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MEMORANDUM FOR THE FILES:

**ON FRIDAY, APRIL 25TH, RUTHIE DRINKARD
TOOK LETTER TO ROLAND ELLIOTT'S OFFICE
FOR TYPING.**



DOMESTIC COUNCIL CLEARANCE SHEET

DATE: April 24, 1975

JMC action required by: A.S.A.P.

TO: JIM CANNON

VIA: DICK DUNHAM _____

JIM CAVANAUGH ~~_____~~

FROM: JIM FALK **f**

SUBJECT: General Revenue Sharing Letter

COMMENTS:

DATE: _____

RETURN TO:

Material has been:

_____ Signed and forwarded

_____ Changed and signed (copy attached)

_____ Returned per our conversation

_____ Noted



Jim Cannon

THE WHITE HOUSE

WASHINGTON

April 24, 1975

MEMORANDUM FOR: THE PRESIDENT
FROM: JIM CANNON
SUBJECT: General Revenue Sharing Letter

The attached letter has been prepared to be sent over your signature to all 50 Governors, 200 Legislative Leaders, 150 Mayors and 100 County Leaders throughout the country.

With your approval the letter will be prepared and sent. Bob Hartmann, Jack Marsh, Jim Lynn, Max Friedersdorf, Bill Seidman and I recommend your approval. Paul Theis and the Counsel's office have cleared the letter.

Approve _____

Disapprove _____

Attachment

April 25, 1975

Dear _____:

I am a strong believer in the Federal system of shared sovereignty which protects freedom of action and promotes creativity at all levels of government. This Federal system was designed to enable all Americans to be served by that level of government closest to them and best able to act in the public interest.

In 1972, we made an historic decision to support and advance our Federal system with the passage of General Revenue Sharing. I am proud to be one of the bipartisan group of leaders and Members of the House and Senate who worked together to pass Revenue Sharing.

Since that time, I have had numerous meetings with State and local officials, who have told me that their number one priority in Federal programs was the continuation of General Revenue Sharing. In these discussions, I emphasized that I would be a strong advocate for reenactment of this essential program.

Today, I sent to the Congress a message and a proposed bill which would continue General Revenue Sharing in substantially its present form for an additional 5 3/4 years.

In addition, I am proposing that Congress continue to increase the amount by \$150 million each year, so that the total program over the full extended period will be \$39.85 billion.

My staff is sending you a copy of the message and the bill.

I am confident that you and the citizens you represent will benefit from this information and explanation of a program in which every American has a vital stake.

Sincerely,

Gerald R. Ford

(or)

I have asked the Domestic Council to provide you with a copy of my message to the Congress as well as the draft bill.

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1330
APR 24 1975

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Sincerely,

Gerald R. Ford

Almont \$ 40 billion

*I have asked the Economic Council
to send you with a copy of my message
to the Congress as well as the draft bill.*

THE WHITE HOUSE
WASHINGTON

Date 4/24/75

TO: Jim Cannon

FROM: JIM FALK *JF*

XX For your information

 For your appropriate handling

 For your review and comment

 Return to me

 Return to file

 Return to central files

Comments:

In discussing the Presidential letter to local elected officials with John Marsh, you may find it useful to have the attached legal memorandum to me approving our letter.

THE WHITE HOUSE

WASHINGTON

April 24, 1975

MEMORANDUM FOR: JIM FALK

FROM: KEN LAZARUS *KL*

SUBJECT: Anti-lobbying Provisions: Draft Letter to state and local elected officials on revenue sharing.

Attached are copies of two memos which explore the impact of relevant anti-lobbying provisions on efforts to expand and elaborate upon Presidential legislative initiatives.

Consistent with these analyses, it is my opinion that your draft letter to state and local elected officials does not run afoul of either anti-lobbying provision for two reasons. First, the legislative history behind these restrictions makes clear that they are intended to prohibit only attempts by the Executive branch to influence the Congress through the public. Secondly, even assuming that this type of letter is subject to relevant prohibitions, it seems equally clear to me that the intent behind your letter and the actual language which is employed is consistent with the President's valid "information and explanation" function and therefore does not run afoul of prohibitions on "publicity and propaganda".

I trust this satisfies your inquiry.

Attachments

THE WHITE HOUSE

WASHINGTON

January 17, 1975

MEMORANDUM FOR: KEN COLE

FROM: KEN LAZARUS *KL*

SUBJECT: Distribution of Information Relating to President's Economic and Energy Programs

You asked me to explore any legal restrictions which may be relevant to the printing and distribution of certain materials elaborating upon the President's economic and energy programs as recently discussed in the State of the Union Message.

Introductory Note

It is anticipated that the packet would include the Message itself, fact sheets and a series of Q and A's.

My understanding of the available avenues of distribution may be summarized as follows:

1. Press: Mailings are routinely made to the approximately 250 largest newspapers and 300 TV stations. Frequently, this list is expanded to cover an additional 1,000 daily newspapers. On rare occasions, mailings are also made to some 5,000 weekly publications.
2. Special Interest Groups: Bill Baroody apparently has compiled a list of some 2,000 special interest groups which have been invited to participate in White House briefings on the subject proposals -- some lesser number will actually participate. I am advised that this list of 2,000 represents but a fraction of potential special interest recipients.
3. State and local government officials: Jim Falk would anticipate a distribution covering approximately 350 state and local government officials.
4. Citizen distributions: The extent to which you are considering distributions to individuals, e.g. RNC mailing lists, is unknown.

Legal Authorities

There are two statutory provisions which bear on the use of appropriated funds in this context. 18 U.S.C. §1913, in pertinent part, provides that:

* * *

"No part of the money appropriated by any enactment of Congress shall, in the absence of express authorization by Congress, be used directly or indirectly to pay for any personal service, advertisement, telegram, telephone, letter, printed or written matter, or other device, intended or designed to influence in any manner a Member of Congress, to favor or oppose, by vote or otherwise, any legislation or appropriation by Congress, whether before or after, the introduction of any bill or resolution proposing such legislation or appropriation . . ."



* * *

In addition, a direct appropriation restriction is found in the Treasury, Postal Service, and General Government Appropriation Act of 1974, (Pub. L. 93-143) which includes the appropriations for the White House Office of the President. Section 607(a) of Title VI of that Act states:

* * *

No part of any appropriation contained in this or any other Act, or of the funds available for expenditure by any corporation or agency, shall be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress.

* * *

Provisions similar to Section 607 have been attached to appropriation acts since 1951. These provisions clearly signify Congressional sensitivity to the use of appropriated funds to pay for lobbying activities of government officials.

The distinction between the President's responsibility to inform the public regarding his legislative programs, for which appropriated funds may be used, and proscribed lobbying activities is difficult to draw. Generally, the transformation from "information and explanation" to "publicity and propaganda" would occur at the point where an honest evaluation of the activities involved requires the conclusion that the activities are primarily designed to influence Congress with respect to specific legislation under consideration.

Discussion

In applying the standards noted above to the situation at hand, the following distinctions can be drawn:

1. It would appear that the bulk of the materials intended for distribution relate not to Presidential action but to proposals for legislative action. Therein lies the basic rub. In order to contain the effort within the "information and explanation" function as opposed to "publicity and propaganda", your efforts should be carefully circumscribed.
2. As a general rule, you would be operating within the "information and explanation" function in responding to any express or implicit inquiry for elaboration on the President's proposals. Clearly unsolicited mailings (other than distributions to the media) would tend to draw your effort outside permissible boundaries.
3. Quantitative distinctions, although not very helpful, have also been made. Although evidence of an actual criminal violation could not be established, Congress has objected to efforts to "saturate public opinion" in favor of particular programs pending in Congress as violating the spirit of the anti-lobbying provision. Investigations of such efforts have been conducted in the past both by the Congress [H.Rept. 2474 (1948) and H.Rept. 3239 (1951)] and by GAO at its request [Hearings Before House Select Committee on Lobbying Activities, 81st Cong. 2d Sess. (1950)].
4. The nature of a group of recipients obviously could be reflective of the intent of the distributor. Thus, a mailing to a group of Washington "representatives" would likely run afoul of the statute.

5. Distributions to the media would clearly appear to be authorized, assuming the scope of the distribution is not extraordinary and is not based on any prior commitments which may have been received.

6. Obviously, in any distribution that is made, readers should not be asked to communicate with Congress to support the President's program.

Recommendations

Based upon the foregoing discussion, it is my opinion that appropriated funds could be used to cover the costs of printing and distributing an appropriate packet of information to: (1) customary media recipients; (2) the state and local government leaders suggested by Jim Falk; and (3) those special interest groups which explicitly request the material or implicitly indicate an interest in the subject matter by virtue of their attendance at White House briefings.

Beyond these groups, any distributions at public expense would be questionable. Of course, such additional bulk mailings could be relegated to the Republican National Committee. The RNC would have to absorb the costs of printing, envelopes, postage, etc. The documents would be commercially printed. The envelopes could be imprinted with some indication of presidential origin but official White House envelopes paid for from appropriated funds should not be turned over to the Committee.

#

THE WHITE HOUSE

WASHINGTON

February 24, 1975

MEMORANDUM FOR: FRANK ZARB
FROM: KEN LAZARUS *KL*
SUBJECT: Anti-Lobbying Provisions

You requested some guidance on the restrictions imposed by certain anti-lobbying provisions relative to the conduct of your office.

I. Relevant Statutes

Two statutory provisions are relevant to your inquiry. First, 18 U.S.C. 1913 (Tab A) generally proscribes the utilization of appropriated funds to influence in any manner a Member of Congress to favor or oppose any legislation or appropriation. Second, a direct appropriation restriction to the same effect is contained in Section 607(a) of the General Appropriations Act of 1975 (Pub. L. 93-381) (Tab B). Provisions similar to Section 607(a) have been attached to appropriation acts since 1951.

II. Construction of Statutes

At the outset, it should be noted that there are no judicial or formal administrative precedents construing either of the provisions noted above. However, considerations of legislative history, consistent practice and constitutionality provide quite a bit of guidance.

A. Legislative History. 18 U.S.C. 1913 is derived from section 6 of the Third Deficiency Appropriations Act, fiscal year 1919. ^{1/} While the committee reports make no mention of this section, the floor manager of the bill in the House explained that:

^{1/} 41 Stat. 68.



* * *

"It is new legislation, but it will prohibit a practice that has been indulged in so often, without regard to what administration is in power -- the practice of a bureau chief or the head of a department writing letters throughout the country, sending telegrams throughout the country, for this organization, for this man, for that company to write his Congressman, to wire his Congressman, in behalf of this or that legislation . . ." 2/

* * *

The second provision relevant to this discussion, section 607(a) of the General Appropriations Act, derives from the Agriculture Appropriations Act, 1952, as a floor amendment in the House. 3/ The sponsor of the amendment, Congressman Smith of Wisconsin, was critical of the number of public relations personnel employed in the Government agencies and of the great volume of Government publications. He recommended his amendment and it was adopted in the context of stemming the flow of such publications. 4/ Although there was no discussion of this amendment in the Senate committee report and no mention of it in debate on the Senate floor, Senate discussion of the same amendment in the Independent Offices Appropriation Act disclosed a concern only with the expenditure of Government funds for personal services and publications intended to affect the course of legislation by molding public opinion. 5/ The enactment of this provision in the years since 1951 has been routine and without significant Congressional comment.

2/ 58 Cong. Rec. 403, May 29, 1919.

3/ 97 Cong. Rec. 5474, May 17, 1951.

4/ 97 Cong. Rec. 5474-75, May 17, 1951.

5/ 97 Cong. Rec. 6733-39, June 19, 1951; 97 Cong. Rec. 10065, August 15, 1951; 97 Cong. Rec. 10111, August 16, 1951.

B. Legislative Functions of the President. Article II of the Constitution, relating to the duties of the President, provides, in pertinent part, that:

* * *

" . . . he shall from time to time give to the Congress information on the State of the Union and recommend to their consideration such measures as he shall judge necessary and expedient."

* * *

In analyzing this provision, commentators are unanimous in the view that, in painting with such a broad brush, the Framers contemplated that the President would be an active power in legislation. ^{6/} His right, indeed duty, to propose legislation touching every aspect of American society and then to speed its passage down the legislative transmission belt has become so vital through the years that the President has been aptly termed the Chief Legislator. ^{7/}

It is equally clear that the President cannot carry out his Constitutional duties in the legislative arena by himself and that necessarily he must entrust authority to his subordinates to act, and in turn to direct their own subordinates to act, in this arena in his stead. Congress itself has given specific recognition to the propriety of "lobbying" activities on the part of Government officials in section 308 of the Federal Regulation of Lobbying

^{6/} See e.g. Norton, The Constitution of the United States, Its Sources and its Application (1940), p. 123; Rossiter, The American Presidency, (2d e. 1960), p. 113; and Corwin, The President, Office and Powers, (4th ed. 1957), pp. 265-277.

^{7/} Chamberlain, The President, Congress and Legislation, (1946) p. 14.



Act of 1946. 8/ That section in general imposes registration requirements on persons who are paid for attempting to influence passage or defeat of any legislation by Congress. However, certain categories of persons are excepted from these requirements, including in particular "public officials acting in an official capacity". 9/

It is apparent that 18 U.S.C. 1913 and section 607(a) of the General Appropriations Act were enacted for essentially the same purpose, viz. to prohibit attempts by the Executive Branch to influence the Congress through the public. However, applied literally they would seem to preclude the exercise of legislative responsibilities grounded upon constitutional doctrine. Therefore, these statutes have been observed by both the Legislative and Executive Branches in the light of their common purpose. 10/

It should also be noted that these provisions should not be construed to derogate the right and responsibility of the Administration to inform the public of its programs and policies.

8/ 2 U.S.C. 267.

9/ See also Hearings, Select Committee on Lobbying Activities, 81st Cong., 2d Sess. which points to the need for substantial "lobbying" activities by the Executive Branch.

10/ With respect to direct contact with Members of Congress, however, certain congressmen have asserted a contrary principle. Their concern seems to stem from the prospect of hundreds of faceless bureaucrats roaming about the halls of Congress.

III. Basic Operating Principles

The vast majority of questions involving the application of the two instant provisions may be resolved by following one of several basic operating principles.

A. Utilization of appropriated funds. In order to run afoul of either the direct appropriation restriction or the criminal sanction, one must commit public funds to the "lobbying" effort. In this regard, 18 U.S.C. 1913 proscribes the use of public monies to pay for such items as printing or mailing costs, telephone or telegram bills, advertising or personal services. Obviously, the statutes can be completely disregarded in instances where the effort does not have any direct or indirect costs associated with it or when costs are paid from political coffers, e.g. the Republican National Committee. Close questions can arise regarding the presence or absence of identifiable or allocable costs. Consider the following:

Example #1. During normal business hours, you devote an identifiable amount of time (e.g. one hour) to the exclusion of your statutory functions, exhorting an assembled group of business executives to lobby key congressional committee chairman in support of the President's position on oil tariffs.

Example #2. During a brief, chance encounter with a major union official, you request that he lobby a key Senator in support of an extension of the voting rights act which has been proposed by the President.

Example #3. You are planning a trip to the West Coast to consider oil spill problems and intend to use a government plane. You are assured that the cost of the trip would not be increased even

marginally if you were to take along a leading conservation advocate in order to enlist his support for the Administration's legislative proposals requiring new tanker standards intended to reduce spill problems.

None of these activities would demonstrate the ultimate in discreet judgment. As to the first example, one could argue that a portion of your salary was being diverted to the lobbying effort. Although this construction strikes me as tenuous, such unnecessary risks should be avoided.

The second and third examples point to the problem of marginal or unidentifiable costs. Although neither of these situations would appear to be violative of the anti-lobbying provisions, they raise problems of appearance that also should be avoided since those individuals and organizations following these provisions are an extremely litigious lot.

B. Focus on legislation. Bear in mind that these prohibitions apply only to efforts at influencing congressional action. A discussion of Presidential goals and programs outside the legislative arena may be conducted unencumbered by these restraints. Also bear in mind, however, that virtually all of the President's economic and energy proposals require legislative action and thus are subject to the provisions under discussion.

C. Valid informational purposes. Assuming that a particular project has certain attendant costs, the distinction between the Administration's responsibility to inform the public regarding its legislative programs, for which appropriated funds may be used and proscribed lobbying activities is difficult to draw. Generally, the transformation from "information and explanation" to "publicity and propaganda" would occur at the point where an honest evaluation of the activities involved requires the conclusion that the activities are primarily designed to influence Congress with respect to specific legislation under consideration. As a general rule, one would be operating clearly within the "information and explanation" function in responding to any express or implicit inquiry for elaboration on Presidential legislative proposals.

1. Members of Congress. As noted above, the two provisions under discussion are not generally construed to reach direct communications to Members of Congress.

2. News media. It clearly would be within the "information and explanation" function to press the Administration's case with representatives of the news media.

3. Representatives of state and local governments. Discussions with representatives of state and local governments would appear to be permissible assuming traditional channels are utilized and the scope of the effort is not extraordinary.

4. Special interest and citizen groups. As a general rule, discussions with special interest/citizen groups should only be conducted in response to an explicit or implicit request for information on pending legislative proposals of the Administration. Special care should be taken in dealing with Washington "representatives".

IV. Closing Note

I hope that this information is responsive to your needs. Please give me a call if you care to discuss the matter further or in the event any troublesome questions arise.

prisoned not more than six months, or both; and shall forfeit his office.

June 25, 1948, c. 645, 62 Stat. 792.

Historical and Revision Notes

Reviser's Note. Based on Title 18, U.S. C., 1940 ed., § 193 (Mar. 4, 1909, c. 321; 107, 35 Stat. 1107 [Derived from R.S. 5452]).

The phrase "officer or employee of the United States or any agency thereof" was substituted for the phrase "inspector of steamboats" in view of 1946 Reorganization Plan No. 3, eff. July 16, 1946, 11 F.R. 7875, 60 Stat. 1097, abolishing inspectors and transferring their functions to the Coast Guard.

Minor changes were made in phraseology. 87. 80th Congress House Report No. 304.

Cross References

Commandant of the Coast Guard to perform functions pertaining to inspection of vessels, see note under section 1 of Title 46, Shipping.
Inspection of steam vessels, see section 361 et seq. of Title 46, Shipping.

Library References

Shipping § 17.

C.J.S. Shipping § 12.

§ 1913. Lobbying with appropriated moneys

No part of the money appropriated by any enactment of Congress shall, in the absence of express authorization by Congress, be used directly or indirectly to pay for any personal service, advertisement, telegram, telephone, letter, printed or written matter, or other device, intended or designed to influence in any manner a Member of Congress, to favor or oppose, by vote or otherwise, any legislation or appropriation by Congress, whether before or after the introduction of any bill or resolution proposing such legislation or appropriation; but this shall not prevent officers or employees of the United States or of its departments or agencies from communicating to Members of Congress on the request of any Member or to Congress, through the proper official channels, requests for legislation or appropriations which they deem necessary for the efficient conduct of the public business.

Whoever, being an officer or employee of the United States or of any department or agency thereof, violates or attempts to violate this section, shall be fined not more than \$500 or imprisoned not more than one year, or both; and after notice and hearing by the superior officer vested with the power of removing him, shall be removed from office or employment.

June 25, 1948, c. 645, 62 Stat. 792.

Publicity or propaganda.

U.S. Postal Service Service employees, communication with Congress.

Interdepartmental groups, expenses.
59 Stat. 134.

Space and service charges and building improvements.

73 Stat. 479.
40 USC 601 note.
40 USC 603 note.
U.S. or Postal Service guards, funds.
40 USC 603 note.
84 Stat. 739.

Sec. 607. (a) No part of any appropriation contained in this or any other Act, or of the funds available for expenditure by any corporation or agency, shall be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress.

(b) No part of any appropriation contained in this Act shall be available for the payment of the salary of any officer or employee of the United States Postal Service, who—

(1) prohibits or prevents, or attempts or threatens to prohibit or prevent, any officer or employee of the United States Postal Service from having any direct oral or written communication or contact with any Member or committee of Congress in connection with any matter pertaining to the employment of such officer or employee or pertaining to the United States Postal Service in any way, irrespective of whether such communication or contact is at the initiative of such officer or employee or in response to the request or inquiry of such Member or committee; or

(2) removes, suspends from duty without pay, demotes, reduces in rank, seniority, status, pay, or performance or efficiency rating, denies promotion to, relocates, reassigns, transfers, disciplines, or discriminates in regard to any employment right, entitlement, or benefit, or any term or condition of employment of, any officer or employee of the United States Postal Service, or attempts or threatens to commit any of the foregoing actions with respect to such officer or employee, by reason of any communication or contact of such officer or employee with any Member or committee of Congress as described in paragraph (1) of this subsection.

Sec. 608. No part of any appropriation contained in this or any other Act, shall be available to finance interdepartmental boards, commissions, councils, committees, or similar groups under section 214 of the Independent Offices Appropriations Act, 1946 (31 U.S.C. 691) which do not have prior and specific congressional approval of such method of financial support.

Sec. 609. Appropriations available to any department or agency during the current fiscal year for necessary expenses, including maintenance or operating expenses, shall also be available for payment to the General Services Administration for charges for space and services and those expenses of renovation and alteration of buildings and facilities which constitute public improvements, performed in accordance with the Public Buildings Act of 1959 (73 Stat. 749), the Public Buildings Amendments of 1972 (86 Stat. 216), or other applicable law.

Sec. 610. Funds made available by this or any other Act to the fund created by the Public Buildings Amendments of 1972 (86 Stat. 216), and the "Postal Service fund" (39 U.S.C. 2003), shall be available for employment of guards for all buildings and areas owned or occupied by the United States or the Postal Service and under the charge and control of the General Services Administration or the Postal Service, and such guards shall have, with respect to such property, the powers of special policemen provided by the first section of the Act of June 1, 1948 (62 Stat. 281; 40 U.S.C. 318), but shall not be restricted to certain Federal property as otherwise required by the proviso contained in said section, and, as to property owned or occupied by the Postal Service, the Postmaster General may take the same actions as the Administrator of General Services may take under the provisions of sections 2 and 3 of the Act of June 1, 1948 (62 Stat. 281; 40 U.S.C. 318a, 318b) attaching thereto penal consequences under the authority and within the limits provided in section 4 of the Act of June 1, 1948 (62 Stat. 281; 40 U.S.C. 318c).

April 25, 1975

Dear _____:

I am a strong believer in the Federal system of shared sovereignty which protects freedom of action and promotes creativity at all levels of government. This Federal system was designed to enable all Americans to be served by that level of government closest to them and best able to act in the public interest.

In 1972, we made an historic decision to support and advance our Federal system with the passage of General Revenue Sharing. I am proud to be one of the bipartisan group of leaders and Members of the House and Senate who worked together to pass Revenue Sharing.

Since that time, I have had numerous meetings with State and local officials, who have told me that their number one priority in Federal programs was the continuation of General Revenue Sharing. In these discussions, I emphasized that I would be a strong advocate for reenactment for this essential program.

Today, I sent to the Congress a message and a proposed bill which would continue General Revenue Sharing in substantially its present form for an additional 5 3/4 years.

In addition, I am proposing that Congress continue to increase the amount by \$150 million each year, so that the total program over the full extended period will be \$39.85 billion.

I have asked the Domestic Council to provide you with a copy of my message to the Congress as well as the ~~draft~~ ^{supped} bill.

I am confident that you and the citizens you represent will benefit from this information and explanation of a program in which every American has a vital stake.

Sincerely,

Gerald R. Ford



ow/10/75

Date

April 22, 1975

Dear _____:

Don't mention only states, not how states

I am a strong believer in the Federal system of shared sovereignty which protects freedom of action and promotes creativity at all ~~three Constitutional~~ levels of government. This Federal system was designed to enable all Americans to be served by that level of government closest to them and best able to act in the public interest.

X

In 1972, we made an historic decision to support and advance our Federal system with the passage of General Revenue Sharing. I am proud that I was one of a broadly based and bipartisan group of leaders and Members of the House and Senate who worked together to pass Revenue Sharing.

Since that time, I have had numerous meetings with State and local officials, and many have told me that their number one priority in Federal programs was the continuation of General Revenue Sharing. In these discussions, I emphasized that I would be a strong advocate for reenactment of this essential program.

Today, I sent to the Congress an official message and a bill which would continue in substantially its present form General Revenue Sharing for 5-3/4 years.

p 5
p 5

In addition, I am proposing that Congress increase the amount by \$150 million each year, so that the total program over the full extended period will be \$39.85 billion.

My staff is sending you a copy of the message and the bill.

I am confident that you and the citizens you represent know that every American has a vital stake in the continuation of this program, and I sincerely hope that you will lend your support to the passage of the extension of General Revenue Sharing at this Session of the 94th Congress.

X

Sincerely,

Gerald R. Ford

refer to signed statement by A

THE WHITE HOUSE

WASHINGTON

April 22, 1975

MEMORANDUM FOR: ROLAND ELLIOTT
FROM: JIM FALK 
SUBJECT: General Revenue Sharing Mailing

Attached at Tab A per our discussion is the letter from the President to the various elected officials whose names are provided on the lists at Tab B.

The letters should be prepared for mailing on Friday, April 25, the day the President will transmit his Message and Legislation to the Congress.

cc: Jim Cannon
Dick Dunham
Jim Cavanaugh

STATE LEGISLATIVE LEADERS

ALABAMA

Honorable Joe Fine
President Pro Tem
Alabama Senate
Montgomery, Alabama 36104

Honorable Joe C. McCorquodale, Jr.
Speaker of the House
Alabama House of Representatives
Montgomery, Alabama 36104

ALASKA

Honorable Chancy Croft
President of the Senate
Alaska Senate
Juneau, Alaska 99811

Honorable Mike Bradner
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Oklahoma House of Representatives
Oklahoma City, Oklahoma 73105

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Salem, Oregon 97310

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Harrisburg, Pennsylvania 17120

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Pennsylvania Senate
Harrisburg, Pennsylvania 17120

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Harrisburg, Pennsylvania 17120

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Providence, Rhode Island 02903

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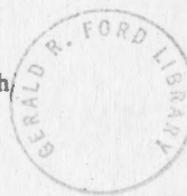
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Renewal of General Revenue Sharing

“There could be no more practical reaffirmation of the Federal compact which launched this country than to renew the program which has done so much to preserve and strengthen that compact - General Revenue Sharing.”

President Gerald R. Ford
Message to Congress
April 25, 1975

Department of the Treasury
Washington, D.C. 20220



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PRESIDENTIAL MESSAGE ON GENERAL REVENUE SHARING RENEWAL LEGISLATION

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In 1972, when General Revenue Sharing was passed, the Federal partnership was in trouble. The Federal Government, with its highly efficient taxing system, then collected some two-thirds of the Nation's total tax revenues. Federal revenues, particularly because of the income tax, grew with the economy. However, State and local revenues are more dependent on real property taxes and sales taxes. These governments had to meet rising demands for services and costs through endless rounds of tax increases. Simply stated, revenues had grown fastest at the Federal level, while needs were growing fastest at the State and local levels.

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PRESIDENTIAL MESSAGE ON GENERAL REVENUE SHARING RENEWAL LEGISLATION

TO THE CONGRESS OF THE UNITED STATES:

I am today transmitting to the Congress proposed legislation to extend and revise the State and Local Fiscal Assistance Act of 1972. The act, and the General Revenue Sharing program which it authorizes, expires on December 31, 1976. I strongly recommend that the Congress act to continue this highly successful and important new element of American Federalism well in advance of the expiration date, in order that State and local governments can make sound fiscal plans.

The Value of Federalism

The genius of American government is the Federal system of shared sovereignty. This system permits and promotes creativity and freedom of action simultaneously at three levels of government. Federalism enables our people to approach their problems through the governments closest to them, rather than looking to an all-powerful central bureaucracy for every answer.

With the Federal Government heavily committed to international affairs, the Nation's defense, the state of the economy and the energy problem, we need strong, effective State and local government to meet the everyday needs of our people—for good police and fire protection, education, transportation, sanitation, and the basic services of a well-governed society.

In 1972, when General Revenue Sharing was passed, the Federal partnership was in trouble. The Federal Government, with its highly efficient taxing system, then collected some two-thirds of the Nation's total tax revenues. Federal revenues, particularly because of the income tax, grew with the economy. However, State and local revenues are more dependent on real property taxes and sales taxes. These governments had to meet rising demands for services and costs through endless rounds of tax increases. Simply stated, revenues had grown fastest at the Federal level, while needs were growing fastest at the State and local levels.

The Federal Government, then as now, sought to help States and communities meet their needs through Federal aid. For the most part, this aid is in the form of categorical grants—that is, narrowly defined, closely controlled grants for specific purposes. Today, over one thousand of these categorical grants are available for almost every imaginable objective.

However, the necessity to go to Washington for the solution to many local problems has had a stifling effect on the creativity and accountability of State and local governments. Along with Federal aid comes Federal restrictions which limit local initiative and flexibility.

Furthermore, until the concept of block grants was developed, States and localities were limited to categorical grants which were designed to lead State and local governments in new directions. Consequently, the recipients, all too often, headed in the direction where the grant monies were available, rather than where their genuine needs existed.

Finally, much of the aid the Federal Government makes available has to be matched by State and local funds. The impact of this requirement is often to aggravate rather than to alleviate a State or local government's financial plight.

This was the situation the executive branch and the Congress faced in 1972—a Federal system endangered by the growing impoverishment of two out of the system's three partners. This is the situation that the Federal Government wisely met, by the passage of General Revenue Sharing.

This program has been a resounding success. Since its enactment, General Revenue Sharing has provided nearly \$19 billion to 50 States and some 39,000 local governments—money which these governments could use as they saw fit to meet their priority needs. These Federal revenue sharing dollars have meant new crime fighting equipment and more police on the street, help for essential mass transportation, a better environment, improved fire protection and many other useful public activities. If some communities have not used their revenue sharing funds wisely, they are a miniscule fraction of governments which have used this money well.

The current revenue sharing act has also enabled individuals and citizen groups to play their part in determining the use of these Federal funds in their communities by placing the decision on the use of these funds at the local rather than the Federal

level. This citizen participation strengthens our democracy in the best possible way. It is my intention to strengthen our efforts to encourage the widest possible citizen participation.

The Need Goes On

General Revenue Sharing has also been the keystone of additional efforts to reform Federal aid. The new block grant programs, more decentralized grant management, joint funding projects and grant integration, improved program information, and executive reorganization have all been included in a large-scale effort to make better sense of and to get greater results from the billions granted to State and local governments.

The General Revenue Sharing program enacted in 1972 turned a corner. It caught a serious problem in time and helped us get back on the road to a sounder Federalism, of shared rights and responsibilities.

Many State and local governments are facing deficits with the prospect of having to raise additional taxes or cut services. Our States and localities are facing these adverse developments at a time when their fiscal responsibilities have mounted due to the impact of inflation on their expenditures and the tax burdens placed on citizens. Further, the present high unemployment is taking its toll in terms of lower tax receipts and higher costs on States and communities. This combination of financial pressures is likely to continue to bear down on these governments for the foreseeable future.

Many units of government, particularly in distressed urban areas, count on these funds for their budget planning. If the flow of shared revenues were to be turned off or scaled down, the results would be immediate and painful. Our efforts to revive the economy would suffer a serious blow. States, cities, counties and small communities would have to either cut back essential services causing increased public and related private unemployment or tax more or borrow more—thus defeating the objectives of our national efforts to reduce the total tax load and revive the economy.

Enactment of Federal revenue sharing was a wise decision in 1972. Its continuation is imperative now. Before deciding to recommend extension of this program, I directed that an exhaustive study be made of the present program to identify its strengths and weaknesses. This assessment has been carried out and has



taken into account the views of the Congress, State and local government officials, interested citizen bodies and private study groups analyzing government policy. I will also consider any significant findings which may yet emerge from studies presently underway.

Based on our review of this work, I am now proposing to the Congress legislation which will maintain the basic features of the existing revenue sharing program while offering several improvements.

The principal elements of the renewal legislation I am proposing are:

—The basic revenue sharing formula is retained. Experience to date suggests the essential fairness of the present formula and I recommend its retention.

—Funds will be authorized for five and three-quarters years. The effect of this provision is to conform the time period to the new Federal fiscal year.

—The current method of funding with annual increases of \$150 million will be retained to compensate, in part, for the impact of inflation. Over the five and three-quarters years, this level will produce a total distribution of Federal revenues of \$39.85 billion. By the final year, the revenues shared will have increased by \$937 million over the current level of payments.

—Recognizing the need to raise the existing per capita constraint on the basic formula, my proposal would permit those hard-pressed jurisdictions now constrained by the per capita limitation to receive more money. The impact of this change on other communities would be minimized by phasing the change in five steps and by the increase of \$150 million annually.

—To strengthen the civil rights provisions of the existing statute, the proposed legislation would authorize the Secretary of the Treasury to invoke several remedies to enforce the nondiscrimination provisions of the Act. This is accomplished by stating explicitly that the Secretary has authority to withhold all or a portion of entitlement funds due a State or unit of local government, to terminate one or more payments of entitlement funds, and to require repayment of entitlement funds previously expended in a program or activity found to have been discriminatory. This change will further enhance the Secretary's ability to ensure that none of our citizens is denied on grounds of race, color, sex or national origin the benefits of any program funded in whole or in part through revenue sharing.

—To strengthen public participation in determining the use of shared revenues, the proposed legislation requires that recipient governments must provide a procedure for citizen participation in the allocation of revenue sharing monies.

—The Administration proposal would also make reporting requirements more flexible to meet varying needs from community to community. The legislation would grant the Secretary of the Treasury greater latitude in determining the form of reports and the kind of information required of recipients. Similarly, he would have more flexibility to determine the method by which recipient governments must publicize their use of funds.

—Finally, the proposal requires a reconsideration of the program two years before its expiration.

Early Renewal is Important

I urge the Congress at its earliest convenience to begin deliberations on the renewal of the State and Local Fiscal Assistance Act of 1972. Effective planning at the State capitols, city halls, and county courthouses will require action in this first session of the 94th Congress. In fact, in the fall of 1975 many of our States and local governments will be preparing their fiscal year 1977 budgets. It will be essential for them to know at that time whether General Revenue Sharing funds will be available to them after December, 1976.

The expiration of the present General Revenue Sharing law is coincident with the year in which the Nation celebrates its bicentennial. There could be no more practical reaffirmation of the Federal compact which launched this Country than to renew the program which has done so much to preserve and strengthen that compact—General Revenue Sharing.

GERALD R. FORD

THE WHITE HOUSE
April 25, 1975

KEY PROVISIONS OF GENERAL REVENUE SHARING LAW

CURRENT AUTHORIZATION

\$30.2* billion to be distributed January 1972–December 1976.

Non-contiguous states (Alaska and Hawaii) appropriation of \$23.9 million, January 1972–December 1976.

Funds authorized and appropriated for entire 5-year period.

All units of general government to be eligible participants (States, counties, cities, towns, townships, Indian tribes and Alaskan native villages).

No general review of program required.

Money allocated by formula set forth in the law, using data supplied primarily by U.S. Bureau of the Census.

States receive $\frac{1}{3}$ of the funds distributed; local governments receive $\frac{2}{3}$.

Allocation to local governments limited to 145% of average statewide per capita allocation within their states.

Allocations to local governments are not to be below 20% of average statewide per capita allocation within their states.

To keep citizens informed, recipient governments must publish use reports in newspapers of general circulation. All media must be notified.

No provision to require assurance that there will be a public hearing or other method by which public may participate in deciding how shared revenues are to be spent.

RENEWAL PROPOSAL

\$39.85* billion to be distributed January 1977–September 1982.

Non-contiguous states (Alaska and Hawaii) appropriation of \$27.5 million, January 1977–September 1982.

Funds authorized and appropriated for entire 5 $\frac{3}{4}$ -year period.

No change.

Secretary of the Treasury to report to Congress two years before expiration date.

No change, except as noted below with regard to 145% maximum constraint.

No change.

145% limit to be raised to 175% by 6 percentage points per entitlement period in five steps.

No change.

Secretary of the Treasury may authorize other methods to publicize use information locally.

Recipient governments must assure the Secretary of the Treasury that public has access to a public hearing or other appropriate means of participation in decision-making for uses of shared revenues.

* The dollar amount for the renewal proposal includes \$75 million to be moved forward from the last months of the present program to provide linear stairstep increases in funding levels.

Key Provisions of General Revenue Sharing Law

CURRENT AUTHORIZATION

Law prescribes reports on amounts and purposes of planned and actual expenditures.

Law contains strong anti-discrimination requirement. Secretary's enforcement powers are stated in general terms: to refer matter to Attorney General for civil action, to exercise powers and functions provided by Title VI of Civil Rights Act of 1964, or to take such other action as may be provided by law.

Revenue Sharing funds may not be utilized to meet Federal grant matching requirements and the Davis-Bacon Federal minimum wage rate law applies to certain construction projects funded through revenue sharing. Local governments may use funds for any capital projects but only for operating and maintenance expenses of programs in eight priority expenditure categories.

RENEWAL PROPOSAL

Secretary of Treasury would have full discretion to determine form and content of recipients' use reports.

Strong anti-discrimination requirement and general powers retained. Secretary expressly authorized to withhold all funds or that portion used in discriminatory program or activity, to require repayment, and to terminate eligibility for one or more payments.

Restrictions retained in their present form.

A: \$30.2 billion over the five-year period. An additional \$23.9 million is provided for non-contiguous states: Alaska and Hawaii.

Q: What steps is the Administration taking to extend the program?

A: After careful review, the Administration is proposing a 5 $\frac{3}{4}$ year renewal along the general lines of the present program.

Q: Will the funding level of the new program be similar to that currently in effect?

A: Yes. The funding level is to continue to increase at the rate of \$150 million per year. \$39.85 billion would be provided for 5 $\frac{3}{4}$ years. It should be noted that this amount includes \$75 million moved forward from the last six months of the present program to provide linear stairstep increases in funding levels. The non-contiguous states of Alaska and Hawaii would receive an additional \$27.5 million.

Eligible Participants

Q: Who are the recipients of the money that is distributed through General Revenue Sharing?

RENEWAL PROPOSAL

Secretary of Treasury would have full discretion to determine form and content of reports. Reports would be submitted to Congress by December 1976.

Strong anti-discrimination requirements and general powers retained. Secretary expressly authorized to withhold all funds of that portion used in discriminatory program or activity to require repayment, and to terminate eligibility for one or more payments.

Restrictions retained in their present form. All new participants (states, territories, and Alaska and Indian tribal, and village).

No general waiver of program required.

Money allocated by formula set forth in the law, using data supplied primarily by U.S. Bureau of the Census.

States receive 65 of the funds distributed; local governments receive 35.

Allocation to local governments limited to 145% of average statewide per capita allocation within their state.

Allocations to local governments are not to be below 20% of average statewide per capita allocation within their state.

To keep citizens informed, recipient governments must publish reports in newspapers of general circulation. All media must be notified.

No provision to require assurance that there will be a public hearing or other method by which public may participate in deciding how shared revenues are to be spent.

CURRENT AUTHORIZATION

Law prescribes reports on amounts and purposes of planned and actual expenditures.

Law contains strong anti-discrimination requirements. Secretary's enforcement powers are stated in general terms; to refer matter to Attorney General for civil action, to exercise powers and functions provided by Title VI of Civil Rights Act of 1964, or to take such other action as may be provided by law.

Revenue Sharing funds may not be utilized to meet Federal grant matching requirements and the Davis-Bacon Federal minimum wage rate law applies to certain construction projects funded through revenue sharing. Local government may not use funds for any capital project but only for operating and maintenance purposes of programs in eight priority expenditure categories.

No change.

Increased by 5% by 1977 to 175% by 1981.

No change.

Secretary of the Treasury may authorize other methods to publicize use information locally.

Recipient governments must assure the Secretary of the Treasury that public has access to a public hearing or other appropriate means of participation in decision-making for uses of shared revenues.

QUESTIONS AND ANSWERS ABOUT HOW
GENERAL REVENUE SHARING WORKS
AND WHAT CHANGES ARE PROPOSED

Length of Program and Funding Levels

Q: When did the General Revenue Sharing program begin and for how long does it last?

A: The State and Local Fiscal Assistance Act (P.L. 92-512) was signed into law on October 20, 1972. Title I of the Act authorized General Revenue Sharing and made it retroactive to January 1, 1972. The first checks went out on December 11, 1972. The program is due to expire on December 31, 1976.

Q: How much money is being distributed under the present program?

A: \$30.2 billion over the five-year period. An additional \$23.9 million is provided for non-contiguous states: Alaska and Hawaii.

Q: What steps is the Administration taking to extend the program?

A: After careful review, the Administration is proposing a 5¾ year renewal along the general lines of the present program.

Q: Will the funding level of the new program be similar to that currently in effect?

A: Yes. The funding level is to continue to increase at the rate of \$150 million per year. \$39.85 billion would be provided for 5¾ years. It should be noted that this amount includes \$75 million moved forward from the last six months of the present program to provide linear stairstep increases in funding levels. The non-contiguous states of Alaska and Hawaii would receive an additional \$27.5 million.

Eligible Participants

Q: Who are the recipients of the money that is distributed through General Revenue Sharing?

A: All units of general government in the United States are eligible to receive General Revenue Sharing funds. Nearly 39,000 States, counties, cities, towns, townships, Indian tribes and Alaskan native villages are receiving the money on a regular basis.

Q: Must all units of general government participate in the program?

A: No. Local governments may elect to waive participation. When a government waives its revenue sharing money for an entitlement period, those funds are paid to the next higher level of government. Currently, one-third of one percent of all eligible governments have chosen not to participate directly in General Revenue Sharing.

Allocation Procedure

Q: How is the money allocated to recipient units of government?

A: The funds are distributed quarterly according to formulas contained in the law. Data relating to population, per capita income, tax effort and other factors are supplied, principally by the U.S. Bureau of the Census, for each unit of general government. Using sophisticated computer techniques, these data are applied to the formulas to compute amounts to be paid each recipient government during each entitlement period.

Q: Do governments apply for the money?

A: No. Unlike grants, shared revenues are "entitlement" funds which are distributed automatically, on a regular basis, in October, January, April and July.

Q: Does the legislation propose any change in the way revenue sharing funds are allocated?

A: Only one change is proposed. After careful evaluation of existing and alternative formulas, it was decided to propose a gradual rise in the 145% maximum constraint to 175% in five steps. This provision presently limits the entitlements of local governments to 145% of the average per capita allocation for localities in the States in which the jurisdiction is located.

Q: Why is the Administration proposing to raise the maximum constraint?

A: The increase would permit the basic formulas to function in a less constrained manner. Thus many governments with

high tax effort or low per capita income, or both, including some large urban governments, which have been constrained will receive more money. Due to the gradual rise of six percentage points per entitlement period in the maximum constraint and continuation of the \$150 million annual funding increases, virtually all other local governments will not suffer a decrease in funding.

Expenditure Decisions

Q: Who decides how revenue sharing money should be spent?

A: The basic purpose of the General Revenue Sharing program continues to be that of providing funds to be used to meet needs identified by the recipient State and local general purpose governments.

Q: Can revenue sharing funds be spent for any purpose?

A: Under both the present program and the Administration's proposed renewal program, all States and local governments must spend their "shared revenues" in accordance with the laws and procedures that apply to the expenditure of their own revenues. State governments are not restricted in the areas of activity for which they may use the money. Local governments (i.e., cities, counties, etc.) may use the funds for any *capital* project (capital, as defined by local law) or for *operating and maintenance expenses* of programs and projects in the following categories: public safety, public transportation, recreation, environmental protection, financial administration, health, libraries, and social services for the poor or aged.

Q: What general restrictions are imposed on uses of the money?

A: The President's proposal retains restrictions that now apply to all expenditures of shared revenues. The money may not be used to match other Federal funds. Use of the money in any program or activity in which there is discrimination because of race, color, national origin, or sex is prohibited. In addition, if shared revenues are to be used to pay 25 percent or more of the cost of a construction project, and if the total cost of the project is \$2,000 or more, then Federally established minimum wage rates must be paid (i.e., the Davis-Bacon Act applies).

Q: When must recipient governments spend their shared revenues?

A: Governments must use, obligate, or appropriate their shared revenues (including any interest they earn on the money) within 24 months from the end of the entitlement period to which the check is applicable, unless approval is obtained from the Office of Revenue Sharing for an extension of this time.

Q: How have governments been spending their shared revenues?

A: States and local governments together have spent approximately 60 percent of their shared revenues in the fields of public safety, education, and public transportation. During fiscal year 1974, State governments used 52 percent of their revenue sharing money in support of public education. The latest figures indicate that more money was spent during fiscal year 1974 to operate and maintain programs than for capital expenditures.

Reporting Requirement

Q: Does the Administration proposal seek to make any changes in the reports which recipient governments must file with the Office of Revenue Sharing?

A: Yes. The current law requires each recipient government to file two one-page reports with the Office of Revenue Sharing for each entitlement period. Prior to the beginning of each period, the recipient government must submit a report on its plans for use of the money it expects to receive for the coming period. After June 30 of each year, the recipient government must report for what purposes funds have been spent. The Administration proposal widens the discretion of the Secretary of the Treasury to determine the form and content of these reports so that the data obtained will be more useful to interested citizens and to the Federal Government.

Citizen Participation

Q: Is current information available to local citizens about the uses to which shared revenues are put?

A: Recipient units of government establish their own procedures to set priorities for using their shared revenues. The present law requires that each Planned and Actual Use Report be published in one or more newspapers which are published within the State and have general circulation within the geographic area of the recipient government involved. The proposed legislation seeks to improve this process by permitting the

Secretary of the Treasury to prescribe alternate procedures for publicizing reports. These would be utilized where it is determined that the requirement of publication in a newspaper is unreasonably expensive in relation to the amount of funds involved or where the Secretary finds that there are better methods for bringing information to the attention of residents of a community.

Q: Does the Administration's proposal further the goal of increasing public participation in the expenditure of revenue sharing funds?

A: Yes. The proposed legislation would add a new provision to the current law to require that a recipient government give written assurance to the Secretary that it provides its residents the opportunity of a public hearing or the like to give recommendations and views on how revenue sharing funds should be spent.

Revenue Sharing and Civil Rights

Q: Is there a provision in the proposed legislation to assure that revenue sharing funds are not used in a discriminatory manner?

A: Yes. Section 122 of Title I of the State and Local Fiscal Assistance Act of 1972 provides that "No person in the United States shall, on the ground of race, color, national origin, or sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with [entitlement] funds . . .". This provision is retained in the proposed legislation.

Q: Has the Administration proposed any changes in the section of the current law which empowers the Secretary of Treasury to secure compliance with the non-discrimination requirement?

A: Yes. The proposed legislation makes it clear that the Secretary has the flexibility to invoke one or more of several remedies where a recipient government is found to have used revenue sharing funds in a discriminatory activity. The legislation expressly states that the Secretary may withhold all or a portion of entitlement funds due that government, may require the repayment of funds expended in a discriminatory manner, and may terminate the eligibility of a State or local government to receive one or more payments.

Administration

Q: What does it cost to administer the General Revenue Sharing program?

A: The Fiscal Year 1975 appropriation for operating the Office of Revenue Sharing is \$2,133,000. Administration of the General Revenue Sharing program currently costs 12/100ths of one percent of the amount being distributed.

Q: What is the size of the Office of Revenue Sharing staff?

A: The Office of Revenue Sharing is authorized a maximum of 85 positions, all of which are located in Washington, D.C. A total request of 116 positions has been made to Congress in the Fiscal Year 1976 budget.

A SUMMARY OF THE STATE AND LOCAL FISCAL ASSISTANCE ACT AMENDMENTS OF 1975

The State and Local Fiscal Assistance Act Amendments of 1975 will extend and improve the General Revenue Sharing program to provide essential fiscal assistance to general purpose governments through September of 1982. The bill amends the State and Local Fiscal Assistance Act of 1972 (Public Law 92-512). The bill has nine sections, which are summarized below.

1. Reserve for Adjustments

This section provides the means for making adjustment payments to governments where data corrections are necessary after the time when final allocations of funds have been made for eligible State and local governments. The amount of payments to each of approximately 39,000 governments is a share of a national total, and each share is determined according to data factors for each government relative to data factors for all governments. A change in the data for one government may change the shares for a large number of governments. The current Act gives the Secretary authority to make necessary adjustments after payments have been made, but does not mention the means of funding such adjustments.

The bill authorizes the Secretary of the Treasury to reserve a percentage of the total funds available for any entitlement period to be used to make any necessary adjustment payments after the final payment amounts have been determined for all the governments. This method previously has been prescribed by regulation and express inclusion in the statute is now proposed. The method allows adjustment payments to be made to one or more governments without adjusting the payments of all governments.

2. Funding of Payments

The second section of the bill provides continuing funding of payments to recipient governments, including Indian tribes and Alaskan native villages, through September of 1982. The funding level is an extension of the funding established in the



original Act, and continues to provide annual step increases of \$150 million each Federal fiscal year beginning after June 30, 1976. Fixed appropriations are provided for each Federal fiscal year, through and including fiscal year 1982, so that all levels of government may undertake with confidence their financial, program, and project plans for future years. Total appropriations for 5 $\frac{3}{4}$ years amount to \$39.85 billion, which includes \$75 million to be moved forward from the last six months of the present program to provide linear stairstep increases in funding levels.

Funds for adjustments to allocations to Alaska and Hawaii are continued at the present annual rate of \$4.78 million, totaling \$27.5 million for the 5 $\frac{3}{4}$ -year extension period.

A three-month appropriation provides for transition to the new Federal fiscal year which begins October 1, 1976.

As permitted in the Congressional Budget Act of 1974, this section specifically provides that funds appropriated for the extension of the General Revenue Sharing program are exempted from certain annual appropriation procedures otherwise required by the Congressional Budget Act.

The bill also requires the Secretary of the Treasury to submit a report, with recommendations concerning the extension of the General Revenue Sharing program, to the Congress a full two years before the proposed expiration date. Review of the General Revenue Sharing program at such time will minimize future uncertainty for State and local governments regarding availability of shared revenues.

3. State Maintenance of Transfers to Local Governments

The third section of the bill deletes a special rule to measure State assistance to local governments during the final six-month entitlement period included in the original Act. The special rule is no longer needed as that six-month entitlement period is modified in the bill to become a 15-month entitlement period ending September 30, 1977. The current regulations of the Office of Revenue Sharing provide that the point of reference for measuring a State's assistance to local governments will be that State's fiscal year, making a special statutory rule unnecessary for the fifteen-month entitlement period.

4. Raising the Maximum Constraint on the Formula

Section Four of the bill increases the amount of funds that may be received by local governments characterized by unusually

high tax effort or low per capita income or both. The original Act limits a local government to an amount which may not exceed on a per capita basis 145% of the average per capita amount for all local governments in a State.

By raising the 145% constraint to an upper limit of 175%, the bill will allow governments now constrained to receive all or a greater part of the shared revenues otherwise allocated to them by the formula. The potential negative impact on other governments will be minimized by increasing the upper limit gradually, by six percentage points each entitlement period until the 175% limit is reached and by the annual \$150 million increase in the total appropriations. The 175% upper limit will continue to serve, as Congress originally intended, to prevent excessive amounts being allocated to jurisdictions with unusual characteristics whose needs are distorted by the prescribed data, such as certain resort communities and industrial enclaves.

Should an Indian tribe or Alaskan native village waive receipt of its shared revenue payment, the bill provides that the funds will be paid to the county government as is the case with funds waived by any unit of municipal government.

The present Act gives State governments the option of adoption of an alternate formula for distributing shared revenues to its county areas and municipalities. The bill extends to September 30, 1982, the time period during which any such law must remain in effect.

5. Date for Determining State and Local Taxes

The fifth section of the bill makes the definition of the "most recent reporting year" for the State and local taxes component of the data factor, called the "General Tax Effort of States," consistent with the definitions for all other data elements used in the General Revenue Sharing formulas. For all data elements, the data used for allocations will be the most recent data available before the beginning of each entitlement period.

6. More Effective Reports on Use of Funds

The sixth section of the bill gives the Secretary of the Treasury increased discretion to prescribe the form and content of recipient government reports made before and after use of shared revenues.

The bill also allows the Secretary of the Treasury to authorize new ways to publicize the use reports where newspaper pub-

GENERAL REVENUE SHARING
PAYMENTS THROUGH APRIL 7, 1975
(with numbers of recipients by category)

State Name	State	Counties	Municipalities	Townships	Indian Tribes & Alaskan Native Villages	Totals
Alabama	\$106,595,657 (1)	\$ 79,811,942 (67)	\$133,713,837 (399)			\$ 320,121,436 (467)
Alaska	8,151,177 (1)		15,610,757 (126)		\$ 502,614 (92)	24,264,548 (219)
Arizona	62,746,495 (1)	50,361,909 (14)	69,635,925 (66)		5,473,525 (18)	188,217,854 (99)
Arkansas	69,510,107 (1)	70,833,435 (75)	55,238,944 (458)			195,582,486 (534)
California	670,854,042 (1)	809,818,743 (57)	531,332,619 (411)		439,280 (54)	2,012,444,684 (523)
Colorado	65,926,982 (1)	46,565,115 (62)	85,251,972 (247)		125,967 (2)	197,870,036 (312)
Connecticut	79,662,535 (1)		85,046,335 (33)	\$ 74,404,145 (149)		239,113,015 (183)
Delaware	21,513,093 (1)	20,746,117 (3)	14,328,555 (54)			56,587,765 (58)
Dist. of Columbia	84,346,800 (1)					84,346,800 (1)
Florida	182,940,956 (1)	162,485,967 (66)	204,068,115 (386)		67,526 (2)	549,562,564 (455)
Georgia	131,235,067 (1)	151,975,678 (158)	110,326,599 (510)			393,537,344 (669)
Hawaii	27,769,366 (1)	13,785,221 (3)	41,753,506 (1)			83,308,093 (5)
Idaho	25,409,184 (1)	29,286,689 (44)	21,250,024 (191)		281,613 (5)	76,227,510 (241)
Illinois	321,490,473 (1)	145,128,416 (102)	375,071,021 (1266)	84,200,590 (1435)		925,890,500 (2804)
Indiana	133,429,274 (1)	91,027,087 (91)	144,268,402 (556)	31,538,816 (1000)		400,263,579 (1648)
Iowa	88,919,482 (1)	103,446,064 (99)	74,369,178 (942)		39,024 (1)	266,773,748 (1043)
Kansas	60,543,743 (1)	61,612,162 (105)	52,727,466 (610)	6,677,819 (1150)	24,620 (4)	181,585,810 (1870)
Kentucky	119,366,078 (1)	87,677,671 (120)	101,332,824 (394)			308,376,573 (515)
Louisiana	146,682,050 (1)	117,231,843 (62)	169,081,739 (295)		19,977 (1)	433,015,609 (359)
Maine	38,310,773 (1)	5,082,942 (16)	31,631,228 (22)	39,760,365 (474)	147,619 (3)	114,932,927 (516)
Maryland	124,631,230 (1)	145,159,546 (23)	104,154,181 (150)			373,944,957 (174)
Massachusetts	198,483,338 (1)	22,853,112 (12)	223,428,876 (39)	151,235,999 (312)		596,001,325 (364)
Michigan	266,937,865 (1)	155,459,927 (83)	329,785,203 (533)	48,891,318 (1246)	87,832 (5)	801,162,145 (1868)
Minnesota	124,450,206 (1)	132,688,249 (87)	100,936,211 (851)	15,347,576 (1786)	722,432 (12)	374,144,674 (2737)
Mississippi	107,730,187 (1)	129,712,527 (82)	72,631,500 (277)		139,963 (1)	310,214,177 (361)
Missouri	117,788,182 (1)	77,955,694 (114)	152,024,347 (871)	5,375,451 (340)		353,143,674 (1326)
Montana	24,795,577 (1)	32,917,719 (56)	14,867,791 (125)		1,799,394 (7)	74,380,481 (189)
Nebraska	45,242,176 (1)	44,942,342 (93)	42,449,611 (520)	2,888,578 (467)	188,852 (3)	135,711,559 (1084)
Nevada	13,808,081 (1)	17,260,681 (16)	10,133,099 (17)		214,000 (17)	41,415,861 (51)
New Hampshire	20,065,455 (1)	5,241,933 (10)	19,023,527 (13)	15,994,890 (222)		60,325,805 (246)
New Jersey	197,304,585 (1)	139,546,268 (21)	175,520,213 (333)	79,616,848 (232)		591,987,914 (587)
New Mexico	40,936,304 (1)	32,313,628 (32)	40,412,093 (90)		5,262,231 (22)	118,924,256 (145)
New York	701,017,982 (1)	300,426,090 (57)	952,937,060 (619)	148,175,049 (930)	376,761 (6)	2,102,932,942 (1613)
North Carolina	161,145,301 (1)	173,513,583 (100)	149,191,324 (458)		351,242 (1)	484,201,450 (560)
North Dakota	25,086,436 (1)	25,784,127 (53)	16,806,213 (347)	6,565,389 (1360)	1,030,470 (5)	75,272,635 (1766)
Ohio	250,822,997 (1)	159,058,849 (88)	293,615,356 (934)	48,927,549 (1320)		752,424,751 (2343)
Oklahoma	70,365,929 (1)	51,984,173 (77)	87,464,599 (531)		1,258,880 (25)	211,073,581 (634)
Oregon	62,368,422 (1)	47,356,878 (36)	77,147,921 (232)		203,642 (4)	187,076,863 (273)
Pennsylvania	330,060,562 (1)	186,699,849 (66)	369,484,186 (1013)	104,552,547 (1548)	400 (1)	990,797,544 (2629)
Rhode Island	28,324,916 (1)		40,294,723 (8)	16,346,341 (31)		84,965,980 (40)
South Carolina	88,306,116 (1)	90,005,513 (46)	80,005,022 (256)			258,316,651 (303)
South Dakota	27,940,838 (1)	32,593,747 (61)	17,320,150 (301)	4,024,127 (957)	1,920,825 (9)	83,799,687 (1335)
Tennessee	118,634,753 (1)	103,267,923 (94)	136,445,761 (321)			358,348,437 (416)
Texas	298,229,926 (1)	220,569,873 (254)	374,361,656 (993)		61,583 (2)	893,223,038 (1250)
Utah	37,112,350 (1)	36,921,263 (29)	36,672,985 (216)		572,734 (5)	111,279,332 (251)
Vermont	17,661,991 (1)	434,430 (14)	12,186,527 (55)	22,765,017 (237)		53,047,965 (307)
Virginia	124,558,263 (1)	92,153,679 (96)	157,419,760 (228)		5,649 (2)	374,137,351 (327)
Washington	90,873,182 (1)	81,461,633 (39)	99,535,101 (266)	3,401 (3)	773,299 (22)	272,646,616 (331)
West Virginia	81,122,395 (1)	48,335,893 (55)	56,008,362 (227)			185,466,650 (283)
Wisconsin	158,038,834 (1)	156,134,786 (72)	134,753,494 (574)	25,195,870 (1268)	483,197 (10)	474,606,181 (1925)
Wyoming	11,669,645 (1)	16,985,238 (23)	6,011,605 (86)		258,757 (2)	34,925,245 (112)
National Totals						
Funds	\$6,410,917,358	\$4,806,616,154	\$6,699,067,503	\$932,487,685	\$22,833,908	\$18,871,922,608
Recipients	(51)	(3,039)	(18,451)	(16,467)	(343)	(38,351)

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Department of the Treasury
Washington, D.C. 20220

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Office of the White House Press Secretary

THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

I am today transmitting to the Congress proposed legislation to extend and revise the State and Local Fiscal Assistance Act of 1972. The act, and the General Revenue Sharing program which it authorizes, expires on December 31, 1976. I strongly recommend that the Congress act to continue this highly successful and important new element of American Federalism well in advance of the expiration date, in order that State and local governments can make sound fiscal plans.

The Value of Federalism

The genius of American government is the Federal system of shared sovereignty. This system permits and promotes creativity and freedom of action simultaneously at three levels of government. Federalism enables our people to approach their problems through the governments closest to them, rather than looking to an all-powerful central bureaucracy for every answer.

With the Federal Government heavily committed to international affairs, the Nation's defense, the state of the economy and the energy problem, we need strong, effective State and local governments to meet the everyday needs of our people -- for good police and fire protection, education, transportation, sanitation, and the basic services of a well-governed society.

In 1972, when General Revenue Sharing was passed, the Federal partnership was in trouble. The Federal Government, with its highly efficient taxing system, then collected some two-thirds of the Nation's total tax revenues. Federal revenues, particularly because of the income tax, grew with the economy. However, State and local revenues are more dependent on real property taxes and sales taxes. These governments had to meet rising demands for services and costs through endless rounds of tax increases. Simply stated, revenues had grown fastest at the Federal level, while needs were growing fastest at the State and local levels.

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The Federal Government, then as now, sought to help States and communities meet their needs through Federal aid. For the most part, this aid is in the form of categorical grants -- that is, narrowly defined, closely controlled grants for specific purposes. Today, over one thousand of these categorical grants are available for almost every imaginable objective.

However, the necessity to go to Washington for the solution to many local problems has had a stifling effect on the creativity and accountability of State and local governments. Along with Federal aid comes Federal restrictions which limit local initiative and flexibility.

Furthermore, until the concept of block grants was developed, States and localities were limited to categorical grants which were designed to lead State and local governments in new directions. Consequently, the recipients, all too often, headed in the direction where the grant monies were available, rather than where their genuine needs existed.

Finally, much of the aid the Federal Government makes available has to be matched by State and local funds. The impact of this requirement is often to aggravate rather than to alleviate a State or local government's financial plight.

This was the situation the executive branch and the Congress faced in 1972 -- a Federal system endangered by the growing impoverishment of two out of the system's three partners. This is the situation that the Federal Government wisely met, by the passage of General Revenue Sharing.

This program has been a resounding success. Since its enactment, General Revenue Sharing has provided nearly \$19 billion to 50 States and some 39,000 local governments -- money which these governments could use as they saw fit to meet their priority needs.

These Federal revenue sharing dollars have meant new crime fighting equipment and more police on the street, help for essential mass transportation, a better environment, improved fire protection and many other useful public activities. If some communities have not used their revenue sharing funds wisely, they are a miniscule fraction of governments which have used this money well.

The current revenue sharing act has also enabled individuals and citizen groups to play their part in determining the use of these Federal funds in their communities by placing the decision on the use of these funds at the local rather than the Federal level. This citizen participation strengthens our democracy in the best possible way. It is my intention to strengthen our efforts to encourage the widest possible citizen participation.

The Need Goes On

General Revenue Sharing has also been the keystone of additional efforts to reform Federal aid. The new block grant programs, more decentralized grant management,

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joint funding projects and grant integration, improved program information and executive reorganization have all been included in a large-scale effort to make better sense of and to get greater results from the billions granted to State and local governments.

The General Revenue Sharing program enacted in 1972 turned a corner. It caught a serious problem in time and helped us get back on the road to a sounder Federalism, of shared rights and responsibilities.

Many State and local governments are facing deficits with the prospect of having to raise additional taxes or cut services. Our States and localities are facing these adverse developments at a time when their fiscal responsibilities have mounted due to the impact of inflation on their expenditures and the tax burdens placed on citizens. Further, the present high unemployment is taking its toll in terms of lower tax receipts and higher costs on States and communities. This combination of financial pressures is likely to continue to bear down on these governments for the foreseeable future.

Many units of governments, particularly in distressed urban areas, count on these funds for their budget planning. If the flow of shared revenues were to be turned off or scaled down, the results would be immediate and painful. Our efforts to revive the economy would suffer a serious blow. States, cities, counties and small communities would have to either cut back essential services causing increased public and related private unemployment or tax more or borrow more -- thus defeating the objectives of our national efforts to reduce the total tax load and revive the economy.

Enactment of Federal revenue sharing was a wise decision in 1972. Its continuation is imperative now. Before deciding to recommend extension of this program, I directed that an exhaustive study be made of the present program to identify its strengths and weaknesses. This assessment has been carried out and has taken into account the views of the Congress, State and local government officials, interested citizen bodies and private study groups analyzing government policy. I will also consider any significant findings which may yet emerge from studies presently underway.

Based on our review of this work, I am now proposing to the Congress legislation which will maintain the basic features of the existing revenue sharing program while offering several improvements.

The principal elements of the renewal legislation I am proposing are:

-- The basic revenue sharing formula is retained. Experience to date suggests the essential fairness of the present formula and I recommend its retention.

-- Funds will be authorized for five and three-quarters years. The effect of this provision is to conform the time period to the new Federal fiscal year.

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-- The current method of funding with annual increases of \$150 million will be retained to compensate, in part, for the impact of inflation. Over the five and three-quarters years, this level will produce a total distribution of Federal revenues of \$39.85 billion. By the final year, the revenues shared will have increased by \$937 million over the current level of payments.

-- Recognizing the need to raise the existing per capita constraint on the basic formula, my proposal would permit those hard-pressed jurisdictions now constrained by the per capita limitation to receive more money. The impact of this change on other communities would be minimized by phasing the change in five steps and by the increase of \$150 million annually.

-- To strengthen the civil rights provisions of the existing statute the proposed legislation would authorize the Secretary of the Treasury to invoke several remedies to enforce the nondiscrimination provisions of the act. This would be accomplished by stating explicitly that the Secretary has authority to withhold all or a portion of entitlement funds due a State or unit of local government, to terminate one or more payments of entitlement funds, and to require repayment of entitlement funds previously expended in a program or activity found to have been discriminatory. This change will further enhance the Secretary's ability to ensure that none of our citizens is denied on grounds of race, color, sex or national origin the benefits of any program funded in whole or in part through revenue sharing.

-- To strengthen public participation in determining the use of shared revenues, the proposed legislation requires that recipient governments must provide a procedure for citizen participation in the allocation of revenue sharing monies.

-- The Administration proposal would also make reporting requirements more flexible to meet varying needs from community to community. The legislation would grant the Secretary of the Treasury greater latitude in determining the form of reports and the kind of information required of recipients. Similarly, he would have more flexibility to determine the method by which recipient governments must publicize their use of funds.

-- Finally, the proposal requires a reconsideration of the program two years before its expiration.

Early Renewal is Important

I urge the Congress at its earliest convenience to begin deliberations on the renewal of the State and Local Fiscal Assistance Act of 1972. Effective planning at the State capitols, city halls, and county courthouses will require action in this first session of the 94th Congress. In fact, in the fall of 1975 many of our States and local governments will be preparing their fiscal year 1977 budgets. It will be essential for them to know at that time whether General Revenue Sharing funds will be available to them after December, 1976.

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The expiration of the present General Revenue Sharing Law is coincident with the year in which the Nation celebrates its bicentennial. There could be no more practical reaffirmation of the Federal compact which launched this Country than to renew the program which has done so much to preserve and strengthen that compact -- General Revenue Sharing.

GERALD R. FORD

THE WHITE HOUSE,

April 25, 1975.

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APRIL 25, 1975

Office of the White House Press Secretary

THE WHITE HOUSE

TEXT OF LETTERS FROM THE PRESIDENT TO THE
SPEAKER OF THE HOUSE OF REPRESENTATIVES
AND THE PRESIDENT OF THE SENATE

Dear Mr. Speaker: (Dear Mr. President:)

Enclosed is a draft of a bill, "To extend and revise the State and Local Fiscal Assistance Act of 1972."

The State and Local Fiscal Assistance Act of 1972 has provided vitally needed funding to States and over 38,000 local governments. While there appears to be no need for substantial changes, some amendments to the Act are considered desirable based upon our experience in administering the general revenue sharing program for the past two- and one-half years.

The draft bill would make such amendments. In addition to extending the Act through the fiscal year beginning October 1, 1981, the amendments clarify certain provisions of the Act, require that residents within the recipient government's jurisdiction be provided an opportunity to give their views on how revenue sharing funds should be spent, and facilitate the administration of the Act from a management point of view. The inflationary impact of this draft bill has been carefully considered.

There is also enclosed a section-by-section analysis of the draft bill and a comparative type showing the changes that would be made in the existing Act.

I urge you to bring this proposed legislation to the attention of the House of Representatives/Senate at your earliest convenience. An identical draft bill has been transmitted to the Speaker of the House of Representatives/President of the Senate.

Sincerely,

GERALD R. FORD

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April 25, 1975

Office of the White House Press Secretary

THE WHITE HOUSE

FACT SHEET

THE STATE AND LOCAL FISCAL ASSISTANCE ACT AMENDMENTS OF 1975

The President is transmitting to Congress today the State and Local Fiscal Assistance Act Amendments of 1975 which will extend and improve the General Revenue Sharing program to provide essential fiscal assistance to general purpose governments through September of 1982.

BACKGROUND

The General Revenue Sharing program was authorized by Title I of the State and Local Fiscal Assistance Act of 1972, which was signed into law on October 20, 1972. The Administration has conducted a careful study of the program, which expires at the end of 1976, considering issues raised by interested groups and the several independent studies addressing themselves to revenue sharing. This review has led the President to offer this legislation, which seeks to continue the benefits of this program, in its existing broad outlines. It also would propose certain changes to strengthen the ability of General Revenue Sharing to contribute to a vital and balanced Federal system.

IMPORTANT REASONS TO EXTEND THE PROGRAM AS PROPOSED

- (1) It provides \$39.85 billion to State and local general purpose governments over 5 and 3/4 years to make it possible for them to perform the essential tasks required by their residents.
 - Renews a program that has already distributed almost \$19 billion to nearly 39,000 State and local governments;
 - These funds are used to pay for vitally needed day-to-day services and capital expenditures of benefit to a wide spectrum of Americans;
 - States and communities, especially our large cities where it accounts for about 1/3 of all Federal aid, depend on shared revenues to such a degree that termination of or a decrease in funding would lead to cuts in essential services and/or counterproductive increases in taxes;
 - It is vitally important that the program be renewed at the earliest possible time to assure governments planning their FY 1977 budgets in the Fall of 1975 that there will be a full year of GRS funding in FY 1977.

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- (2) It contributes to a revitalized, balanced Federal system in which States and localities can play their appropriate roles.
- General Revenue Sharing has slowed the march of ever greater power and control over the lives of our citizens to Washington;
 - State and local governments can better perform those public tasks for which they are best suited as a result of sharing in the advantages of the Federal tax system;
 - GRS strengthens the ability of the Federal system to respond to the diversity of our large nation and to preserve our essential freedoms.
- (3) State and local budgets as a whole are currently in a deficit situation.
- State and local governments have had to face the impact of rising costs along with the effects of unemployment on both expenditures and tax receipts. For the first quarter of 1975, deficits on State and local general fund account stood at approximately \$10 billion;
 - There is little doubt that GRS is vitally needed to prevent cuts in essential services accompanied by increased unemployment, and tax increases -- all of which would contradict our efforts to further economic recovery;
 - State and local budgets are likely to remain under severe pressure in the foreseeable future.
- (4) The General Revenue Sharing program has given more balance to our system of Federal assistance to State and local governments.
- The program has provided a badly needed source of assistance distributed by formulas responsive to need and tax effort which elected State and local officials can use to meet needs which they identify;
 - Funds can be spent freely without trying to meet burdensome and restrictive Federal requirements;
 - Shared revenues reach many smaller governments which are either ineligible for or not knowledgeable about most of the other forms of assistance or are unable to deal with the often complex procedures associated with these grants.
- (5) Allocation of shared revenues in the States and communities has focused public attention on the governmental process at these levels of government.
- The program has for many citizens served as a lesson in how to influence public decisions in the States and localities;
 - Elected officials familiar with a wide scope of State and local issues and responsive to voters, as opposed to program-oriented bureaucrats in Washington, make most decisions about the use of shared revenues.

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(6) The President's proposal would strengthen the current program in several important ways.

- The ceiling on local entitlements would be raised to allow the formula to work in a less constrained fashion;
- An assurance that means for citizen participation are available would be required;
- The Secretary of the Treasury would be given greater flexibility in requiring the reporting and publicity of uses of shared funds so as to improve the effectiveness of these requirements and make them less burdensome;
- The remedies available to the Secretary of the Treasury in preventing the discriminatory use of GRS funds would be clarified.

#

Renewal of General Revenue Sharing

“There could be no more practical reaffirmation of the Federal compact which launched this country than to renew the program which has done so much to preserve and strengthen that compact -
General Revenue Sharing.”

President Gerald R. Ford
Message to Congress
April 25, 1975

Department of the Treasury
Washington, D.C. 20220



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Department of the Treasury
Washington, D.C. 20220

Renewal of General Revenue Sharing

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General Revenue Sharing

President Gerald R. Ford

Message to Congress

April 25, 1975

Department of the Treasury

Washington, D.C. 20520

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In 1972, when General Revenue Sharing was passed, the Federal partnership was in trouble. The Federal Government, with its highly efficient taxing system, then collected some two-thirds of the Nation's total tax revenues. Federal revenues, particularly because of the income tax, grew with the economy. However, State and local revenues are more dependent on real property taxes and sales taxes. These governments had to meet rising demands for services and costs through endless rounds of tax increases. Simply stated, revenues had grown fastest at the Federal level, while needs were growing fastest at the State and local levels.

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April 25, 1975

Printed by the Government Printing Office, Washington, D.C. 20540

PRESIDENTIAL MESSAGE ON GENERAL REVENUE SHARING RENEWAL LEGISLATION

TO THE CONGRESS OF THE UNITED STATES:

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Many units of government, particularly in distressed urban areas, count on these funds for their budget planning. If the flow of shared revenues were to be turned off or scaled down, the results would be immediate and painful. Our efforts to revive the economy would suffer a serious blow. States, cities, counties and small communities would have to either cut back essential services causing increased public and related private unemployment or tax more or borrow more—thus defeating the objectives of our national efforts to reduce the total tax load and revive the economy.

Enactment of Federal revenue sharing was a wise decision in 1972. Its continuation is imperative now. Before deciding to recommend extension of this program, I directed that an exhaustive study be made of the present program to identify its strengths and weaknesses. This assessment has been carried out and has

taken into account the views of the Congress, State and local government officials, interested citizen bodies and private study groups analyzing government policy. I will also consider any significant findings which may yet emerge from studies presently underway.

Based on our review of this work, I am now proposing to the Congress legislation which will maintain the basic features of the existing revenue sharing program while offering several improvements.

The principal elements of the renewal legislation I am proposing are:

—The basic revenue sharing formula is retained. Experience to date suggests the essential fairness of the present formula and I recommend its retention.

—Funds will be authorized for five and three-quarters years. The effect of this provision is to conform the time period to the new Federal fiscal year.

—The current method of funding with annual increases of \$150 million will be retained to compensate, in part, for the impact of inflation. Over the five and three-quarters years, this level will produce a total distribution of Federal revenues of \$39.85 billion. By the final year, the revenues shared will have increased by \$937 million over the current level of payments.

—Recognizing the need to raise the existing per capita constraint on the basic formula, my proposal would permit those hard-pressed jurisdictions now constrained by the per capita limitation to receive more money. The impact of this change on other communities would be minimized by phasing the change in five steps and by the increase of \$150 million annually.

—To strengthen the civil rights provisions of the existing statute, the proposed legislation would authorize the Secretary of the Treasury to invoke several remedies to enforce the nondiscrimination provisions of the Act. This is accomplished by stating explicitly that the Secretary has authority to withhold all or a portion of entitlement funds due a State or unit of local government, to terminate one or more payments of entitlement funds, and to require repayment of entitlement funds previously expended in a program or activity found to have been discriminatory. This change will further enhance the Secretary's ability to ensure that none of our citizens is denied on grounds of race, color, sex or national origin the benefits of any program funded in whole or in part through revenue sharing.

—To strengthen public participation in determining the use of shared revenues, the proposed legislation requires that recipient governments must provide a procedure for citizen participation in the allocation of revenue sharing monies.

—The Administration proposal would also make reporting requirements more flexible to meet varying needs from community to community. The legislation would grant the Secretary of the Treasury greater latitude in determining the form of reports and the kind of information required of recipients. Similarly, he would have more flexibility to determine the method by which recipient governments must publicize their use of funds.

—Finally, the proposal requires a reconsideration of the program two years before its expiration.

Early Renewal is Important

I urge the Congress at its earliest convenience to begin deliberations on the renewal of the State and Local Fiscal Assistance Act of 1972. Effective planning at the State capitols, city halls, and county courthouses will require action in this first session of the 94th Congress. In fact, in the fall of 1975 many of our States and local governments will be preparing their fiscal year 1977 budgets. It will be essential for them to know at that time whether General Revenue Sharing funds will be available to them after December, 1976.

The expiration of the present General Revenue Sharing law is coincident with the year in which the Nation celebrates its bicentennial. There could be no more practical reaffirmation of the Federal compact which launched this Country than to renew the program which has done so much to preserve and strengthen that compact—General Revenue Sharing.

GERALD R. FORD

THE WHITE HOUSE
April 25, 1975

KEY PROVISIONS OF GENERAL REVENUE SHARING LAW

CURRENT AUTHORIZATION	RENEWAL PROPOSAL
\$30.2* billion to be distributed January 1972–December 1976.	\$39.85* billion to be distributed January 1977–September 1982.
Non-contiguous states (Alaska and Hawaii) appropriation of \$23.9 million, January 1972–December 1976.	Non-contiguous states (Alaska and Hawaii) appropriation of \$27.5 million, January 1977–September 1982.
Funds authorized and appropriated for entire 5-year period.	Funds authorized and appropriated for entire 5¾-year period.
All units of general government to be eligible participants (States, counties, cities, towns, townships, Indian tribes and Alaskan native villages).	No change.
No general review of program required.	Secretary of the Treasury to report to Congress two years before expiration date.
Money allocated by formula set forth in the law, using data supplied primarily by U.S. Bureau of the Census.	No change, except as noted below with regard to 145% maximum constraint.
States receive ⅓ of the funds distributed; local governments receive ⅔.	No change.
Allocation to local governments limited to 145% of average statewide per capita allocation within their states.	145% limit to be raised to 175% by 6 percentage points per entitlement period in five steps.
Allocations to local governments are not to be below 20% of average statewide per capita allocation within their states.	No change.
To keep citizens informed, recipient governments must publish use reports in newspapers of general circulation. All media must be notified.	Secretary of the Treasury may authorize other methods to publicize use information locally.
No provision to require assurance that there will be a public hearing or other method by which public may participate in deciding how shared revenues are to be spent.	Recipient governments must assure the Secretary of the Treasury that public has access to a public hearing or other appropriate means of participation in decision-making for uses of shared revenues.

* The dollar amount for the renewal proposal includes \$75 million to be moved forward from the last months of the present program to provide linear stairstep increases in funding levels.

Key Provisions of General Revenue Sharing Law

CURRENT AUTHORIZATION

Law prescribes reports on amounts and purposes of planned and actual expenditures.

Law contains strong anti-discrimination requirement. Secretary's enforcement powers are stated in general terms: to refer matter to Attorney General for civil action, to exercise powers and functions provided by Title VI of Civil Rights Act of 1964, or to take such other action as may be provided by law.

Revenue Sharing funds may not be utilized to meet Federal grant matching requirements and the Davis-Bacon Federal minimum wage rate law applies to certain construction projects funded through revenue sharing. Local governments may use funds for any capital projects but only for operating and maintenance expenses of programs in eight priority expenditure categories.

RENEWAL PROPOSAL

Secretary of Treasury would have full discretion to determine form and content of recipients' use reports.

Strong anti-discrimination requirement and general powers retained. Secretary expressly authorized to withhold all funds or that portion used in discriminatory program or activity, to require repayment, and to terminate eligibility for one or more payments.

Restrictions retained in their present form.

Eligible Participants

Q: Who are the recipients of the money that is distributed through General Revenue Sharing?

RENEWAL PROPOSAL	CURRENT AUTHORIZATION
Secretary of Treasury would have full discretion to determine form and content of reports.	Law prescribes reports on revenues and purposes of planned and actual expenditures.
Strong anti-discrimination requirement and general power retained. Secretary expressly authorized to withhold all funds of that portion used in discriminatory program or activity, to require repayment, and to terminate eligibility for one or more payments as desirable and proper.	Law contains strong anti-discrimination requirement. Secretary's enforcement power is stated in general terms; to refer matter to Attorney General for civil action, to exercise powers and functions provided by Title VI of Civil Rights Act of 1964, or to take such other action as may be provided by law.
All participating States (states, counties, cities, towns, and other political subdivisions) to be eligible.	Revenue sharing funds may not be utilized to meet Federal grant matching requirements and the Davis-Bacon Federal minimum wage rate law applies to certain construction projects funded through revenue sharing. Local government may use funds for any capital project but only for operating and maintenance expenses of programs in eight priority categories.
Money allocated by formula set forth in the law, using data supplied primarily by U.S. Bureau of the Census.	No change, except as noted below.
States receive 45% of the funds distributed; local governments receive 55%.	No change.
Allocation to local governments limited to 145% of average statewide per capita allocation within their states.	145% limit to be raised to 175% by 5 percentage points per biennial period in two steps.
Allocations to local governments are not to be below 20% of average statewide per capita allocation within their states.	No change.
To keep citizens informed, recipient governments must publish use reports in newspapers of general circulation. All media must be notified.	Secretary of the Treasury may authorize other methods to publish use information locally.
No provision to require assurance that there will be a public hearing or other method by which public may participate in deciding how shared revenues are to be spent.	Recipient governments must assure the Secretary of the Treasury that public has access to a public hearing or other appropriate means of participation in decision-making for uses of shared revenues.

* The dollar amount for the renewal proposal includes \$75 million to be moved forward from the last months of the present program to provide linear staircase increases in funding levels.

...of general government in the United States...
...to receive General Revenue Sharing funds...
...States...
...annual funding increase...

QUESTIONS AND ANSWERS ABOUT HOW GENERAL REVENUE SHARING WORKS AND WHAT CHANGES ARE PROPOSED

Length of Program and Funding Levels

Q: When did the General Revenue Sharing program begin and for how long does it last?

A: The State and Local Fiscal Assistance Act (P.L. 92-512) was signed into law on October 20, 1972. Title I of the Act authorized General Revenue Sharing and made it retroactive to January 1, 1972. The first checks went out on December 11, 1972. The program is due to expire on December 31, 1976.

Q: How much money is being distributed under the present program?

A: \$30.2 billion over the five-year period. An additional \$23.9 million is provided for non-contiguous states: Alaska and Hawaii.

Q: What steps is the Administration taking to extend the program?

A: After careful review, the Administration is proposing a 5¾ year renewal along the general lines of the present program.

Q: Will the funding level of the new program be similar to that currently in effect?

A: Yes. The funding level is to continue to increase at the rate of \$150 million per year. \$39.85 billion would be provided for 5¾ years. It should be noted that this amount includes \$75 million moved forward from the last six months of the present program to provide linear staircase increases in funding levels. The non-contiguous states of Alaska and Hawaii would receive an additional \$27.5 million.

Eligible Participants

Q: Who are the recipients of the money that is distributed through General Revenue Sharing?

A: All units of general government in the United States are eligible to receive General Revenue Sharing funds. Nearly 39,000 States, counties, cities, towns, townships, Indian tribes and Alaskan native villages are receiving the money on a regular basis.

Q: Must all units of general government participate in the program?

A: No. Local governments may elect to waive participation. When a government waives its revenue sharing money for an entitlement period, those funds are paid to the next higher level of government. Currently, one-third of one percent of all eligible governments have chosen not to participate directly in General Revenue Sharing.

Allocation Procedure

Q: How is the money allocated to recipient units of government?

A: The funds are distributed quarterly according to formulas contained in the law. Data relating to population, per capita income, tax effort and other factors are supplied, principally by the U.S. Bureau of the Census, for each unit of general government. Using sophisticated computer techniques, these data are applied to the formulas to compute amounts to be paid each recipient government during each entitlement period.

Q: Do governments apply for the money?

A: No. Unlike grants, shared revenues are "entitlement" funds which are distributed automatically, on a regular basis, in October, January, April and July.

Q: Does the legislation propose any change in the way revenue sharing funds are allocated?

A: Only one change is proposed. After careful evaluation of existing and alternative formulas, it was decided to propose a gradual rise in the 145% maximum constraint to 175% in five steps. This provision presently limits the entitlements of local governments to 145% of the average per capita allocation for localities in the States in which the jurisdiction is located.

Q: Why is the Administration proposing to raise the maximum constraint?

A: The increase would permit the basic formulas to function in a less constrained manner. Thus many governments with

high tax effort or low per capita income, or both, including some large urban governments, which have been constrained will receive more money. Due to the gradual rise of six percentage points per entitlement period in the maximum constraint and continuation of the \$150 million annual funding increases, virtually all other local governments will not suffer a decrease in funding.

Expenditure Decisions

Q: Who decides how revenue sharing money should be spent?

A: The basic purpose of the General Revenue Sharing program continues to be that of providing funds to be used to meet needs identified by the recipient State and local general purpose governments.

Q: Can revenue sharing funds be spent for any purpose?

A: Under both the present program and the Administration's proposed renewal program, all States and local governments must spend their "shared revenues" in accordance with the laws and procedures that apply to the expenditure of their own revenues. State governments are not restricted in the areas of activity for which they may use the money. Local governments (i.e., cities, counties, etc.) may use the funds for any *capital* project (capital, as defined by local law) or for *operating and maintenance expenses* of programs and projects in the following categories: public safety, public transportation, recreation, environmental protection, financial administration, health, libraries, and social services for the poor or aged.

Q: What general restrictions are imposed on uses of the money?

A: The President's proposal retains restrictions that now apply to all expenditures of shared revenues. The money may not be used to match other Federal funds. Use of the money in any program or activity in which there is discrimination because of race, color, national origin, or sex is prohibited. In addition, if shared revenues are to be used to pay 25 percent or more of the cost of a construction project, and if the total cost of the project is \$2,000 or more, then Federally established minimum wage rates must be paid (i.e., the Davis-Bacon Act applies).

Q: When must recipient governments spend their shared revenues?

A: Governments must use, obligate, or appropriate their shared revenues (including any interest they earn on the money) within 24 months from the end of the entitlement period to which the check is applicable, unless approval is obtained from the Office of Revenue Sharing for an extension of this time.

Q: How have governments been spending their shared revenues?

A: States and local governments together have spent approximately 60 percent of their shared revenues in the fields of public safety, education, and public transportation. During fiscal year 1974, State governments used 52 percent of their revenue sharing money in support of public education. The latest figures indicate that more money was spent during fiscal year 1974 to operate and maintain programs than for capital expenditures.

Reporting Requirement

Q: Does the Administration proposal seek to make any changes in the reports which recipient governments must file with the Office of Revenue Sharing?

A: Yes. The current law requires each recipient government to file two one-page reports with the Office of Revenue Sharing for each entitlement period. Prior to the beginning of each period, the recipient government must submit a report on its plans for use of the money it expects to receive for the coming period. After June 30 of each year, the recipient government must report for what purposes funds have been spent. The Administration proposal widens the discretion of the Secretary of the Treasury to determine the form and content of these reports so that the data obtained will be more useful to interested citizens and to the Federal Government.

Citizen Participation

Q: Is current information available to local citizens about the uses to which shared revenues are put?

A: Recipient units of government establish their own procedures to set priorities for using their shared revenues. The present law requires that each Planned and Actual Use Report be published in one or more newspapers which are published within the State and have general circulation within the geographic area of the recipient government involved. The proposed legislation seeks to improve this process by permitting the

Secretary of the Treasury to prescribe alternate procedures for publicizing reports. These would be utilized where it is determined that the requirement of publication in a newspaper is unreasonably expensive in relation to the amount of funds involved or where the Secretary finds that there are better methods for bringing information to the attention of residents of a community.

Q: Does the Administration's proposal further the goal of increasing public participation in the expenditure of revenue sharing funds?

A: Yes. The proposed legislation would add a new provision to the current law to require that a recipient government give written assurance to the Secretary that it provides its residents the opportunity of a public hearing or the like to give recommendations and views on how revenue sharing funds should be spent.

Revenue Sharing and Civil Rights

Q: Is there a provision in the proposed legislation to assure that revenue sharing funds are not used in a discriminatory manner?

A: Yes. Section 122 of Title I of the State and Local Fiscal Assistance Act of 1972 provides that "No person in the United States shall, on the ground of race, color, national origin, or sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with [entitlement] funds . . .". This provision is retained in the proposed legislation.

Q: Has the Administration proposed any changes in the section of the current law which empowers the Secretary of Treasury to secure compliance with the non-discrimination requirement?

A: Yes. The proposed legislation makes it clear that the Secretary has the flexibility to invoke one or more of several remedies where a recipient government is found to have used revenue sharing funds in a discriminatory activity. The legislation expressly states that the Secretary may withhold all or a portion of entitlement funds due that government, may require the repayment of funds expended in a discriminatory manner, and may terminate the eligibility of a State or local government to receive one or more payments.

Administration

Q: What does it cost to administer the General Revenue Sharing program?

A: The Fiscal Year 1975 appropriation for operating the Office of Revenue Sharing is \$2,133,000. Administration of the General Revenue Sharing program currently costs 12/100ths of one percent of the amount being distributed.

Q: What is the size of the Office of Revenue Sharing staff?

A: The Office of Revenue Sharing is authorized a maximum of 85 positions, all of which are located in Washington, D.C. A total request of 116 positions has been made to Congress in the Fiscal Year 1976 budget.

Reporting Requirement

Q: Does the Administration propose to make any change in the reporting requirements for the General Revenue Sharing program?

A: Yes. The current law requires each recipient government to submit a report to the Secretary of the Treasury on the amount of funds received and the manner in which the funds are used.

The proposed legislation would require each recipient government to submit a report to the Secretary of the Treasury on the amount of funds received and the manner in which the funds are used. The report would also include information on the number of jobs created or maintained by the funds.

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A SUMMARY OF THE STATE AND LOCAL FISCAL ASSISTANCE ACT AMENDMENTS OF 1975

The State and Local Fiscal Assistance Act Amendments of 1975 will extend and improve the General Revenue Sharing program to provide essential fiscal assistance to general purpose governments through September of 1982. The bill amends the State and Local Fiscal Assistance Act of 1972 (Public Law 92-512). The bill has nine sections, which are summarized below.

1. Reserve for Adjustments

This section provides the means for making adjustment payments to governments where data corrections are necessary after the time when final allocations of funds have been made for eligible State and local governments. The amount of payments to each of approximately 39,000 governments is a share of a national total, and each share is determined according to data factors for each government relative to data factors for all governments. A change in the data for one government may change the shares for a large number of governments. The current Act gives the Secretary authority to make necessary adjustments after payments have been made, but does not mention the means of funding such adjustments.

The bill authorizes the Secretary of the Treasury to reserve a percentage of the total funds available for any entitlement period to be used to make any necessary adjustment payments after the final payment amounts have been determined for all the governments. This method previously has been prescribed by regulation and express inclusion in the statute is now proposed. The method allows adjustment payments to be made to one or more governments without adjusting the payments of all governments.

2. Funding of Payments

The second section of the bill provides continuing funding of payments to recipient governments, including Indian tribes and Alaskan native villages, through September of 1982. The funding level is an extension of the funding established in the

original Act, and continues to provide annual step increases of \$150 million each Federal fiscal year beginning after June 30, 1976. Fixed appropriations are provided for each Federal fiscal year, through and including fiscal year 1982, so that all levels of government may undertake with confidence their financial, program, and project plans for future years. Total appropriations for 5³/₄ years amount to \$39.85 billion, which includes \$75 million to be moved forward from the last six months of the present program to provide linear stairstep increases in funding levels.

Funds for adjustments to allocations to Alaska and Hawaii are continued at the present annual rate of \$4.78 million, totaling \$27.5 million for the 5³/₄-year extension period.

A three-month appropriation provides for transition to the new Federal fiscal year which begins October 1, 1976.

As permitted in the Congressional Budget Act of 1974, this section specifically provides that funds appropriated for the extension of the General Revenue Sharing program are exempted from certain annual appropriation procedures otherwise required by the Congressional Budget Act.

The bill also requires the Secretary of the Treasury to submit a report, with recommendations concerning the extension of the General Revenue Sharing program, to the Congress a full two years before the proposed expiration date. Review of the General Revenue Sharing program at such time will minimize future uncertainty for State and local governments regarding availability of shared revenues.

3. State Maintenance of Transfers to Local Governments

The third section of the bill deletes a special rule to measure State assistance to local governments during the final six-month entitlement period included in the original Act. The special rule is no longer needed as that six-month entitlement period is modified in the bill to become a 15-month entitlement period ending September 30, 1977. The current regulations of the Office of Revenue Sharing provide that the point of reference for measuring a State's assistance to local governments will be that State's fiscal year, making a special statutory rule unnecessary for the fifteen-month entitlement period.

4. Raising the Maximum Constraint on the Formula

Section Four of the bill increases the amount of funds that may be received by local governments characterized by unusually

high tax effort or low per capita income or both. The original Act limits a local government to an amount which may not exceed on a per capita basis 145% of the average per capita amount for all local governments in a State.

By raising the 145% constraint to an upper limit of 175%, the bill will allow governments now constrained to receive all or a greater part of the shared revenues otherwise allocated to them by the formula. The potential negative impact on other governments will be minimized by increasing the upper limit gradually, by six percentage points each entitlement period until the 175% limit is reached and by the annual \$150 million increase in the total appropriations. The 175% upper limit will continue to serve, as Congress originally intended, to prevent excessive amounts being allocated to jurisdictions with unusual characteristics whose needs are distorted by the prescribed data, such as certain resort communities and industrial enclaves.

Should an Indian tribe or Alaskan native village waive receipt of its shared revenue payment, the bill provides that the funds will be paid to the county government as is the case with funds waived by any unit of municipal government.

The present Act gives State governments the option of adoption of an alternate formula for distributing shared revenues to its county areas and municipalities. The bill extends to September 30, 1982, the time period during which any such law must remain in effect.

5. Date for Determining State and Local Taxes

The fifth section of the bill makes the definition of the "most recent reporting year" for the State and local taxes component of the data factor, called the "General Tax Effort of States," consistent with the definitions for all other data elements used in the General Revenue Sharing formulas. For all data elements, the data used for allocations will be the most recent data available before the beginning of each entitlement period.

6. More Effective Reports on Use of Funds

The sixth section of the bill gives the Secretary of the Treasury increased discretion to prescribe the form and content of recipient government reports made before and after use of shared revenues.

The bill also allows the Secretary of the Treasury to authorize new ways to publicize the use reports where newspaper pub-

lication costs would be excessive in relation to the amount of shared revenues received by the local government, or where better methods for informing the public are available.

7. Non-Discrimination

Section Seven of the bill clarifies the authority of the Secretary of the Treasury to enforce the broad non-discrimination requirements of the existing law. The bill states explicitly that when a jurisdiction is found to have discriminated in the use of revenue sharing money, the Secretary may withhold all of the jurisdiction's entitlement funds or that portion used in a discriminatory program or activity. The Secretary also is specifically authorized to terminate the eligibility of the jurisdiction to receive one or more future payments, and to require repayment by the jurisdiction of revenue sharing funds expended in a discriminatory program or activity.

8. Increased Public Involvement in Expenditure Decisions

Section Eight expands the opportunity for the public to participate in decisions by State and local governments on the use of shared revenues. In addition to the requirement for publicity of the report on the planned uses of shared revenues, each government is required to assure the Secretary of the Treasury that it will provide its residents with an opportunity to give their recommendations and views on the proposed expenditures of shared revenues. This opportunity for public involvement may be provided either in a public hearing or by other appropriate means prescribed in regulations to be issued by the Secretary of the Treasury.

The bill also removes a burdensome restriction on those Indian tribes and Alaskan native villages whose members reside in more than one county. The original Act required them to apportion the benefits of expenditures among county areas in the same ratios as those used in the revenue sharing allocation of funds. This bill will allow all Indian tribes and Alaskan native villages to concentrate their revenue sharing expenditures in areas of greatest need.

9. Entitlement Periods

The ninth and last section of the bill defines the entitlement periods which govern the distribution of funds to recipient governments. A fifteen-month entitlement period beginning July 1, 1976, and ending September 30, 1977, permits transition to the new Federal fiscal year. Funds distributed during this fifteen-

month entitlement period are provided from both the transition quarter appropriation and the appropriation for fiscal year 1977. Five quarterly payments will be made to all recipient governments during this period. Each entitlement period after September 30, 1977, has the same beginning and ending dates as the applicable Federal fiscal year.

State	County	Municipality	Domestic	Foreign	Total
Alabama					
Alaska					
Arizona					
Arkansas					
California					
Colorado					
Connecticut					
Delaware					
District of Columbia					
Florida					
Georgia					
Idaho					
Illinois					
Indiana					
Iowa					
Kansas					
Kentucky					
Louisiana					
Maine					
Maryland					
Massachusetts					
Michigan					
Minnesota					
Mississippi					
Missouri					
Montana					
Nebraska					
Nevada					
New Hampshire					
New Jersey					
New Mexico					
New York					
North Carolina					
North Dakota					
Ohio					
Oklahoma					
Oregon					
Pennsylvania					
Rhode Island					
South Carolina					
South Dakota					
Tennessee					
Texas					
Utah					
Vermont					
Virginia					
Washington					
West Virginia					
Wisconsin					
Wyoming					
Total					

(This schedule is subject to change)

GENERAL REVENUE SHARING
PAYMENTS THROUGH APRIL 7, 1975
(with numbers of recipients by category)

State Name	State	Counties	Municipalities	Townships	Indian Tribes & Alaskan Native Villages	Totals
Alabama	\$106,595,657 (1)	\$ 79,811,942 (67)	\$133,713,837 (399)			\$ 320,121,436 (467)
Alaska	8,151,177 (1)		15,610,757 (126)		\$ 502,614 (92)	24,264,548 (219)
Arizona	62,746,495 (1)	50,361,909 (14)	69,635,925 (66)		5,473,525 (18)	188,217,854 (99)
Arkansas	69,510,107 (1)	70,833,435 (75)	55,238,944 (458)			195,582,486 (534)
California	670,854,042 (1)	809,818,743 (57)	531,332,619 (411)		439,280 (54)	2,012,444,684 (523)
Colorado	65,926,982 (1)	46,565,115 (62)	85,251,972 (247)		125,967 (2)	197,870,036 (312)
Connecticut	79,662,535 (1)		85,046,335 (33)	\$ 74,404,145 (149)		239,113,015 (183)
Delaware	21,513,093 (1)	20,746,117 (3)	14,328,555 (54)			56,587,765 (58)
Dist. of Columbia	84,346,800 (1)					84,346,800 (1)
Florida	182,940,956 (1)	162,485,967 (66)	204,068,115 (386)		67,526 (2)	549,562,564 (455)
Georgia	131,235,067 (1)	151,975,678 (158)	110,326,599 (510)			393,537,344 (669)
Hawaii	27,769,366 (1)	13,785,221 (3)	41,753,506 (1)			83,308,093 (5)
Idaho	25,409,184 (1)	29,286,689 (44)	21,250,024 (191)		281,613 (5)	76,227,510 (241)
Illinois	321,490,473 (1)	145,128,416 (102)	375,071,021 (1266)	84,200,590 (1435)		925,890,500 (2804)
Indiana	133,429,274 (1)	91,027,087 (91)	144,268,402 (556)	31,538,816 (1000)		400,263,579 (1648)
Iowa	88,919,482 (1)	103,446,064 (99)	74,369,178 (942)		39,024 (1)	266,773,748 (1043)
Kansas	60,543,743 (1)	61,612,162 (105)	52,727,466 (610)	6,677,819 (1150)	24,620 (4)	181,585,810 (1870)
Kentucky	119,366,078 (1)	87,677,671 (120)	101,332,824 (394)			308,376,573 (515)
Louisiana	146,682,050 (1)	117,231,843 (62)	169,081,739 (295)		19,977 (1)	433,015,609 (359)
Maine	38,310,773 (1)	5,082,942 (16)	31,631,228 (22)	39,760,365 (474)	147,619 (3)	114,932,927 (516)
Maryland	124,631,230 (1)	145,159,546 (23)	104,154,181 (150)			373,944,957 (174)
Massachusetts	198,483,338 (1)	22,853,112 (12)	223,428,876 (39)	151,235,999 (312)		596,001,325 (364)
Michigan	266,937,865 (1)	155,459,927 (83)	329,785,203 (533)	48,891,318 (1246)	87,832 (5)	801,162,145 (1868)
Minnesota	124,450,206 (1)	132,688,249 (87)	100,936,211 (851)	15,347,576 (1786)	722,432 (12)	374,144,674 (2737)
Mississippi	107,730,187 (1)	129,712,527 (82)	72,631,500 (277)		139,963 (1)	310,214,177 (361)
Missouri	117,788,182 (1)	77,955,694 (114)	152,024,347 (871)	5,375,451 (340)		353,143,674 (1326)
Montana	24,795,577 (1)	32,917,719 (56)	14,867,791 (125)		1,799,394 (7)	74,380,481 (189)
Nebraska	45,242,176 (1)	44,942,342 (93)	42,449,611 (520)	2,888,578 (467)	188,852 (3)	135,711,559 (1084)
Nevada	13,808,081 (1)	17,260,681 (16)	10,133,099 (17)		214,000 (17)	41,415,861 (51)
New Hampshire	20,065,455 (1)	5,241,933 (10)	19,023,527 (13)	15,994,890 (222)		60,325,805 (246)
New Jersey	197,304,585 (1)	139,546,268 (21)	175,520,213 (333)	79,616,848 (232)		591,987,914 (587)
New Mexico	40,936,304 (1)	32,313,628 (32)	40,412,093 (90)		5,262,231 (22)	118,924,256 (145)
New York	701,017,982 (1)	300,426,090 (57)	952,937,060 (619)	148,175,049 (930)	376,761 (6)	2,102,932,942 (1613)
North Carolina	161,145,301 (1)	173,513,583 (100)	149,191,324 (458)		351,242 (1)	484,201,450 (560)
North Dakota	25,086,436 (1)	25,784,127 (53)	16,806,213 (347)	6,565,389 (1360)	1,030,470 (5)	75,272,635 (1766)
Ohio	250,822,997 (1)	159,058,849 (88)	293,615,356 (934)	48,927,549 (1320)		752,424,751 (2343)
Oklahoma	70,365,929 (1)	51,984,173 (77)	87,464,599 (531)		1,258,880 (25)	211,073,581 (634)
Oregon	62,368,422 (1)	47,356,878 (36)	77,147,921 (232)		203,642 (4)	187,076,863 (273)
Pennsylvania	330,060,562 (1)	186,699,849 (66)	369,484,186 (1013)	104,552,547 (1548)	400 (1)	990,797,544 (2629)
Rhode Island	28,324,916 (1)		40,294,723 (8)	16,346,341 (31)		84,965,980 (40)
South Carolina	88,306,116 (1)	90,005,513 (46)	80,005,022 (256)			258,316,651 (303)
South Dakota	27,940,838 (1)	32,593,747 (61)	17,320,150 (301)	4,024,127 (957)	1,920,825 (9)	83,799,687 (1335)
Tennessee	118,634,753 (1)	103,267,923 (94)	136,445,761 (321)			358,348,437 (416)
Texas	298,229,926 (1)	220,569,873 (254)	374,361,656 (993)		61,583 (2)	893,223,038 (1250)
Utah	37,112,350 (1)	36,921,263 (29)	36,672,985 (216)		572,734 (5)	111,279,332 (251)
Vermont	17,661,991 (1)	434,430 (14)	12,186,527 (55)	22,765,017 (237)		53,047,965 (307)
Virginia	124,558,263 (1)	92,153,679 (96)	157,419,760 (228)		5,649 (2)	374,137,351 (327)
Washington	90,873,182 (1)	81,461,633 (39)	99,535,101 (266)	3,401 (3)	773,299 (22)	272,646,616 (331)
West Virginia	81,122,395 (1)	48,335,893 (55)	56,008,362 (227)			185,466,650 (283)
Wisconsin	158,038,834 (1)	156,134,786 (72)	134,753,494 (574)	25,195,870 (1268)	483,197 (10)	474,606,181 (1925)
Wyoming	11,669,645 (1)	16,985,238 (23)	6,011,605 (86)		258,757 (2)	34,925,245 (112)
National Totals						
Funds	\$6,410,917,358	\$4,806,616,154	\$6,699,067,503	\$932,487,685	\$22,833,908	\$18,871,922,608
Recipients	(51)	(3,039)	(18,451)	(16,467)	(343)	(38,351)

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