may be through incentives and assistance of a new federal aid program to support state efforts and resources for improving local government organization, structure and cooperation.

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The nation's major problems of urban development (transportation, water and sewer, open space, resources preservation, air and water pollution control, and guided suburban development) are increasingly metropolitan in nature and require planned and coordinated metropolitan action. Due to the absence of statutory authority and the multiplicity of local jurisdictions, adequate areawide arrangements are not being developed. As urban populations grow and metropolitan areas spread out to include an increasing number of separate political jurisdictions, the problem will become even more acute.

Special purpose districts are not solving the problems, nor are the present voluntary cooperative efforts of municipalities and counties because these are essentially piecemeal, ad hoc responses to immediate needs and pressures. This situation has hindered the operation of many federal, as well as state and local, urban development programs. Present conditions and practices make it virtually impossible to plan and program activities on the level and scale needed to keep up with metropolitan growth.

There is no simple or single solution to these problems. But a major key to action lies with the states -- ways must be found to bring the states into the urban development picture. They have the authority to establish order in metropolitan areas. The states can assume a more meaningful role in planned regional development by encouraging and fostering areawide planning and administration of urban programs and services.

The states have powerful, and, to some extent, unique powers permitting them to make a constructive contribution to meeting urban needs. These powers include geographic jurisdiction embracing one or more metropolitan areas, full legal and administrative authority to exercise direct action and leadership, major tax resources and revenue powers, and finally, control over the organization and powers of local governments. States are increasingly likely to play a major urban role because of (a) continuing urbanization of state populations in every region of the country (39 of the 50 states today are more

than 50% urban, as defined by the Bureau of the Census), (b) the increasing state expenditures for state and local services (growing at a rate of approximately 10% annually since 1953), and (c) the increasing recognition of the need for reform of the current pattern of local governments, for readjustments of local government powers, and for higher quality of development in urban areas.

The Council of State Governments has made a number of significant studies of urban development, notably "The States and the Metropolitan Problem" (1956) and "State Responsibility in Urban Regional Development" (1962). Proposals for state actions in this field have also been made by the Advisory Commission on Intergovernmental Relations and endorsed by the Council of State Governments and the major national associations of governmental officials (e.g., U. S. Conference of Mayors, the National League of Cities (ANA) and the National Association of Counties). But CSG and ACIR recommendations have been implemented only on a very limited basis. Thus, Wisconsin, Washington, Tennessee, New York, New Jersey, Alaska and Pennsylvania have set up state offices of local affairs. But these and other initial steps taken by California, Georgia, Minnesota, Oregon and other states do give real promise that states can act in concert with local government to deal with metropolitan area needs.

While some states have acted in limited areas, there is a clear recognition that more needs to be done in the urban development field. Those states that have pioneered in the local field need assistance to broaden their efforts. Other states have to be encouraged and assisted to initiate and pursue programs dealing with local problems.

The Federal Government has, and should clearly recognize, a direct interest in state participation in meeting the needs of urban development. Increasingly, federal aids to states and individual localities have an impact upon, and are affected by, the general patterns and characteristics of metropolitan areas. As a result, federal programs are looking to metropolitan planning as a means of providing an areawide framework for federally assisted programs: urban highways, open space, urban mass transportation, waste treatment facilities, airports and other facilities are being related to areawide planning through various incentives and requirements. New programs proposed by the President (including assistance for water and sewerage systems, new communities, etc.) are likewise being tied to planning.

The success of planning is, however, dependent upon effective execution of functional programs. It is here that the states have a direct interest and responsibility to assist localities in achieving more effective urban development. The Federal Government, in turn, can provide a nationwide basis for state participation in a cooperative attack on the problems of urban growth.

The pattern for such federal assistance and encouragement to states was set by Title VIII of the Housing Act of 1964. The Act established a new federal-state program of training and research in community development. Grants are made to states in accordance with a state plan which sets forth the objectives and activities to be carried out by the state; it is up to the state to determine the specific objectives and activities.

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Consideration should now be given to establishing a federal program of grants to the states to encourage state concern for an involvement in general urban and metropolitan development. Grants would be made to assist them in analyzing the structure of their local governments, to promote inter-governmental cooperation in metropolitan areas, and to assist generally in effecting areawide action to meet areawide planning and development needs. This program can be similar in character to the federal-state training program. It would be up to the state to delineate the purposes to be accomplished by the state urban development program and to set forth the means proposed to achieve these purposes. Such a state program should be developed by an appropriate state agency in cooperation with city and county officials and state and regional organizations representative of local governments and local officials.

The scope of activities to be covered by a federally assisted state urban development program would, of course, vary with individual state and local needs and conditions. The following are some sample ingredients of a state program:

- establishment of a state office of local affairs to make studies and analyses of local government problems; to advise the governor and legislature on coordination of state programs affecting urban development; to provide a central state contact for local governments and organizations representing them; and to provide a clearinghouse of information relating to common problems of local government and to state and federal services available for their solution;
- authorization, incentives and assistance for cooperative action among local governments in solving common areawide problems; promote establishment of voluntary metropolitan organizations of elected officials as a means of achieving areawide policy-making machinery;
- development of adequate legislative authority and local organization for effective metropolitan planning and development;
- establishment and support of metropolitan study commissions to examine arrangements for performance of areawide services;
- provision of technical assistance for problems of local government structure, financing, and improvement in the management of urban services, such as transportation, water and sewerage, code enforcement, housing, etc.;
- establishment of appropriate state and local arrangements for review of local government incorporation and for creation and supervision of special districts;
- study problems of assuring sound structure and financing of local government;

- 4 -
- assistance in development and adoption of building, housing, sanitation and other codes, particularly where regional uniformity is desirable;
 - establishment of demonstration programs to develop innovations in performance of regional services.

These and similar activities, carried on in collaboration with local governments and state agencies, would assist in providing a strengthened basis of local government and regional organization for meeting the needs of urban areas, large and small. Such a federal-state-local program can be an important vehicle for attaining the urban development goals outlined by the President in his State of the Union Address, and a practicable means for the effective sharing of these goals, and for stimulating action to realize them, on the part of states and local communities.

3/10/65

Examples of Open Space Acquisition for Delayed Use

- I. Lands acquired where limited public use is allowed with more extensive development contemplated in five - ten years.

Maryland National Capital Park and Planning Commission. Most of the lands acquired in northern Montgomery County have been retained in a natural state with the public allowed to use certain areas for fishing and hiking. Extensive development of these areas is contemplated in about five to ten years. (Md. OS-1 and Md. OS-8)

State of California - Department of Water Resources. Lands acquired in three applications were acquired in conjunction with the State's multi-billion dollar water resources program to serve as recreational areas surrounding large containment reservoirs being built in connection with the water resources system. These lands located in the Los Angeles urban area, are presently largely unuseable because of their rugged topography and distance from major highways. The state intends to develop them within the next ten years in various stages. (Calif. OS-31 and Calif. OS-57)

King County, Washington. Three large areas including a thriving dairy farm were purchased with open space assistance by King County. Public access is limited to hiking and swimming in all three areas. Development is contemplated by 1970. (Wash. OS-3 and Wash. OS-14).

- II. Lands acquired with no public access allowed-development contemplated in the future.

Cook County Forest Preserve District. In acquiring lands for the south greenbelt around Chicago, many of the lands acquired by the District have been large farms or forest areas. Most of the farms have been leased to the previous owners for farming purposes on one year renewable leases which the District may cancel when the lands are to be developed. (Ill. OS-5, Ill. OS-8, Ill. OS-18, and Ill. OS-19)

San Mateo County, California. In an extensive park acquisition program lands acquired in less populous portions of the county, the lands have been leased to their previous owners in some instances for farming, in others for free rent in lieu of maintenance. The lands will be reserved in this fashion until the spread of urbanization into this portion of the county requires the development of the land. (Calif. OS-51 and Calif. OS-64)

Madison, Wisconsin. Some of the lands acquired in the first open space application approved under the 1961 law have been leased for farming purposes until they will be developed as recreational areas. The lease is for a four year period. (Wis. OS-1)

- III. Use of life estates in acquiring land for open space purposes.

Long Island State Park Commission. In acquiring two large sportsmen's clubs on Long Island, the Commission used a reservation of interest to the former club owners for use of the club facilities. In one instance, the reservation was for two years (now expired) while the second club was reserved for ten years. According to appraisals obtained by the Commission, this means of acquisition saved the Commission almost half a million dollars in the cost of acquisition. (N.Y. OS-2)

Grove City, Pennsylvania. Grove City, completely lacking large community park facilities, was offered the opportunity of buying a large farm on the outskirts of town with a life estate reservation to the farmer-owner. The city purchased the land with the expectation that the reservation will last approximately ten to fifteen years. (Pa. OS-17)

Fairfax County, Virginia. The Fairfax County Park Authority has used life estates extensively in acquiring holdings which are not immediately useful for park purposes. The Authority prefers to use this method of acquisition instead of condemnation whenever possible since the costs are considerably less than condemnation court judgments in this portion of the Washington area. (Va. OS-5 and Va. OS-12)

In addition to these examples, other jurisdictions have acquired lands solely for conservation purposes with public use not contemplated. Eugene, Oregon, has acquired lands surrounding its airport to prevent incompatible use while the Milton Conservation Commission in Massachusetts has acquired stream lands to prevent pollution.

Task Force on Urban Affairs and Housing
Report of Subcommittee on Topic 8

Develop open space acquisition and Land and Water Conservation Fund programs so that open spaces on the rim of today's metropolitan areas are acquired to be held for parks and planned development of tomorrow's suburbs. This should be done in conjunction with the Department of the Interior.

The Problem:

Ample authority is now available for Federal assistance for the acquisition of open spaces on the rim of today's metropolitan areas to be held for parks in tomorrow's suburbs. Both the HHFA Open-Space Land Program and the Interior Department Land and Water Conservation Fund Program can provide 50 percent grants for this purpose. In a number of cases, applicants have acquired land with assistance under the Open-Space Land Program and plan to keep it in undeveloped use for some years before installing park and recreational facilities. Several states are looking well into the future in their plans and programs for parks and other open spaces. The State outdoor recreation plan required for assistance under the Land and Water Conservation Fund Program must include "an action program for a period of at least five years."

The Land and Water Conservation Fund Program is just beginning operations. The Congress has appropriated \$125 million under this program for fiscal year 1966, of which \$85 million is available to the states and local governments for planning, acquisition and development.

Under the Open-Space Land Program, which has recently been strengthened by an increase in its grant level to 50 percent, 401 grants to State and local public agencies have been approved as of August 19, 1965. These grants, totaling \$46.1 million, are assisting in the acquisition of 144,000 acres of

open-space land at an estimated total cost of \$168.3 million. There appears to be no need at the present time for recommending new authority in either program to further the purpose stated in Topic 8. However, there is a need to emphasize the advance acquisition of park land in the administration of both programs. Program guides and other informational materials, for example, should explicitly call attention to the fact that aid is available for advance acquisition of land for future park use.

The advance acquisition of land for planned future suburban development involves a set of considerations quite different from those relating to permanent open space with which the Open-Space Land Program and the Land and Water Conservation Fund Program are concerned. It is recognized, of course, that the location, size, and nature of open spaces are a major element in structuring and influencing the broad course of suburban development. But they do not provide control of the specifics of community development.

The problem of land for planned development on the rim of today's metropolitan areas is closely related to "new town" development assistance (Topic 4). It is, therefore, treated under Topic 4 as part of a broad program of new development assistance, including both new towns and suburbs contiguous to existing developed areas.