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INVESTMENT TAX CREDIT

A Summary Statement

Urgent Need to Stimulate Investment

With inflation at 12% per annum...

With unemployment forecast to reach 8% later this year...

There is an urgent need for tax relief for business to stimulate investment, to increase productivity, and to create jobs for the unemployed.

Such increased investment is urgent on two counts:

- To fight inflation and unemployment right now;
- And to help prevent a worse bout of inflation and unemployment a few years hence.

The Proposal: A Permanent 12% Investment Tax Credit (ITC)

1 - To provide the needed stimulus, the Investment Tax Credit should be increased to 12% for all taxpayers, with the new rate applicable to machinery and equipment placed in service on or after January 1, 1975.

2 - While an immediate increase of this magnitude is needed to fight the present recession, the increase should be permanent so that businessmen can do the necessary planning and sustained investment to assure the growth and modernization of the nation's productive capacity.

3 - To assure maximum stimulus and to balance cash flow, in the case of property being constructed by or for the taxpayer, the credit should be made applicable to expenditures as incurred.

Things to Avoid:

Avoid a "quickie" increase in ITC to 10% for only one year. This would have almost no impact on business investment, which is a longer-cycle process.

Avoid diluting the stimulus with such devices as the "basis adjustment" proposed by the President last October.

Proposals for the Hard-Pressed Public Utilities

1 - Because of the serious credit problems of the public utilities, and the need to provide them with cash-flow incentives to expand energy-producing facilities, the 12% investment credit rate should also be made applicable for utilities.

2 - The provisions in the tax reduction bill (H.R. 2166) recently introduced by Mr. Ullman should be enacted. These raise the allowable credit limit for utilities to 100% of tax liability for two years, with ten-point annual deductions thereafter over the next five years.

Effect on Revenues: The annual revenue loss of $3 billion predicted by Mr. Ullman for a 10% credit would probably increase by up to $2 billion if the rate were 12%.

THE CASE FOR A PERMANENT 12% ITC

Shortage of Funds for Business Investment: The Domino Effect

Immediate business tax relief is needed to alleviate the squeeze on corporate funds which resulted from a domino-like series of events:

- Real corporate profits declined from $37.0 billion in 1965 to $20.6 billion in 1974.
- This resulted in an even more dramatic decline in real retained earnings available for reinvestment, from $20 billion in 1965 to minus $10 billion in 1974.
- Declining profits depressed the stock market, making it practically impossible to raise funds in equity markets.
- Thus corporations were forced to rely more heavily on borrowings to meet capital requirements. Most are deeply in debt.
- Increased demand for borrowings coupled with high inflation drove up interest rates, a further depressant on earnings.
- Energy and environmental problems have further aggravated the financial problems of the corporations.

Result: A serious shortfall of funds available for capital investment, and businesses in dangerous liquidity crisis.

Slowdown of Capital Spending and Construction Must Be Reversed

The shortage of funds for investment, and the effect of the recession on business expectations, is slowing down business expenditures for new plant and equipment.

Result: Unemployment in capital-goods industries and construction.
Further deterioration of U. S. productive capacity.
Decline in productivity, our long-term defense against inflation.

Need: To stimulate business investment right now.

We Are Falling Behind International Competition

Available data show that since 1960 the United States has had the lowest level of capital investment and the lowest rate of growth of productivity of any of its major competitor countries including Japan, Canada, and industrialized Europe.

Nearly all of these nations give more favorable tax treatment to capital investment.

Unless changed, this means further loss of markets and jobs to these competitor countries, and decline of our world political, economic, and military position.

Equipping a Growing Labor Force

Private labor force in 1973: 75 million persons.
in 1980: 86 million persons.

Estimate: By 1980 it will take an investment of $34, 600 to support the average worker in the labor force.

Permanent ITC is needed to generate the capital required to equip those 11 million newcomers to the labor force, and provide them with jobs.

DOES ITC WORK?

The Investment Tax Credit has proved a demonstrably effective device for stimulating both capital expenditures and the economy. Data show:

- Introduction of the ITC in 1962 and reenactment in 1971 were followed by substantial growth in capital investment.
- Suspension of the credit in 1966 and its repeal in 1969 led to immediate decline in new orders for machinery and equipment.
- Ask any businessman about his individual decisions.

But ITC Is Not a Workable Countercyclical Device.

- Impossible to control the timing of impact of ITC because of lead-time considerations and delayed responses.
- Most capital equipment has a long production period, with a year or more between placing the order and installation of the equipment.
- So full impact is delayed, and may even come into effect in the next stage of the economic cycle -- when the contrary effect is desired.

On-again Off-again ITC Confuses and Inhibits Business Planning on New Plant and Equipment.

But Permanent ITC Provides Incentive for Sustained Capital Investment.

CONCLUSION

The 12% Investment Tax Credit should be a permanent feature of the U.S. tax structure...

... To assure sustained, orderly investment that will modernize our antiquated production machinery and increase productivity -- our only long-term protection against inflation.

... To increase employment in capital-goods and construction industries.

... To prevent further loss of markets and jobs to foreign competition.

... To encourage investment at home rather than abroad.

... To provide equipment and jobs for our growing labor force.

... To meet electric energy needs. Electric utility spending must rise 190% between 1974 and 1985. Yet utilities' cash flow in relation to P & E outlays is down from 60% in 1965 to 23% in 1973.

... To assure needed economic growth and a rising standard of living.

... To fight recession and inflation now, and help prevent a worse bout of inflation and unemployment a few years hence.

THE CASE FOR AN INCREASE IN INVESTMENT TAX CREDIT

- Tax Credit Increase Urgently Needed
- Increase Must Be Permanent
- Utilities Need Special Help
- Earnings for Reinvestment Down
  - Drives Up Interest Rates
  - Sharp Drop in Capital Investment
- Prompt Action Required to Create Jobs
- Productivity Must Rise - Capital Investment the Key
- U. S. Trails in Capital Investment
  - Increase Needed for Economic Growth
- Investment Credit Has Proved Effective
- Should Not Be Contracyclical Control Device
- U. S. Capital Requirements Show Need for Tax Credit

  Increase of 12% Now

Investment Tax Credit Increase -- An Urgent Need.

The twin problems of inflation and recession facing the American economy today are virtually without precedent in the nation's history. Inflation is running at a double-digit rate as the economy is sliding rapidly into the grips of the worst recession since before World War II. With unemployment now forecast by most economists to reach 8% later this year and industrial production on the decline, prompt and effective measures are needed to turn the economy around. Immediate tax relief is one such measure.

While the need for substantial tax cuts for individuals, particularly with respect to low and middle income groups, is widely recognized and supported, there is an equally urgent need for tax relief for business to:

- stimulate investment
- increase productivity
- create jobs for the unemployed

To provide such stimulus, the investment tax credit should be increased to 12% for all taxpayers, with the new rate applicable to machinery and equipment placed in service on or after January 1, 1975. In addition, to assure maximum stimulus and to balance cash flow, the credit should be made applicable to expenditures as incurred in the case of property being constructed by or for the taxpayer.

Increase Must Be Permanent

While an immediate increase of this magnitude in the credit is needed as a response to the recession, the increase should be permanent to permit informed planning with predictable results which will ensure growth of the nation's productive capacity and provide for the modernization and replacement of existing equipment.

Chairman Ullman's proposal of a "quickie" increase in the investment tax credit rate to 10% effective for only one year with the "expectation" that it would be made permanent later in the year when energy taxes and tax reform are considered, will inhibit, if not altogether preclude, any increase in investment plans attributable to the increased rate. In addition, to ensure that the stimulus provided by the credit is not diluted, property subject to the credit should not be subject to a basis adjustment such as was proposed by the President last October and which has since been largely discredited.

Utilities Need Special Help

Because of the serious credit problems being experienced by public utilities and recognizing the obvious need to provide them with adequate cash flow incentives to expand facilities, the 12% investment credit should also be made applicable to utilities starting in 1975.

In addition, and in further recognition of the special capital needs of utilities and the relation of such needs to longer-term energy planning requirements, the provisions included in the tax reduction bill (H. R. 2166) recently introduced by Mr. Ullman should be enacted; these raise the allowable credit limit for utilities to 100% of tax liability for two years, with ten-point annual reductions thereafter over the next five years. The annual revenue loss of $3 billion predicted by Mr. Ullman for a 10% credit would probably increase by about $2 billion if the rate were 12%.

Earnings for Reinvestment Down

In testimony before the House Ways and Means Committee on January 22, 1975, Secretary of the Treasury William E. Simon discussed the need for immediate business tax relief to alleviate the squeeze on corporate funds which has resulted from the steep decline in real corporate profits over the past ten years. Secretary Simon pointed out that while the reported profits after taxes of nonfinancial corporations increased from $38.2 billion in 1965 to $65.5 billion in 1974, an apparent increase of 71%, real corporate profits, after adjustment for the effects of inflation on inventory values and depreciation deductions based on historical cost, actually declined by about 50%, from $37.0 billion in 1965 to $20.6 billion in 1974.

A major factor contributing to this decline was the fact that income taxes were payable on these "fictitious" elements of profits with the result that the effective tax rate on true profits increased from about 43% in 1965 to 69% in 1974.

The decline in real corporate profits has resulted in an even more dramatic decline in retained earnings available for reinvestment by business. Undistributed profits of nonfinancial corporations after restatement for the effects of inflation on inventory values and depreciation, declined from $20 billion in 1965 to $6 billion by 1973 - this despite an increase of 36% in the real gross national product during the same period. Preliminary figures for 1974 indicate undistributed profits will show a minus of nearly $10 billion for last year.

Drives Up Interest Rates

The deterioration of real business profits and retained earnings has been reflected in the sharp price drops in the equity markets. The depressed state of the stock market has made it practically impossible for most companies to raise funds in the equity markets. As a result of this and the decline in real corporate profits, corporations have been forced to rely more heavily on borrowings to meet their current working capital requirements and capital investment needs.

For the year 1974 debt constituted 57% of the capital raised by nonfinancial corporations, a marked increase over the comparable figures of 37% for 1970 and 48% for 1973. This increased reliance on debt financing has been a major factor in driving up interest rates which only recently have started to ease. Decreases in interest rates have been most significant for short-term borrowings; longer-term issues still carry high interest costs which are predicted by many to continue. The high cost of borrowed funds has been a further major depressant on corporate earnings.

Energy and environmental problems have also aggravated the situation. The increased cost of petroleum products alone has significantly increased the cost of doing business. Industries that rely heavily on oil usage have been hit particularly hard. However, virtually all business operations have been adversely affected to some degree.

Sharp Drop In Capital Expenditure

All of these developments have contributed to a serious shortfall in funds available for capital investment at tolerable interest rates. This shortage of funds and the effect of the recession on business expectations have combined to slow down business expenditures for new plant and equipment. Figures released in January by the Department of Commerce (and already undoubtedly overly optimistic) indicated that business expected new plant and equipment expenditures to total $117.1 billion in 1975, compared with expenditures of $111.9 billion in 1974 and $99.7 billion in 1973.

Last November the McGraw-Hill fall survey of preliminary plans for capital spending reported that business expected to spend $125.38 billion for new plant and equipment. Thus a drop of over $8 billion in the anticipated level of such expenditures has occurred in the space of only two months time. Such a sharp decline, which is accelerating, reflects the serious erosion of business expectations resulting from the increasing severity of the recession.

When adjusted for inflation, the slowdown in capital expenditures is even more severe than the foregoing data would indicate. The unadjusted figures show that 1975 expenditures for new plant and equipment will increase 4-1/2% over 1974 expenditures which were about 12% greater than 1973 expenditures. However, these apparent increases disappear when the impact of inflation on capital goods prices is taken into account. In commenting on this, the Department of Commerce made the following observations:

- "These data are not adjusted for price changes. Capital goods prices, as measured by the implicit price deflator for fixed nonresidential investment in the national income and product accounts, rose at an annual rate of about 11% during the first nine months of 1974.

- The 1974 capital expenditures figures therefore represent little if any real growth in investment, and the 1975 projection strongly suggests a decline in real growth."

The indicated decline in real growth in 1975 will mean a further drop in employment in the construction and capital goods industries and thus a worsening of the unemployment situation.

Prompt Action Required to Create Jobs

As announced on January 10, 1975, the President's Labor-Management Committee recognized the need for prompt action on this front when it unanimously called for an immediate increase in the investment tax credit to 12%. The Committee proposed that the increase in the credit apply across the board on domestic investment in order to stimulate business to invest and create more jobs.

The Committee also recommended that its tax package, which included a substantial reduction in individual income taxes as well as an increase in the investment tax credit, be enacted immediately and independently of additional tax reform measures. The Committee also recognized, again unanimously, that "additional measures would be needed to foster the growth of capital formation and investment and the growth of purchasing power to produce more jobs over the longer term."

Productivity Must Rise - Capital Investment the Key

Over the long-term, the key to economic growth and improvement in the standard of living of the nation's citizens depends upon producing more goods and services at lower prices. If the fight against inflation is to be effective, productivity improvements must be realized on a continuing basis. Such improvements in turn are dependent upon and are a function of the level of investment in productive capacity. Although a higher rate of capital investment does not guarantee lower rates of inflation, there is a close correlation between the rate of capital investment and increases in a nation's productivity and its standard of living.

Government statistics comparing private investment and productivity rates of leading industrialized nations show the following:

Comparisons of Investment
and Productivity, 1960 through 1973

	Average Private Investment as Percent of GNP (Excl. Defense Expenditures)	Average Annual Growth in Productivity (Output Per Man-Hour)
United States	18.0%	3.3%
Canada	22.4	4.3
Japan	33.4	10.7
France	24.9	5.9
Germany	26.2	5.8
Italy	21.4	6.2
U. K.	18.9	4.2
OECD less U. S.*	24.2	6.3
All OECD*	20.5	4.8

*Figures in the first column for the OECD country groups represent private investment as a percent of GNP including defense expenditures and cover the 1960-1971 period only.

Sources: OECD and national sources; Bureau of Labor Statistics

U. S. Trails In Capital Investment

As these data clearly show, the U.S. had the lowest level of capital investment and also the lowest rate of growth in productivity of any of these countries. The most recent figures available for international companies - figures showing investments in 1973 - indicate an even bleaker investment picture for the United States. In that year investment in private industry fell to 14.9% of the gross national product, lower than any other major industrialized nation except Italy.

That the United States ranks at the bottom of the list with respect to the rate of private investment is not surprising in view of the fact that Japan, Canada, and these European countries all give more favorable tax treatment to capital investment.

In testimony before the House Ways and Means Committee on March 5, 1973, Roger Milliken, speaking on behalf of the American Textile Manufacturers Institute, Inc., provided figures (which were an update of figures originally prepared in 1969 and 1970 by the President's Task Force on Business Taxation) showing capital recovery allowances for tax purposes on industrial machinery and equipment in the United States and eleven other nations at the end of the first, third and seventh taxable years. These data, which are summarized below, show the United States trailing most of the countries in the rate of capital cost recovery at the end of each of the three periods.

Comparison of Cost Recovery Allowances for Industrial Machinery and Equipment in Leading Industrial Countries with Similar Allowances in the United States

	Representative cost recovery periods (years)	Aggregate cost recovery allowances (percentage of cost of assets)		
		First taxable year	First 3 taxable years	First 7 taxable years
Belgium	10	36.0	59.0	91.2
Canada	2	50.0	100.0	100.0
France	8	31.3	90.3	100.0
Italy	6	20.0	65.0	100.0
Japan	11	37.1	63.9	88.1
Luxembourg	10	28.0	60.4	94.4
Netherlands	5	10.0	50.0	100.0
Sweden	5	60.0	95.7	130.0
Switzerland	6 2/3	15.0	58.4	90.0
United Kingdom	1	100.0	100.0	100.0
Western Germany	9	16.7	49.6	88.8
United States				
1962 Law (7% ITC)	13	21.7	47.9	80.1
1969 Law (no ITC)	13	7.7	33.9	66.1
1971 Law* (7% ITC)	10 1/2	23.5	54.7	88.5

* Relects cost recovery attributable to Asset Depreciation Range System and presently effective 7% investment tax credit. With a 12% investment credit, the aggregate cost recovery allowances for the United States would increase to 33.5% for the first taxable year, 64.7% for the first three taxable years and 98.5% for the first seven taxable years.

The foregoing demonstrates the need for the United States to increase its rates of capital investment and of allowable capital cost recovery for tax purposes if only to improve its competitive position vis-a-vis its major competitor countries in Europe, Canada and Japan. A permanent increase in the investment tax credit to 12% is an essential step toward that goal.

Capital Investment - A Must for Economic Growth

Another important reason to increase the rate of the investment tax credit is the need to generate the capital needed to equip a rapidly expanding labor force. The ability of the country to create jobs and reduce unemployment depends on its ability to equip its workers with the tools of production. At hearings of the Senate Finance Committee on June 6, 1974, the Machinery and Allied Products Institute, identified the dimensions of the problem as follows:

- The private labor force is expected to rise from 75 million in 1973 to 86 million in 1980.
- This is an average annual increase of more than 1-1/2 million workers to be equipped.
- Assuming an increase in investment per worker at the same rate that occurred between 1948 and 1973, as business attempts to continue providing higher quality equipment (at higher prices) in order to increase productivity, this would require an increase of 5.9% per annum in investment per worker to $34,600 by 1980.

Estimates of the total capital requirements needed to attain sustained economic growth and to provide the tools of production necessary to equip the labor force vary considerably. However, General Electric Company projections provided to the Joint Economic Committee in May, 1974, indicated that our nation's total requirements for the 1974-1985 period run as high as $3.25 trillion for business fixed investment. Estimates for the energy industry alone over the decade range from three quarters to one trillion dollars.

The challenge of providing capital in such huge amounts must be solved primarily in the private sector. However, the Federal Government has a positive responsibility to help and one of the steps the government can take is to enact legislation that will create greater incentives for capital investment and permit U. S. business enterprises to earn profits sufficient to pay good wages and also to invest in the future.

Investment Credit Has Proved Effective

Based on the record the investment credit has proved to be a very effective device for stimulating both capital expenditures and the economy as a whole. Economists Dale Jorgenson of Harvard and Roger Gordon of MIT, using the Data Resources Inc. econometric model of the U. S. economy, have made an extensive study of the effectiveness of the investment credit. As reported in the November 16, 1974, issue of Business Week, they found that "the introduction of the tax credit in 1962 made investment expenditures 7.7% higher after three years over what they would have been otherwise, and 10.2% after five years."

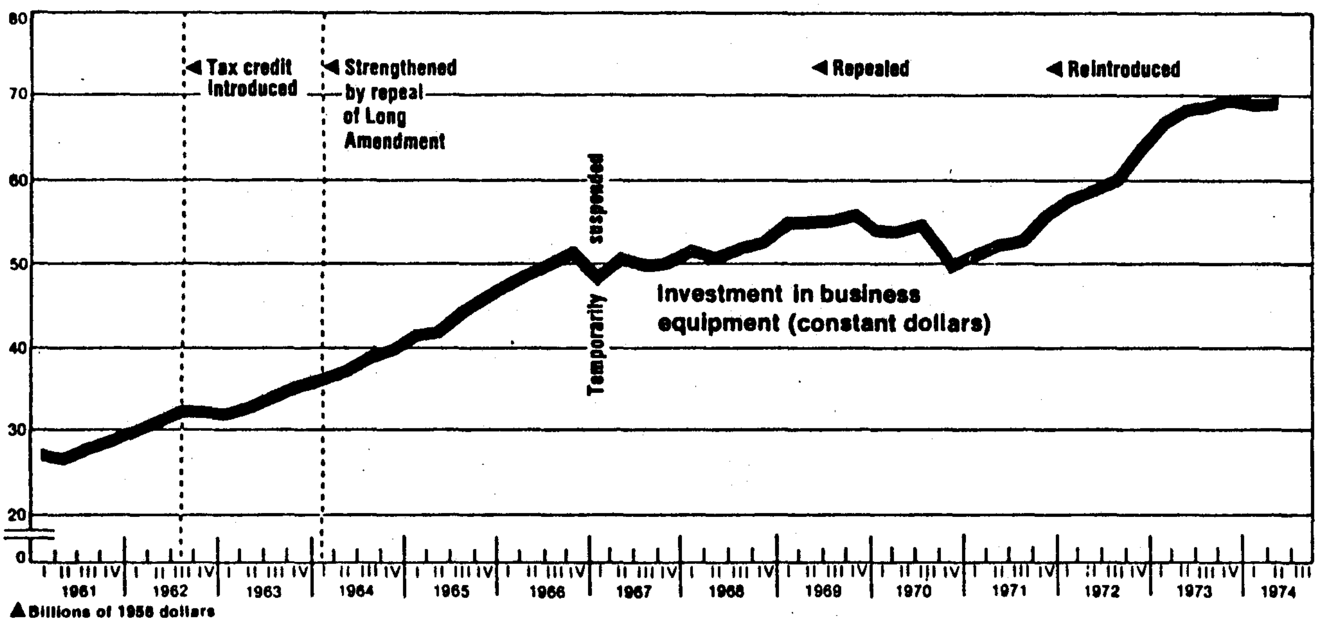
They are strongly critical of the repeal of the credit in early 1969, contending that this action caused a slow-down in private investment, coincident with a precipitous drop in real government purchases of goods and services. "Leaving the tax credit in effect," they say, "would have alleviated the severity of the ensuing recession" which resulted in a period of rising unemployment and business stagnation.

Reenactment of the credit in late 1971 gave a substantial push to investment which grew at an annual rate of more than 13% (with the effects of inflation removed) between the third quarter of 1971 and the third quarter of 1973. Jorgenson and Gordon concluded that the nation's stock of productive assets at the end of 1972 was 5.5% higher than it would have been in the absence of the tax credit over the 1962-1972 decade.

Moreover, they found that a constant 7% credit over the period (without the temporary suspension, repeal, and revival) would have added another 3.3% to today's stock of capital. Their conclusion was that the credit should be "kept on permanently at a relatively high rate to foster the long-run goal of stimulating the growth of the capital stock."

The same Business Week article contained the following chart which shows graphically how business investment picked up after the introduction and reintroduction of the credit and how it fell off when the credit was suspended and again when it was repealed:

The Record of the On-Again-Off-Again Investment Tax Credit



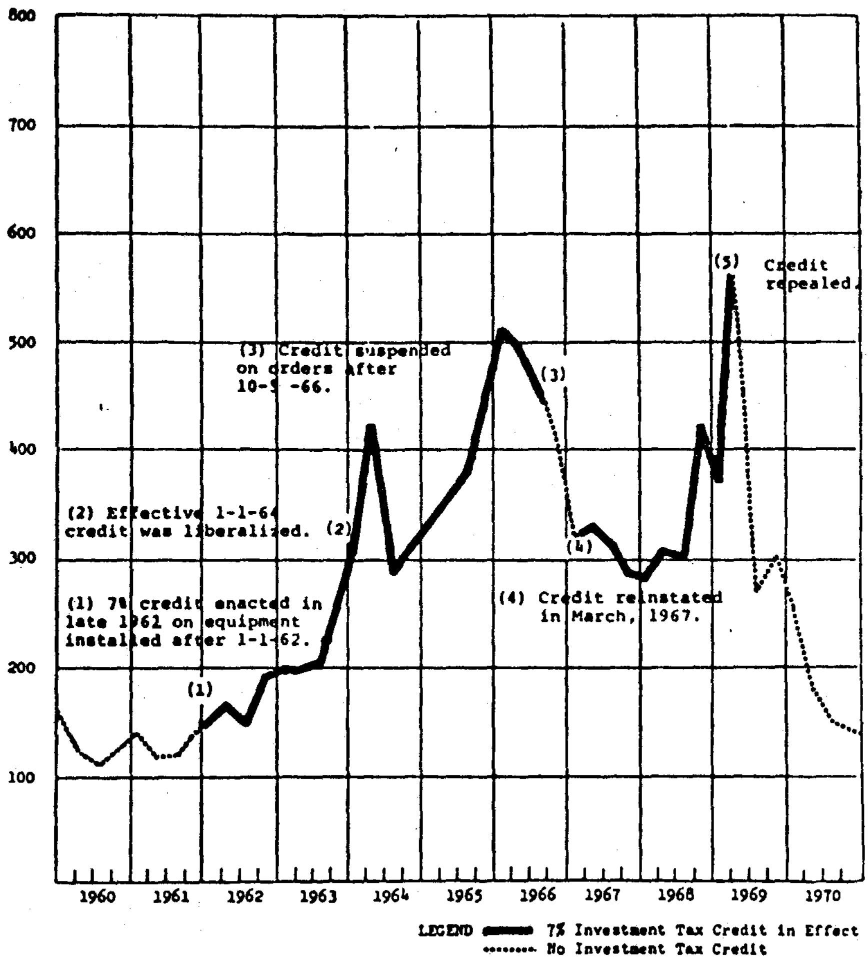
Data: Commerce Dept.

The close correlation between machinery orders and the investment credit was also demonstrated lucidly by the Senate Finance Committee in its Report on the Revenue Act of 1971 which included therein the following chart:

MACHINE TOOLS

Domestic New Orders Quarterly

Millions of Dollars



In a similar analysis, the Chamber of Commerce of the United States, in testimony before the House Ways and Means Committee on March 8, 1973, commented on the effect of the investment credit on machine tool orders as follows:

> "An example of how the investment credit can affect productivity in the United States can be seen from the apparent impact of the previous credit on new orders for domestically produced machine tools. These orders are viewed as an important indicator of the future capital spending plans of business. After a slight decline in machine tool orders in 1964, new orders increased strongly until October of 1966 when the old 7% investment credit was temporarily suspended. During the period of the suspension, orders dropped more than 25%. When the investment credit was restored in 1967, orders began increasing, reaching a peak in April of 1969, when the credit was terminated. After the termination, new orders for machine tools decreased tremendously. In the first quarter of 1971, orders were over 70% less than their all-time high in 1969. The investment credit was reinstated in August of 1971, and total orders rose 67%, from $747.3 million in 1971 to $1.25 billion in 1972."

The effectiveness of an increase in the investment tax credit can also be demonstrated by its impact on specific investment decisions.

Should Not Be Contracyclical Control Device

The investment credit was originally conceived as a permanent feature of the tax system which would provide an incentive to increased investment programs over the long-term. Over the years, however, the credit has been used as a contracyclical control device - enacted or restored, as in 1962 and 1967 respectively, to permit attainment of a higher rate of growth, sustained full employment and stable prices; or suspended or repealed, as in 1966 and 1969, to moderate economic growth and to curb inflation. Today, there are those who contend that the credit should not be a permanent provision of the tax law but should be used only when the economy is in a recession and needs a stimulant.

The central problem in using the credit as a contracyclical device relates to the fact that it is impossible to control its timing due to lead time considerations and delayed responses. As a rule, capital equipment has a long production period and the time lag between placement of an order and receipt and installation of the equipment can easily run to a year or more depending upon the nature and complexity of the equipment. Because of this, any change in the credit, whether involving a change in the rate or outright repeal and reenactment, will not have an immediate impact on the level of capital expenditures. The change almost inevitably will be late and in response to current rather than anticipated conditions. As a result, the change is very likely to be counterproductive in that by the time it takes effect, the economy may be in the next stage of the business cycle when contrary action to that taken is required.

In its report on the Revenue Act of 1971, the Senate Finance Committee commented on the need for a permanent investment tax credit at a flat rate as follows:

- The committee concluded that a flat rate credit of 7% was preferable to a credit which initially was larger.
- It believed that a varying credit would be inconsistent with the basic objective of providing an incentive for adequate investment on a long-term basis.
- A credit which is scheduled to drop abruptly after a period of operation would be likely to encourage investments in the earlier period at the expense of the later period.
- A varying credit would be likely to produce inequitable results.
- Businesses needing assets which can be produced only after a long lead time would frequently not be able to qualify for the higher credit because they would not be able to receive the asset in time.
- Similarly, the mere fact that the acquisition of an asset was delayed, perhaps because of production difficulties, could reduce the amount of the credit.

Charles W. Stewart, President of the Machinery and Allied Products Institute, in a statement before the House Ways and Means Committee on March 16, 1973, discussed the unsuitability of suspension and restoration of the investment credit as a contracyclical control device (changes in rate are of course merely variants of suspension or restoration) in the following terms:

> "A central problem in attempting to use the investment tax credit as a contracyclical device relates to the matter of timing. A MAPI Capital Goods Review discussed this problem in some detail.

This means that the suspension should occur long before capital investment attains the level at which restraint is deemed desirable. It requires action on the basis of predictions and forecasts. This is not necessarily a prohibitive requirement, but past experience with the application of restrictive measures in a political environment (especially in election years) is not reassuring. The chances are that the suspension will come late, in response to current, rather than anticipated, conditions. In some cases, certainly, this will lock the barn door after the horse is gone. Indeed, there is always the risk that the delayed effects will fall in the receding phase of the capital goods cycle, thus aggravating the decline.

But this is not all. If the practice of manipulating the credit becomes established, industry will take anticipatory action even before there are overt moves for suspension. (This would occur, of course, even under a parliamentary system.) As soon as capital goods activity rises to a level suggesting the imminence of such moves, protective commitments are in order.

"The problems concerning restoration of an investment tax credit are quite similar in nature:

If there are timing problems at the suspension stage, they appear also, though in different form, at restoration. No one can tell at the time of suspension how long the period should last. Should it be one year, two years, or three? If the cutout is likely to come, as we have suggested, near the end of the capital goods boom, even one year may be too long. In other cases it may not be long enough."

An increase in the investment tax credit rate to 12% starting in 1975 would, however, have a prompt and beneficial impact on cash flow thereby providing an immediate additional source of interest-free funds available for investment in business assets.

Because of the timing problem, the investment credit should not be used as a contracyclical device. Moreover, even if it could be used effectively for this purpose, to do so would defeat the basic purpose of the credit which is to increase productivity and to create jobs in order to improve the economic potential of the country and to raise its standard of living.

Conclusion

Current and long-range capital requirements in the United States argue strongly for an immediate and permanent increase in the investment tax credit to 12% for all taxpayers. Such an increase would help offset some of the effects of inflation on capital formation, would contribute to improved corporate liquidity and would serve as a strong incentive to the modernization and replacement of existing facilities and investment in new facilities.

COMMENTS FOR PRESIDENT'S CONSIDERATION

Joe Waggonner

Recommittal vote was not an indication of strength. There is not a good solid chance of a 10 to 12 vote change needed. Joe feels there is a possibility of switches in the Northeast - the three votes from Conn., for example. If vetoed, Demo Caucus will work hard to override.

Thinks a second bill would not be much different - probably worse. Would be a bigger tax package, House would add tax reform items and kill a tax reform bill for this year.

Long's and Ullman's reaction would be adverse. Long would carry a grudge into a second conference and on other matters he would be handling in the future - i.e. the energy package. Long talked with Waggonner last night and indicated this. He also urged Joe to urge the President to sign it.

Joe suggested carefully considering what factors the President could hang a veto on. The budget deficit. The $52B deficit at time of President's $16B proposal. Deficit projection much higher now.

Joe doesn't want President to lose on this. Suggests waiting a few days. Feels that to get accurate reaction, the President will have to get the word out to the country on the bad aspects of bill in order to get the press to criticize it. Unless this is done, public reaction will probably be favorable.

In summary, Joe sees a package that isn't much better. More tax reform items in it. Estimates only 30 Demo's would sustain. Some chance of sustaining, but would be tough. Demo caucus will work hard to override.

Phil Landrum

Landrum was a conferee. He feels the hard core recommittal vote was between 160 and 170 not 197 as members switched at last minute - a free vote for them.

Critics of the bill who would sustain are in three groups:

(1) Totally dissatisfied with the depletion provision - some felt it wasn't enough and others that it was too much. These members would probably sustain.

(2) Dissatissfied with housing provision. In conference, Phil felt the provision was made nearly inoperative. This group would not vote to sustain.

(3) Dissatisfaction with the $50 Social Security provision. On veto vote, probably 90% of the Demos in this group would vote to override.

Therefore, the two things to look to are how many would stay with President on veto because of dislike for the depletion and the housing provisions. Generally, veto could not be sustained on rebate, investment tax credit or tax reduction. Therefore, considerable risk in veto.

Undoubtedly, second bill would be worse. Demos would try to put President in a hole with a $30 + B bill. Afraid if reopened, rebate, social security and housing provisions would get worse.

Let it simmer for a few days. Phil feels public response will be favorable.

Sees Long worse than he was in this conference. Doesn't think House conferees would be the same as rules allow anyone on Ways and Means to be conferee. Run risk of liberal members becoming conferees and a more generous social security provision.

Does not think veto can be sustained.

Dan Rostenkowski

Feels "President would make a terrible mistake by vetoing bill." President initiated fact that dollars should be pumped into the economy. That he has a bill that isn't too much higher.

This economic approach should be considered an experiment to pump the economy up. Must let the experiment work - "would hurt himself badly" if he didn't. Congress would send a worse bill down if he vetoes.

Recommittal vote not an indicator at all. Many taking a free ride.

If signed, President should say he has compromised with the Congress and wants partnership. He compromised two-thirds of the way on oil tariff, has cooperated well with the leadership but the leadership are "gadflys".

President should say he hopes in future the Congress will be willing to compromise. President is trying to make the partnership work.

If vetoed, Congress will say he didn't compromise, didn't want partnership, President wants it all his way.

Dan feels the committees won't be in a hurry to write a new bill. Congress is on the spot now - the President would put himself on the spot.

Long said in the conference that "we better get all our apples in here because the President will be vetoing all bills in the future that cost."

Dan feels public reaction is very favorable.

Dan thinks the world of the President and wants to help him. He told me he would have voted to sustain the oil tariff veto as he felt the President had compromised. He is very sincere in his support of the President.

Doug's Thoughts as Conference Observer

Long was very tough in conference. His reaction to a veto would be very adverse. Would be even tougher on a second bill if vetoed. Would be very hard to deal with on future legislation before Finance committee. House conferees tried very hard on social security and housing. Long did not give up gracefully. He was getting annoyed at House conferees at end of conference.

Ullman's position would be weakened by a veto. This would hurt in Ways and Means and in future conferences from the standpoint of his chairing the committee. We need him for future legislation. He would react adversely to a veto. Al told me he sincerely hoped the President would sign the bill - he felt it was the best he could get.

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FACT SHEET

A PROGRAM TO CONTROL INFLATION IN A HEALTHY AND GROWING ECONOMY

Contents

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A PROGRAM TO CONTROL INFLATION IN A HEALTHY AND GROWING ECONOMY

Although our economic system remains sound and strong, with its basic vitality intact, the economy is experiencing severe difficulties. Inflation is far too high. Too many people are having trouble finding employment. The financial markets are out of kilter. Interest rates are exorbitant. Housing is suffering badly. The productive capacity of the economy is expanding too slowly.

The origins of these problems are complex. Part of the problem grew out of several international shocks:

-- The disastrous world-wide drop in crop production in 1972, which sent food prices soaring.

-- Two international devaluations of the dollar, which made the United States a more attractive source for other countries to buy scarce materials.

-- The tripling of crude oil prices, which exerted a powerful and pervasive effect on our entire price structure.

Here at home, a long period of excessively stimulative policies created inflationary pressures that gradually and inexorably mounted in intensity. With that condition prevailing, the economy could not absorb the outside shocks; rather, those have now been built into the system, deepening and extending our problem.

Twice within the past decade, in 1967 and in 1971-72, we let an opportunity to regain price stability slip through our grasp. Thus inflation has gathered momentum and has become the chronic concern of producers and consumers alike. Indeed, today inflation is the primary cause of our recession fears.

-- Consumer confidence has been shaken, causing most families to hold back on spending, as clearly indicated by the lack of growth in the physical volume of retail sales for the past year and a half.

-- An "inflation premium" has been added to "true" interest rates, so that we now have mortgages at 9-10 percent and corporate bonds at 10-12 percent. This has warped our financial markets, including the stock market, which were structured for an economy with a relatively stable price level.

Another development that has created a serious economic imbalance is the fact that our civilian labor force has been expanding rapidly. For the size of our labor force, therefore, we are short on capital equipment. During this same period, the effectiveness of price controls in certain sectors -- e.g., steel, paper and other basic materials -- created specific bottlenecks that limited the production capacity of the entire economy. As a result, unemployment was higher than it otherwise would have been. Also, the dampening impact of price controls on profits held back new capital expansion programs in some of these vital industries.

Thus, because our problems are complex, it is clear that our program to deal with them must be comprehensive. It is also clear that the solution cannot be achieved quickly. There are no simple, instantaneous cures for our difficulties. Discipline and patience are the watchwords.

We must, therefore, have a strong policy of budgetary and monetary restraint to work down the rate of inflation. At the same time, we must provide the means for a healthy long-run growth in the capacity of the economy, correct the imbalances that have developed in recent years, and see to it that the burdens of this effort are shared on an equitable basis. Some further rise in unemployment appears probable, and we will take steps to deal with it. However, we can and will achieve our goals without a large increase in unemployment. There will be no economic depression in the United States.

AMENDING THE EMPLOYMENT ACT OF 1946

The Employment Act of 1946 makes it the policy of the Federal Government to "promote maximum employment, production and purchasing power." Although the words "purchasing power" have sometimes been interpreted as meaning price-level stability, it would nevertheless be helpful to clarify the term and make explicit in the Employment Act the goal of stability in the general price level. The American people have a right to receive from their government stronger assurance that policies will be followed to safeguard the purchasing power of their money in addition to policies that will provide abundant job opportunities and a rising level of living.

We, therefore, suggest that the section of the Act referred to above be amended to read as follows: ". . . for all those able, willing, and seeking to work, to promote maximum employment, maximum production, and stability of the general price level."

INTERNATIONAL COOPERATION

There is much that we and other nations can do to restore the health of the international economy. The economic problems of one nation, as well as its policies for dealing with them, affect other nations. Governments thus have the responsibility not only to maintain healthy economies but also to formulate policies in a way that complements, rather than disrupts, the constructive efforts of others.

This is particularly true for major economic powers such as the United States. Our policies to reduce inflation and restore satisfactory growth are intended to contribute to the strengthening of the international economy. We intend, further, to work with others so that:

-- We can ensure secure and reasonably priced goods, particularly food and fuel, for all nations.

-- We can minimize national policy conflicts or distortions that direct resources away from their most productive uses.

-- We can provide early warning of potential shifts in supply and demand so that nations can avoid potential disruptions.

-- We can try to harmonize national efforts in such areas as conservation, investment and balance of payments management.

A small delegation led by Ambassador Eberle departed today for Canada, Europe and Japan to discuss the policies described herein and to explore how we can better address and resolve common problems in a mutually supportive fashion.

A cornerstone of our international efforts is the multilateral trade negotiation scheduled to begin this fall. Passage of the Trade Reform Act will provide the United States with an opportunity to help improve the international trading order and to ensure that United States interests are well served therein. Without this bill, the United States will be regarded abroad as lacking the tools or the interest to build multilateral solutions to pressing economic problems. With it, the United States can play a leadership role in negotiating guidelines to reduce distortions of trade and investment that force workers or farmers in one nation to pay for the economic policies of another nation. We can also work toward a multilateral system of safeguards that provide for temporary -- but only temporary -- limits on imports when there is a need for certain industries to adjust smoothly to economic shifts.

FOOD AND FIBER

Food prices are of major concern in our fight against inflation. Because of weather problems and heavy demands from around the world, food prices are anticipated to increase at an annual rate of 10 percent or more over the next 18 months. Only by expanding farm production, improving productivity, and containing foreign demand can we hope to reduce the rate of increase.

Increased production offers our brightest hope for combating inflation, and we are committed to a program of all-out food production. There are presently no government restrictions on planting of wheat, feed grains, soybeans and cotton (excluding extra-long-staple cotton). To remove restrictions on rice production, we support pending legislation, but with a noninflationary target price. In addition, new legislation, which we support, has just been introduced to remove restrictions on the production of peanuts and extra-long-staple cotton.

Farmers must be assured of adequate supplies of fertilizers and fuel. The Secretary of Agriculture has been directed to work with the interagency Fertilizer Task Force to establish a reporting system. Fuel will be allocated if necessary. Authority will be sought to allocate fertilizer, if that is needed. We will work with fertilizer companies to initiate voluntary efforts to reduce nonessential uses of fertilizer.

Over the past weekend the Federal Government initiated a voluntary program to monitor grain exports. We can and shall have adequate supplies at home, and through cooperation meet the needs of our trading partners abroad. A committee of the Economic Policy Board will be responsible for determining policy under this program. In addition, in order to better allocate our supplies for export, the President has asked that a provision be added to Public Law 480, under which we ship food to needy countries, to waive certain of the restrictions on shipments under that Act on national interest or humanitarian grounds.

The U. S. Department of Agriculture and the National Commission on Productivity have been directed to help reduce the cost of food by improving efficiency in the agricultural sector. The Department and the Council on Wage and Price Stability will review marketing orders to insure that they do not reduce food supplies. Government regulations will be examined to elimiate those that interfere with productivity in the food processing and distribution industries.

Upward pressure on U. S. food prices will be reduced by helping developing nations to become more self-sufficient. We will share our advanced agricultural technology and aid in the construction of new fertilizer plants. We will support food reserve and emergency food aid programs. We are also taking steps to assure that the burden of the current tight feed grain situation is equitably distributed.

While increased food supplies are the only effective weapon against higher food prices in the long run, it takes time to grow those supplies. We cannot expect to see immediate benefits from the initiatives outlined here. We can, however, be confident that policies to maximize food and fiber production and to restrain food price increases are being pursued vigorously.

ENERGY

I. General Statement

Expensive petroleum from insecure foreign sources jeopardizes national security, increases worldwide inflation and places strains on the international financial system. Therefore, in order to reduce United States dependence upon foreign supplies of energy, the President has decided upon the following program to meet the current energy challenge.

The immediate objective is to reduce oil consumption one million barrels per day by the end of 1975 below what it would have otherwise been without affecting industrial output. This energy program calls for both mandatory and voluntary action.

If immediate reductions are not achieved through the energy program presented today, the President will seek more stringent means to insure that United States dependence is reduced.

II. Develop a new conservation policy

During the embargo last winter, Americans responded to energy conservation voluntarily. Now, though the crisis is less obvious, Americans must continue to apply voluntary restraint in the use of energy. As part of our continuing effort to conserve energy, the individual American and the American Industry and Government must think and act conservation, of not only energy but also resources and commodities that are used in our day to day life.

III. Specific Program

A. Submit Legislation to Require Use of Coal and Nuclear for New Electric Power Generation and Conversion for Existing Plants

The Administration's policy is to eliminate oil and natural gas fired plants from the Nation's mainland baseloaded electric capacity where it is feasible to convert to coal or nuclear without endangering public health. A meeting of representatives from the utilities, the coal and nuclear industries, state regulatory commissions and the relevant Federal agencies will be called by FEA to establish within 90 days a schedule for phasing out enough oil-fired plants to save 1.0 million barrels per day and to provide a list of actions required to ensure that the schedule is met. Any legislation necessary to accomplish this goal will be submitted afterwards.

Relevant considerations inherent in such a program are as follows:

-- Potential for Conversion

Existing oil and gas plants that are convertible		.75 MM b/d
Future plants (before 1980) scheduled for oil or gas (30,000 MW)		1.0 MM b/d
	Total	1.75 MM b/d
Goal (allowing for cases where conversions will not be attempted)		1.0 MM b/d

-- Costs

A. Because future plants are in varying stages of planning and development, total cost of one million barrels per day conversion is not known.

B. However, report from utilities included in "existing plants" category above indicates that 750 thousand b/d conversion costs total $106 million. It should be noted that these costs are considerably lower than what it would cost to continue burning oil at current world prices.

--Illustrative Comparison of Cost of Using Coal vs. Oil (based on 1 million barrels/day)

1 Cost of coal = $ 6 million (at $25 ton)

2 Cost of residual = $12.0 million/day (at $12.00 barrel)

3 Savings = $6.3 million/day or $2.2 billion/year

-- There are approximately 500 coal fired units that will not meet state regulations as of June of next year. However, most of these could meet the primary air quality standards (i.e. standards to protect human health). These plants use 185 million tons (1/3 of the nation's total coal consumption) of coal per year. This program would allow these plants to continue to burn coal, thus easing additional pressure on oil supplies.

B. <u>Defense Production Act</u>

The Defense Production Act will be used selectively to ensure sufficient supplies of scarce materials needed for energy development projects. This Act was recently invoked to give priority to the delivery of supplies to expedite construction of the Trans-Alaskan pipeline terminal facilities.

C. <u>Automobile Industry must Develop Program for Gasoline Savings</u>

During the past two sessions of Congress, legislation to require fuel saving on new automobiles has been considered. Pursuant to the Energy Supply and Environmental Coordination Act of 1974 a specific study of one aspect of this question is now underway. Unfortunately, the sum total of legislative requirements on automobile manufacturers has often caused confusion, additional cost to the consumer and unworkable deadlines. Therefore, the President is requesting the major automobile manufacturers to submit a five-year schedule of their plans to produce more efficient automobiles. Goals on efficiency for industry to meet will then be established. If necessary, the President will present legislation to the Congress for consideration.

D. <u>Industry must Conduct Energy Audit and Develop Savings Programs</u>

During the last six months, it has been demonstrated time and again that individual companies can cut energy usage dramatically. Nationwide, the potential savings for all industries under a strict conservation program can be significant. The President has requested the Secretary of Commerce to develop energy use guidelines which will suggest ways for industry to use energy more efficiently. The Secretary will also report on energy savings in specific industries, and communicate that information to businessmen across the nation. In addition, the Commerce Department will monitor to determine areas of energy misuse within industry, and suggest alternatives to stop such waste.

E. More rigid compliance with the maximum speed limit of 55 miles per hour; suggest new traffic control measures

The 55 mile speed limit set by Congress earlier this year has saved at least 250,000 b/d of petroleum. The Administration will emphasize the importance of rigid enforcement of this limit by State and local law enforcement agencies. In addition, the President is directing the Secretary of Transportation to work with State officials to suggest additional traffic control measures for conserving gasoline.

F. Further Conservation within Government

The effects of energy conservation efforts within government has been dramatic. Most agencies have far exceeded their goals. However, governmental conservation programs will be made stricter, and enforced more vigorously. As a top priority, a review will be made of all governmentally imposed impediments to energy conservation, in so far as they adversely affect the day-to-day programs of both the government and the private industry operations.

Specific actions mandated and underway, or to be taken :

-- Thermostats lowered to 68 degrees in the winter and raised to 78 degrees in the summer.

-- Lighting reduced in public buildings.

-- Speed limits on government vehicles reduced.

-- Cut backs ordered in the number of trips taken, including miles driven and miles flown.

-- Car pooling locators to be set up within metropolitan government bases.

-- Parking spaces to be allocated on a priority basis to car poolers.

-- Smaller automobiles to be purchased to replace larger cars

-- Decorative lighting to be reduced.

-- Outside lighting to be reduced.

-- Voluntary Conservation Actions:

G. Reduce energy consumption in commercial buildings

The commercial sector of the economy accounts for almost 15% of our total energy use. Studies have shown that commercial energy requirements can be significantly reduced by improved efficiency measures, and by taking positive steps to reduce lighting, heating and air conditioning. A 10% reduction in this sector can save the equivalent of approximately 500,000 barrels of oil per day.

H. Reduce energy consumption in residences

Residential consumption of energy accounts for approximately 20% of total energy use. Prudent use of heating and air conditioning, reduced usage of hot water, lighting and appliances, and improved home insulation has the potential for saving the equivalent of well over one million barrels of oil per day. These steps would also, of course significantly reduce energy costs for the consumer.

I. Reduce gasoline consumption

About one third of all automobile travel consists of commuting to and from work. If the average number of passengers per commuter auto were to increase by one, a reduction in gasoline usage of well over 500,000 barrels per day could be achieved. The resulting lower consumption would also reduce the commuters out-of-pocket costs for high priced gasoline.

Regarding specific voluntary actions relating to (a), (b) and (c), the Administration will:

-- Encourage everyone to lower thermostats in the home in the winter and raise them in the summer.

-- Ask architects to design buildings with energy conservation in mind.

-- Ask motorists to keep cars tuned and maintain proper tire pressure.

-- Ask everyone to reduce temperature settings on hot water heaters.

-- Ask everyone to turn off pilot lights on furnaces in the summer.

-- Encourage everyone to use cold water for laundry.

-- Encourage the use of public transportation.

-- Urge an increase in the use of car pools.

-- Urge reduction in use of nonessential home appliances.

-- Urge reduced use of stoves, refrigerators, televisions, electric lights, washing machines.

-- Encourage home owners to insulate and install storm windows.

-- Urge turning off outside gas lights.

-- Urge measures to increase the load factor on airline flights.

J. <u>Request state and federal regulatory authorities to eliminate rate schedules which encourage excessive energy consumption</u>

The utility industry, under both state and federal regulations, have often developed rate structures that encourage increased energy consumption. Regulatory authorities should seek to design rate structures that encourage maximum energy conservation, promote use of generation capacity in off-peak periods, and only charge individual categories of users the cost of the power they actually consume.

K. <u>Natural Gas Supply Act</u>

Natural gas is an invaluable source of clean, environmentally sound energy. For fifteen years, the Federal Power Commission has controlled and kept low its wellhead price, and thus reduced incentives to the development of new domestic supplies. In 1957, new discoveries of natural gas totalled approximately 22 trillion cubic feet. By 1972 this had fallen to less than three trillion cubic feet. In 1955 the U. S. had a 22.5 year supply of gas reserves, and in 1972 only 10.7 years.

The nation is now importing foreign liquefied gas (LNG) at prices three times controlled domestic price. The nation faces continued and increasing rates of curtailment of gas being supplied to current users, including gas for agricultural production.

The only real solution to the supply problem lies in deregulation of new gas, so as to stimulate production.

Legislation to achieve this result has long been stalled in the Congress. This logjam must be broken, so that domestic gas reserves may be identified and brought into production as quickly as possible.

L. <u>Naval Petroleum Reserves - permit maximum production from reserve #1 (Elk Hills) and implement full scale exploration and development of production capability of reserve #4 (Alaska)</u>

At the present time, two Naval Petroleum Reserves, Elk Hills, California (NPR #1), and NPR #4 in Alaska, could, if fully developed, provide significant production capability. Elk Hills is about 50% developed but needs further development to place it in a state of readiness. It is estimated that production capability of 160,000 barrels per day could be achieved within two months, with the long term maximum efficient rate of production at about 267,000 barrels per day. The estimated potential of NPR #1 runs as high as 1.7 billion barrels. The vast tract in Alaska, NPR #4, is largely unexplored but offers a significant potential for development. Recoverable reserves are estimated to be as much as 30 billion barrels.

The statutory authority for the naval petroleum reserves, and oil shale is included in Chapter 641, Title 10, U.S. Code. Key provisions in the authority provide that the reserves shall be used and operated for:

(1) The protection, conservation, maintenance and testing of the reserves.

(2) The production of petroleum, gas, oil shale or products thereof, whenever and to the extent the Secretary of the Navy, with the approval of the President, finds that it is needed for national defense and production is authorized by a joint resolution of Congress.

The President is directing the Secretaries of Defense, Navy and Interior, within the next 90 days, to develop proposals (including any needed legislation) directed toward the exploration and development of NPR #4 as rapidly as possible.

M. Clean Air Act

The Clean Air Act Amendments of 1970 represent a landmark in our progress toward environmental protection, and definite progress is being made in cleaning up the Nation's air.

The Act describes very stringent guidelines for compliance by mobile and stationary sources. Many of these goals are achievable as drafted. In some cases, however, more flexibility is needed to achieve the objectives of the Act and to allow use of coal, the nation's most abundant domestic energy source. The amendments that have been transmitted to the Congress by the Administration would provide this needed flexibility to effectively respond to the nation's energy problems without jeopardizing the Act's health related requirements. Passage of all of these amendments will not diminish continuing efforts for a cleaner environment.

N. Surface Mining

Coal is the nation's most abundant and available energy resource. The Administration has proposed and long supported surface mining legislation that would allow continued and accelerated development of domestic coal reserves with appropriate protection of environment values.

Severe problems still remain with some of the provisions of the legislation which has passed both houses of the Congress. Its enactment as now drafted could involve not only serious production losses but inflationary cost impacts throughout the entire economy.

Secretary Morton and his staff have been working closely with the committee to resolve the most important of these problems, including surface owner protection provisions, funding absolute prohibitions of mining in certain areas, unnecessarily broad statements of purposes, and provisions for multiple litigation that could delay or halt ongoing production efforts.

O. Nuclear Plant Licensing Bill

The 9-10 years now required to bring nuclear power plants on line must be reduced. Towards this end, Congress should pass the Nuclear Plant Licensing Bill which will expedite licensing and construction power costs, and accelerate U.S. energy self-sufficiency.

P. Windfall Profits Tax

Since 1973, the prices that may be charged for domestic crude oil production have been strictly controlled by the Cost of Living Council and the Federal Energy Administration (formerly the Federal Energy Office).

Various measures are available to stimulate production from our existing fields by adjusting these controls. Such adjustments are needed on a priority basis, but they could generate sudden profit increases for companies producing oil.

The Administration has proposed a windfall profits tax that would cushion this shock and reduce such profits, and this requires prompt action by the Congress. Expeditious enactment of this tax measure is necessary to maximize production without undue enrichment of the industry.

Q. Deepwater Port Facilities Act

Pending legislation would authorize the Federal Government to grant permits for the construction and operation of offshore oil terminal facilities. Such facilities would allow imported oil to be transported more safely and economically on very large crude carriers, and reduce tanker traffic in the nation's already overcrowded harbors. It would encourage the construction of domestic refineries and thus lessen U.S. dependence on imported products from foreign refineries. An extensive environmental impact statement already prepared indicates that the amount of oil spilled in the nation's harbors and coastal regions will be reduced by these facilities.

R. Energy Research and Development Administration, ERDA

The President is urging to complete consideration of legislation to create ERDA before the recess. ERDA's mission will be to develop technologies for efficiently using fossil, nuclear and advanced energy sources to meet growing needs and in a manner consistent with sound environmental and safety practices. The agency will have responsibility for policy formulation, strategy development, planning, management, conduct of the energy R&D and for working with industry to assure that promising new technologies can be developed and applied.

S. Accelerate Oil Leasing of Federal Lands on the Outer Continental Shelf

Prospects for large, new discoveries of onshore oil and gas deposits in the lower 48 states are small. For this reason, leasing of the Federal OCS must be greatly accelerated with a target of ten million acres annually in 1975. This is an amount 5-times larger than the 2 million acres expected to be leased during 1974; and 1974 in turn is twice the acreage leased during 1973. To sustain this schedule it will be necessary to lease frontier areas off Alaska, California and the Atlantic coast. The accelerated leasing program will comply with all provisions of the National Environmental Policy Act, and every step will be taken to insure that development will be carried out under environmentally sound conditions. The President has directed the Secretary of Interior to meet with coastal state officials to establish the program needed to rapidly develop Outer Continental Shelf resources.

T. Incentives to Secondary and Tertiary Production

Under current technology, 65 billion barrels of oil would be left in the ground in known reservoirs. Some existing price controls have a tendency to discourage increased production from existing oil fields, especially declining fields. The President has directed the adjustment of these controls so as to maximize incentives to use secondary and tertiary production methods in such cases.

U. Coal Leasing of Federal Lands

The government intends to complete steps to resume leasing of federal lands in 1975 to develop the vast coal resources underlying these lands. Increased world oil prices have forced the nation to look to alternative supplies of energy. The nation's most plentiful resource is coal, with over 1.5 trillion tons beneath the surface of America; public lands alone contain 200 billion tons. The President has directed Secretary of the Interior Rogers C.B. Morton to complete the requisite environmental impact statements and move to establish a program for leasing coal on Federal lands in 1975 that will insure the availability of this resource when needed for immediate production.

V. Leasing Public Lands for Oil Shale and Geothermal Development

Early this year, the government leased 18 tracts in known geothermal areas. Ten of these tracts, located in the Geysers Field of Northern California, can supplement efforts on private lands that have already proven to be of commercial value. The remaining tracts, in the Imperial Valley of California, offer a testing opportunity--tapping hot, mineralized water for commercial use as an energy source.

Early this year, four oil shale tracts were leased in Colorado and Utah which are expected to be of commercial value. Developmental work, already underway, will assess the economic and environmental feasibility of exploiting this vast oil shale resource--estimated as containing 400 billion barrels of oil in the western United States.

The Administration will immediately re-evaluate the government's oil shale and geothermal leasing programs with a view toward encouraging more rapid development of these resources.

W. <u>Completion of Plans to Bring Alaskan Gas to Market</u>

Exploration and development of natural gas in Alaska is moving very rapidly. By next year, the basic information will be available to determine whether Alaskan gas should be brought to the U. S. via a pipeline across Alaska or a pipeline across Alaska and through Canada. In response to a congressional mandate, environmental and economic analysis for each alternative is under way, and should be completed early next year. With the completion of these studies and plans, the President will determine whether and what legislation is needed to expedite access to this large source of environmentally clean energy.

INCREASING THE PRODUCTIVE CAPACITY OF THE ECONOMY

In the long run, the answer to inflation is an economy with sufficient productive capacity to meet the demands of its people. This growth can be accomplished in three interrelated ways: First, through a better-trained, better-motivated and healthier work force. Second, through a larger and more productive stock of plant and equipment. Third, through an increase in the operational efficiency of workers and their equipment -- in short, by working smarter.

Increasing Investment. To accelerate the growth of capital investment, the President is calling for an increase in and a restructuring of the investment tax credit. The credit will be increased from 7 to 10 percent; for utilities the increase is from 4 to 10 percent. The restructuring of the credit will eliminate existing restrictions that now limit the incentive value of the credit and that discriminate unfairly between types of taxpayers and investments that qualify for the credit. (See Tax Proposals.)

Strengthening the Capital Markets. The financial markets are the centerpiece of our economic system. Healthy and freely functioning markets to bring together savers and investors are crucial to the expansion of the nation's plant and equipment, which in turn is essential to the creation of new jobs and also to the growth of productivity that permits a rise in our standard of living. Every American has a vital stake in the vitality of our financial markets.

The most important thing that we can do to restore the glow of health to our capital markets is to get control of inflation. A rapidly rising price level is the bitter enemy of savings and investment.

As part of this anti-inflation effort, we will take a step that will also have, of itself, a direct beneficial impact on our financial markets. That step is to move toward a balanced budget, and to end the drain that past deficits have made on our capital markets. This would mean that more of the savings generated by our private economy could be used for new productive investment.

And in this context, we must also take account of the demands of the off-budget agencies of the Federal Government, and Federal credit guarantees (for housing, student loans, etc.)

as well.

We must create a better environment in the financial markets for equity capital. In recent years, corporations have been unable to raise adequate new equity capital. They have been adding heavily to their debt, however, and as a result the capital structure of business has been getting out of balance, with too much debt and too little equity. This is especially true for our electric utilities.

As a contribution toward the solution to this problem and also to improve the health of our financial markets and to encourage investment, the President has proposed tax legislation to provide that dividends paid on qualified preferred stock be allowed as a deduction to the paying corporation.

The Administration also supports strongly the Financial Institutions Act of 1973 (see Thrift Institutions), and the securities reform legislation pending in Congress that would authorize the Securities and Exchange Commission to establish a national market system for securities transactions. We are also working with the Congress to revise the treatment of capital gains and losses in such a way as to increase efficiency in the flow of capital.

In addition, we support pending legislation to eliminate the withholding tax on interest and dividend income accruing to foreign holders of U.S. securities. Elimination of this would stimulate a larger flow of funds to capital markets in the United States.

CREDIT ALLOCATION

An issue that has been widely debated in recent years is whether or not the Federal Government should intervene directly into the financial markets to require banks and other credit institutions to make more loans for socially desirable purposes and less for "unproductive" purposes. In our view, allocation of credit by the Federal Government would be highly undesirable. There is no basis for believing that the Government could in fact allocate credit in a way that was acceptable to the American people.

However, the Federal Advisory Council, a statutory body that advises the Federal Reserve Board, has suggested constructive guidelines for credit extension by the banks on a voluntary basis. The Federal Reserve Board has endorsed these guidelines, and expects compliance by the banks.

ANTITRUST

The elimination of outmoded government regulation must of course be accompanied by dedicated and vigorous enforcement of the antitrust laws. Violation of these laws is a serious crime. Only through maintenance of vigorous competition can we realize the benefits of less regulation. Our efforts must be strengthened. We will focus particularly on more effective enforcement of the laws against price fixing and bid rigging. These types of activities which increase prices substantially cannot be permitted.

Illegal fee schedules in the professions and in real estate closings must also be eliminated. Such conduct will be prosecuted to the full extent of the law.

To support this intensified enforcement effort, the President has asked for legislative enactments in two areas. First, we must increase the penalties associated with antitrust violations -- for corporations the maximum fine should be increased from $50,000 to $1 million while for individuals it should be increased from $50,000 to $100,000. Second, we must strengthen the investigation powers of the Antitrust Division of the Department of Justice. This can be accomplished by speedy passage of the Administration's legislation now pending before the Congress that would amend the Antitrust Civil Process Act, and to provide laws which would give enforcement agencies greater capability to detect bid rigging.

GOVERNMENT REGULATION

The Federal Government imposes many hidden and inflationary costs on our economy. Laws and regulations have been put into effect with little concern for the underlying costs. These billions of dollars of increased costs are passed on to American consumers in the form of higher prices. A broad program will be undertaken to attack this problem and to identify opportunities for change. These proposals could save billions of dollars, which could then be devoted to more productive investments. They would also reduce the visibility and impact of government on the American people.

The Council on Wage and Price Stability will act as a continuing watchdog on the inflationary actions of the Executive

Departments and agencies to uncover laws and regulations that raise costs and stifle economic flexibility and initiative. We need to eliminate or alter many restrictive practices of the Federal Government in areas such as transportation, labor and agriculture -- practices that unnecessarily increase the overall costs of goods and services. Both the Conference on Inflation and the Joint Economic Committee recommendations support this approach. The Council will devote a very substantial part of its effort to this function.

National Commission on Regulatory Reform. The independent regulatory commissions, through their broad policy determinations and individual case decisions, create a body of regulatory policy separate and apart from that of the rest of the Executive Branch. The President will submit legislation to create a National Commission on Regulatory Reform to examine the policies, practices and procedures of these Agencies and develop appropriate legislative and administrative recommendations. Its membership should include Executive Branch, Congressional, and private sector representation.

Inflation and Job Impact Statement. The President will require all executive agencies to develop Inflation Impact Statements to assess the inflationary consequences of major legislation or regulations prior to the agency taking action. Such an impact statement would sensitize government decision-makers to the broader consequences of government activities, and to the tradeoff of costs versus benefits in government programs.

The President recommends that the Congress set a similar requirement for itself. The proposed Commission on Regulatory Reform should examine the feasibility of legislation requiring independent regulatory agencies to do a similar preanalysis of their actions.

Speedier Adjudication and Proceedings. New approaches are required to eliminate the interminable delays often created before regulatory matters are resolved. The courts and the independent regulatories are urged to develop new approaches to assure prompt resolution of pending matters. The Executive Branch will undertake a similar effort.

States and Local Governments. Other governmental units are urged to undertake a similar broad program to bring under control the inflationary influence of government at all levels.

Enactment of Pending Legislation. There are several important pieces of legislation now pending before Congress, whose enactment would help to reduce the burdens now imposed on the economy by government activities. These include the Surface Transportation Act, the Financial Institutions Act, Trade Reform, and the creation of a Paper Work Commission to review the administrative "bookkeeping" requirements levied by government on the private sector. Congress is urged to move swiftly to enact these measures.

COUNCIL ON WAGE AND PRICE STABILITY

The Council on Wage and Price Stability will devote primary emphasis to two functions: First, it will act as a watchdog on the actions of the Executive Departments and Agencies of the Government that raise costs and impede competition. It will recommend needed changes in administrative procedures, and changes in legislation where necessary, to correct these practices.

Second, it will monitor wage and price movements in the private sector. In general, the Council will carry out this function by seeking the full, voluntary cooperation of labor, industry, and the public to solve problems of mutual concern. The Council will cooperate fully with the President's new Labor-Management Committee. In addition, the Council has the power to conduct public hearings and intends to use it to explore the justification for price and wage increases, as appropriate.

Among other duties the Council on Wage and Price Stability will work with the Cabinet Committee on Food and the Interagency Fertilizer Task Force. Also, in dealing with specific sectors in which price pressures are particularly virulent, efforts will have to be concentrated on food, energy, construction, medical care and primary industrial capacity.

The Council, however, will not be a wage and price control agency. Controls do <u>not</u> stop inflation; they did not do so the last time around <u>nor</u> even in World War II when prices increased despite severe rationing.

Indeed, controls can make inflation worse. They often create shortages, hamper increased production, stifle growth and cause unemployment. Ultimately, they can cause the fixer and black marketeer to flourish while decent citizens confront empty shelves and long waiting lines.

NATIONAL COMMISSION ON PRODUCTIVITY

Increased productivity -- working smarter to increase the total economic output of our work force and equipment -- is a vital component of the drive to increase production. This long-term goal will be pursued by a revitalized National

Commission on Productivity. The Commission will also extend and deepen the drive to increase productivity in government -- Federal, state and local. It is important that government set a good example of leadership in this effort, and we may be sure that there is no shortage of opportunity for productivity in the operations of government. The rest of its effort will be in the private sector, with primary emphasis on meaningful programs at the plant level. Special attention will be devoted to food, transportation, construction and health-services.

EMPLOYMENT ASSISTANCE

Increases in unemployment have raised the Nation's unemployment rate to 5.8 percent in September. During this period of high inflation and unemployment, there is a need for Federal standby authority with minimal inflationary impact, which will help alleviate the impact of unemployment should unemployment rates rise. Such action is necessary to help alleviate unemployment problems in areas most affected and to assure that the impact of inflation does not unduly burden those workers least able to bear the costs.

The National Employment Assistance Act of 1974 would respond to these needs by authorizing, during the next 18-month period two programs which would begin to operate should the national unemployment rate average 6 percent or more for 3 months:

(1) A temporary program of income replacement known as the Special Unemployment Assistance Program for experienced unemployed workers in areas of high unemployment who have exhausted all other unemployment compensation or who are not eligible for such compensation; and

(2) A program of employment projects for these same areas, known as the Community Improvement Program.

While the primary purpose of the two programs is to alleviate the hardships of unemployment upon individuals, it will also alleviate the adverse impact on those local economies hardest hit by unemployment.

The unemployment assistance benefits serve to cushion the effects of protracted unemployment by providing additional income replacement to workers who have either exhausted their regular unemployment compensation benefits or to individuals with a demonstrated labor force attachment not otherwise eligible for unemployment insurance benefits. Not only does this replace lost income, but it provides workers with the time and opportunity to look for work consistent with their skills and experience.

The table below shows funds and services now available under Unemployment Compensation laws and the Comprehensive Employment and Training Act (CETA). It also indicates how much would become available over a twelve month period for current unemployment programs, and for the two new proposed programs, at average national unemployment levels of 6 percent and 6.5 percent. Title II of the National Employment Assistance Act would make a further $1 billion available if national unemployment exceeded 7 percent on average for three months or more.

	5.8%	6%	6.5%
CETA Public Service Jobs			
Funds:...............	$1,015 mil.	$1,015 mil.	$1,015 mil.
Jobs:................	170,000	170,000	170,000
CETA Other Training and Employment			
Funds:...............	$1,700 mil.	$1,700 mil.	$1,700 mil.
Man Years:...........	380,000	380,000	380,000
Unemployment Benefits (current law)			
Payments:............	$7,775 mil.	$8,145 mil.	$9,065 mil.
Beneficiaries:.......	7.9 mil.	8.2 mil.	9.2 mil.
		(annual rate)	
National Employment Assistance Act			
Special Unemployment Benefits			
Payments............	----	$2,120 mil.	$2,550 mil.
Beneficiaries.......	----	2.73 mil.	3.31 mil.
UI Exhaustees.....	----	(.83 mil.)	(1.05 mil.)
Previously Ineligible..........	----	(1.9 mil.)	(2.26 mil.)
Community Improvement Projects			
Funds...............	----	$500 mil.	$1,250 mil.
Man Years of Employment..............	----	83,000	208,000

The initiation of temporary projects by State and local governments is perhaps the least inflationary way of providing jobs for unemployed workers. Jobs provided by these projects help to cushion the loss of income due to unemployment, while enabling State and local governments to provide their citizens with a socially useful product.

Because projects under this program will be generated in and geared to areas with high unemployment in which there exists a substantial amount of available manpower, there should be little or no adverse impact on the regular labor market. There is a limit of $7,000 a year for jobs authorized by this program and therefore the average wages will be considerably less than those earned in the private sector. Most workers will obtain private jobs as the economy grows.

The added cost of Community Improvement Projects may be offset somewhat by reduced demand for food stamps and welfare payments, and by some increase in tax receipts from employees in these projects.

Basic funding provisions of the National Employment Assistance Act. Funds for both the Special Unemployment Assistance Program and the Community Improvement Program become available when the national unemployment rate reaches 6.0 percent on average for three consecutive months. For the Special Unemployment Assistance Program, such funds as are necessary are authorized if unemployment is above this level. For Community Improvement Program, successive increments of funds are authorized if the national unemployment level reaches, for three consecutive months an average of:

- -- 6.0 percent -- $500 million dollars authorized;
- -- 6.5 percent -- another $750 million dollars authorized; and
- -- 7.0 percent -- an additional one billion dollars authorized.

When the national unemployment rate recedes below these respective levels for three consecutive months on average, Federal funds for new projects will cease.

Eighty percent of the available funds for Community Improvement Projects will be distributed by formula among eligible applicants based on (1) the relative number of unemployed residing in areas of substantial unemployment within their jurisdictions, and (2) the severity of unemployment; 20 percent would be expended at the discretion of the Secretary, principally to finance projects in areas which become eligible after the formula distribution is made.

The local labor market area--and balance of State--unemployment rates determine the communities in which both programs will be operating. Both programs are directed to those areas in which unemployment is highest. Both programs come into effect in a labor market area, with a population of 250,000 or more, when it has an unemployment rate equal to or in excess of 6.5 percent for three months on average. The balance of each State not included in such areas will constitute a single area in which the programs will become effective subject to the same unemployment rate criterion. When the local unemployment level recedes below 6.5 percent on average for three consecutive months no new individuals become eligible and no new projects may be started.

Special Unemployment Assistance Program. This new temporary unemployment assistance program will be separate from but supplemental to the existing Federal-State Unemployment Insurance (UI) System, and is designed to extend coverage to experienced persons in the labor force who have exhausted their UI benefits or are otherwise ineligible for such benefits. The program would be operated through agreements with the States. All experienced members of the workforce will be eligible for benefits as follows:

-- They must have last worked in a labor market area (or balance of State area) with substantial unemployment.

-- Benefits will be governed by benefit provisions of each State UI law.

-- Individuals who had exhausted their benefits under State UI programs will be eligible for a maximum of 13 weeks benefits.

-- Individuals who were not previously eligible for State UI benefits will be eligible for a maximum of 26 weeks provided that they have attachment to labor force as required by the relevant State UI law.

-- Benefits for UI ineligibles will generally be the amount that would be payable as computed under State law if all work was performed for covered employers.

-- No new beneficiaries would be eligible after June 30, 1976.

Community Improvement Program.

-- New program is structured so that as the national employment rate rises, more money is available for community improvement projects.

-- Projects are limited to areas eligible for the Special Unemployment Assistance Program.

-- Eligible applicants are prime sponsors under the Comprehensive Employment and Training Act, in areas that qualify.

-- Projects may be with State or local government agencies.

-- Each Community Improvement project is limited to 6 months duration.

-- Not more than 10 percent of a sponsor's funds may be used for administrative costs, supplies, material, and equipment.

-- Individuals eligible for employment on these projects are those who have exhausted their benefits under the Special Unemployment Assistance Program.

-- Wages paid project employees must be at least the minimum wage under the Fair Labor Standards Act, or the State or local minimum wage, whichever is higher; however, in no case may the wage exceed an annual rate of $7,000. State or local governments may not supplement wages with their own funds.

-- Prohibitions against political activities and discrimination apply to the program.

The Community Improvement Program will provide funding for projects such as conservation, maintenance or restoration of natural resources, community beautification, anti-pollution and environmental quality efforts, economic development and the improvement and expansion of health, education, and recreation services and such other services which contribute to the community.

INTERIM HOUSING AID

President Ford proposed extending, on a temporary basis, the advantages offered by the Government National Mortgage Association (GNMA or Ginnie Mae) to mortgages which are not Federal Housing Administration (FHA) insured or Veterans Administration (VA) guaranteed -- so called "conventional" mortgages. Three billion dollars -- an amount sufficient to finance about 100,000 new homes -- would be available. The proposed program will be in addition to the over $19 billion of Federal funds that have been made available over the past year for the purchase of mortgages to supplement the buying power of hard-pressed thrift Institutions.

GNMA currently aids in creating a supply of credit for mortgages on new homes insured by FHA or guaranteed by VA -- about 20% of the total mortgages -- at reasonable interest rates by

-- assuring, through commitments in advance, purchase of mortgages at a pre-determined price.

-- subsidizing market interest rates to lower levels in the event interest rates do not fall after commitments are made.

-- guaranteeing, on a "full faith and credit basis," obligations secured by such mortgages.

Housing Industry Situation Critical. Over the past 22 months

-- housing starts have dropped from 2.51 million units to 1.13 million units.

-- unemployment in the construction industry is 12.4 percent and climbing, with almost a half million construction workers now unemployed.

-- many homebuilders are in financial difficulty.

President Ford's Proposal for Interim Housing Aid

By making conventional mortgages on new homes eligible for purchase by GNMA, builders and homebuyers will be assisted where home mortgage credit is scarce or non-existent.

1. Level of Commitments. Aggregate amount of commitments and mortgages which GNMA could hold at any time, i.e. have purchased and not resold, could not exceed $7.75 billion. A program of $3 billion of mortgage commitments, or enough to finance about 100,000 new homes, is contemplated. The precise amount would be determined on the basis of market conditions at the time the new authority becomes law, and additional programs would be activated as circumstances require.

2. Mortgage Amounts, Discounts, Interest Rates, and Downpayment Requirements. Subject to Congressional approval the program would provide for a maximum mortgage amount of $45,000. The effective interest rate would be determined on the basis of market conditions at the time the program went into effect and would be somewhat above the rate offered on GNMA tandem programs for FHA/VA mortgages -- presently 8 3/4%. Twenty percent downpayments would be required with an exception for down to 5% downpayments if the additional mortgage amount is covered by a qualified private mortgage insurance contract so as to minimize cost of mortgagor defaults.

3. GNMA Disposition of Conventional Mortgages. Following the precedent of existing law, GNMA could, depending upon market or other factors, sell mortgages to the Federal National Mortgage Association (FNMA) or the Federal Home Loan Mortgage Corporation (FHLMC), sell mortgages or commitments with a provision for pooling by FNMA or FHLMC or other approved issuers and sale by such issuers of GNMA-guaranteed "pass through" securities or bond type securities on the market or to the Federal Financing Bank or sell guaranteed "pass through" securities to the Federal Financing Bank.

4. Cost and Budget Implications. Any subsidy would be paid out of corporate funds and ultimately from Treasury borrowing. Dollar amount of mortgages purchased would not be excluded from budget authority, but would appear as outlays in any fiscal year only to the extent they are not offset by sales that year. Assuming (i) all mortgages purchased in a given fiscal year were sold in that year, (ii) a face interest rate of 9 1/4%, (iii) no discount points on GNMA purchase and (iv) an average market rate at time of GNMA sale of 10%, the budget outlays per each billion dollars of mortgages would be about $50 million.

PUBLIC UTILITIES

The problems of our public utilities are extremely serious. More than anything, they are suffering from the effects of inflation -- in particular the explosion in oil prices but also from high interest rates. Their inability to raise all the capital they need is forcing them to reduce construction plans, which causes unemployment today and the real threat of brown-outs tomorrow.

The most fundamental part of the solution to these problems is for increases in the cost of electricty, reflecting high prices for fuel, to be paid by the consumers. This means higher rates, as painful as they are.

In the past, the utilities industry has developed rate structures that encourage excessive energy consumption. These promotional rates are often at lower levels than the cost of the energy provided, and thus give a perverse incentive at a time when conservation is our goal. Regulatory authorities should eliminate such rate schedules promptly.

While the Federal Government will not pre-empt the regulatory functions of the States, the States must meet their responsibilities fully.

In addition, the restructuring of the investment tax credit and its increase from 4 percent to 10 percent for the utilities (the same as for businesses generally) will assist these companies in overcoming their financial problems. The new proposal that dividends paid on qualified preferred stock also be allowed as a deduction to the paying corporation will also help the utilities improve their capital structure, and energy conservation measures, mandatory and voluntary, will hold down future financing requirements of utilities.

THRIFT INSTITUTIONS

Our savings institutions are another victim of the twin scourges of high inflation and high interest rates. To correct this situation, we must bring inflation down. However, we must also provide the means for the thrift industry to restructure itself -- to give these institutions the ability to compete on an equal basis in the financial markets and to operate effectively under all interest-rate conditions. To this end, we urge prompt passage of the Financial Institutions Act of 1973.

The Act will reduce the structural differences between commercial banks and thrift institutions, primarily by permitting the thrift institutions to engage in additional deposit and credit activities. Passage of this Act would provide a broader range of financial services for consumers and a higher rate of return for savers. It would improve income and liquidity in the thrift institutions. The Act also contains provisions that will improve and support the mortgage market.

In addition, we support the proposals now under consideration in both the House and Senate to increase Federal insurance on private deposits. We recommend an increase from $20,000 to $50,000 Such an increase will reinforce public confidence in our financial system.

THE BUDGET

Control of the Federal Budget is a vital component of our anti-inflation efforts. Reducing the fiscal 1975 budget is the first step in reducing the powerful momentum of our rapidly climbing Federal budget and thereby gaining the spending control so necessary for 1976 and beyond. And this extended budget control will substantially reduce inflation over the longer term.

This should not suggest that budget control has no short-run benefits. Quite the contrary. A reduction in the deficit for fiscal 1975 would reduce pressures in the financial markets, lower interest rates and provide more credit for housing and other new capital investment. It would mean that monetary policy would not have to bear the full burden of economic policy restraint. And it would reduce inflationary expectations by demonstrating convincingly that the Federal government is putting its own financial house in order.

Our program for fiscal discipline has elements on both sides of the budget. On the revenue side we have proposed a tax surcharge on high-income taxpayers and corporations. The increased revenues from the surcharge will pay for the additional unemployment insurance, the Community Improvement Program, the increased and restructured investment tax credit and the revised tax status of preferred stock dividends.

On the expenditure side, the President has reaffirmed his intention to hold budget outlays for fiscal 1975 to below $300 billion. Cutbacks of over $5 billion will be needed to reach the goal. We are already in the fourth month of the fiscal year; thus reductions of the amount required will be difficult to obtain. There is need for rapid action, and the Congress and Executive together will need to work together quickly and effectively to put expenditures on a long-term track that is consistent with the productive capacity of the American economy and with what the American people are willing to pay for.

The President has asked the Congress to enact a bill setting a spending target for fiscal year 1975 of less than $300 billion. In establishing that target, the bill outlines a plan for developing a set of actions that would result in the necessary spending reductions of FY 1975. These actions would be transmitted to Congress for its consideration when it returns in November. The actions to hold down spending will concentrate on those programs that serve special interests, create inequities, or are less essential at this time when fiscal discipline is so important. Concurrence of the Congress in these proposals before the beginning of calendar year 1975 is essential if the $300 billion target is to be achieved.

The Administration together with the Congress have already begun to take action on this outlay control program in national defense activities. The Congress has passed, and the President has signed, a defense appropriation bill that will reduce defense outlays in FY 1975 by about $2 billion. This is the largest single cut we will be making and is a good start toward the $300 billion goal.

The remainder of the necessary outlay control plan will be carried out in the fullest spirit of cooperation with the Congress. Rapid consideration by the Congress of legislative proposals and budget rescissions and deferrals under the Congressional Budget and Impoundment Control Act of 1974 will be essential if we are to meet our goal. Only through the most careful consultation with the Congress can we succeed. We must achieve a mutual understanding of the best ways to hold down the budget.

We also have to improve the content of the budget. As now stated, the budget -- because it does not adequately show the impact of the Government's credit program -- does not present to the American people a complete picture of Federal activities and their effect on the economy. The Federally sponsored credit agencies and the many guarantee programs must be brought into the budget more directly.

The table below shows the estimated impact on budget expenditures and receipts of the proposals in this message.

BUDGET IMPACT

	FY 1975	FY 1976
	($ billions)	
New Proposals		
Additional Revenues:		
Tax surcharge:		
Corporations	+0.6	+1.5
High-income individuals	+1.0	+1.6
Revenue Losses:		
Employment assistance*	-0.1	-1.3
Housing program	-0.1	-0.1
Investment tax credit:		
Individuals	-0.1	-0.5
Corporations	-0.7	-2.0
Preferred stock dividends	---	-0.1
Net Impact	+0.6	-0.9
Pending Tax Reform Bill		
Pending tax reform:		
Increased oil taxes	+1.3	+2.2
Closing loopholes**	+0.1	+0.8
Simplification	---	-0.4
Other tax reform	-1.0	-0.2
Low-income relief	-0.9	-1.6
-- recommended addition	---	-0.4
Net Impact	-0.5	+0.4
Budget Impact of New and Pending Proposals	+0.1	-0.5

Note: In addition to the above items, new expenditure deferrals and recissions will be proposed to hold fiscal 1975 expenditures below $300 billion.

* For fiscal 1975, this assumes that a 6 percent unemployment rate triggers the program into effect on Mar. 1, 1975. Note, however, that the total expenditures for this program in fiscal 1975 will be $0.9 billion; $0.8 billion is already included in earlier budget estimates. For fiscal 1976, this assumes that the unemployment rate falls below 6 percent and thus triggers an end to payments as of December 31, 1975.
**Minimum tax on income and limitation on accounting losses.

TAX PROPOSALS

Surcharge

1. Corporations

A 5 percent corporate tax surcharge will be imposed effective January 1, 1975, and continuing through December 1975. The surcharge will be computed by multiplying the corporate tax (before credits against tax, but including the additional tax for tax preferences) by 5 percent. For corporations with taxable years ending in 1975 or beginning in 1975 and ending after 1975, the surcharge will be computed on a pro rata basis according to the number of days of the taxable year in 1975.

2. Individuals

A 5 percent individual tax surcharge will also be imposed for 1975 on income tax liabilities attributable to income above an upper income threshold.

In general, the proposal is designed to exclude from surcharge families with adjusted gross incomes below $15,000 and single persons with adjusted gross incomes below $7,500. However, because income tax liabilities are based on "taxable income" rather than "adjusted gross income," it is necessary to translate, on some average basis, the $15,000 and $7,500 into comparable "taxable income" figures. That was done as follows:

	Families	Single persons
Adjusted gross income	$15,000	$7,500
Standard deduction	-2,000	-1,300
Exemptions (assuming 4 for families 1 for single person)	-3,000	- 750
	$10,000	$5,450

Thus, the surcharge will be expressed technically as a surcharge on tax liabilities attributable to that portion of the taxpayer's "taxable income" in excess of the $10,000 or $5,450, as the case may be. Not all taxpayers have the same deductions and exemptions as those assumed above. For example, there will be married taxpayers with more exemptions and deductions than those assumed, who will pay no surcharge even though their adjusted gross incomes are somewhat greater than $15,000. Conversely, some with fewer exemptions may pay surtax even though their adjusted gross incomes are somewhat less than $15,000.

The computation is straightforward. The taxpayer (1) computes his regular tax, (2) subtracts from that the amount of tax applicable to either his $10,000 or his $5,450 exemption, and (3) then multiplies the balance by 5 percent. For example, a family of four filing a joint return and having $20,000 of taxable income would calculate a regular tax of $4,380 and subtract from that $1,820 (the tax on the first $10,000) to arrive at $2,560 which is subject to the 5 percent surcharge of $128. A single person with $10,000 of taxable income would calculate a regular tax of $2,090 and subtract from that $994.50 (the tax on the first $5,450) to arrive at $1,095.50, which is subject to the 5 percent surcharge of $54.78.

Investment Tax Credit

The proposal to change the investment tax credit has three principal parts: (1) the elimination of existing limitations and restrictions on the credit which tend to discriminate unfairly between the types of taxpayers and investments which qualify for the credit, (2) an increase in the rate of the present credit from 7 percent to 10 percent, and (3) making the credit a reduction in basis for depreciation purposes.

1. Present law

An amount equal to 7 percent of the cost of qualifying property (generally, tangible personal property used in a trade or business) may be offset directly against income tax liability, with the following limitations based on the expected useful life of the property:

Useful Life	Percent of cost of property qualifying for credit
0-3 years	0
3-5 years	33-1/3
5-7 years	66-2/3
7 years and over	100

Public utility property qualifies for only a 4 percent credit (The Ways and Means Committee has tentatively decided to remove this limitation).

The maximum credit which may be claimed in a taxable year is limited to $25,000 plus one-half of the excess of tax liability over $25,000.

Excess credits (limited by the above provision) may generally be carried back three taxable years and forward seven taxable years, after which they expire if still unused.

2. Proposed changes

Increase the rate from 7 percent to 10 percent. This will increase cash flow for all companies in the immediate future. It will be offset in future years by lesser depreciation deductions.

Eliminate the limitations based on useful life so that all property with a life in excess of three years will qualify for the full credit.

Eliminate the discrimination against public utility property so that it will qualify for the full rate and otherwise be treated the same as other qualifying property.

Replace the present limit on the maximum credit which may be claimed with eventual full refundability for the excess of credits over tax liability. Credits in excess of the present limitations may be carried back three years and then to the succeeding three years to offset tax liability, after which time any remaining excess credits will be refunded directly to the taxpayers. This will

-- Help growing companies which have present investments which are large in comparison with their current incomes.

-- Help companies in financial difficulties, which get no benefit from credit because they have little or no income tax liability against which to apply it.

-- Help small businesses, which under present law are more severely affected by the restrictions and limitations.

The three-year rule postpones adverse budget impact until revenues from basis adjustment are sufficient to offset revenue loss from this refundable feature.

Require the taxpayer to reduce the cost of qualifying property for depreciation purposes by the amount of the investment tax credit. This makes the credit neutral with respect to long-lived and short-lived assets and removes the present discrimination against long-lived assets.

Retain the present $50,000 per year limitation on qualifying used property.

Deduction for Dividends Paid on Certain Preferred Stock

To encourage expansion of corporate equity capital and increase the effectiveness of capital markets, it is proposed that dividends paid on qualified preferred stock be allowed as a deduction to the payor corporation. The provisions of the Internal Revenue Code providing for exclusions for dividends received by corporations would not be applicable to these dividends.

The deduction would only be available for cash dividends paid on preferred stock issued after December 31, 1974, for cash or pre-existing bona fide debt of the issuing corporation. For these purposes, preferred stock would be required to be non-voting, limited and preferred as to dividends and entitled to a liquidating preference. The intention to qualify preferred stock under this new provision of the Internal Revenue Code would be required to be clearly indicated at the time the stock was issued.

The Tax Reform Bill

1. Low-income taxpayer relief

We support the Tax Reform bill now pending in the Ways and Means Committee. It provides about $1.4 billion of tax relief for individuals with incomes of less than $15,000. In addition, the Tax Reform bill would produce a long-term revenue gain of about $500 to $600 million per year beginning in FY 1976 and we support using those revenues when received also to provide further income tax reductions for lower income families.

The principal individual tax reductions provided in the bill are increases in the minimum standard deduction, the standard deduction and the retirement income credit and a new simplification deduction which for most taxpayers will be larger than the miscellaneous, hard-to-compute deductions which it would replace.

The tax reductions in the bill are made possible primarily by revenues gained from tax reform measures and by increased taxes on oil producers. The tax reform proposals are based on Treasury proposals advanced a year and a half ago. The two main features are: (1) a minimum tax, designed to ensure that all taxpayers pay some reasonable amount of tax on their economic income, and (2) a provision (known as "LAL, i.e., limitation on artificial accounting losses) designed to eliminate tax shelter devices under which tax is avoided through the deduction of artificial losses which are not real losses.

In December 1973, the Treasury proposed a windfall profits tax on oil, which is now incorporated in the Tax Reform bill in modified form. The Committee has also provided for the phase-out over three years of percentage depletion on oil and gas.

The Committee bill raises less revenue from tax reform and oil taxes for calendar years 1974 and 1975 than the Treasury proposed. The Treasury hopes that Congress will restore some of the reform which the Treasury proposed. However, it is most important that tax reform and tax reduction legislation be enacted as promptly as possible and the Administration will support the bill in its present form.

2. Savings and investment proposals

Greater productivity in the next several years will be critical in winding down the wage-price spiral. That will require major new investments.

The Tax Reform bill now pending makes an important contribution by (i) bringing the investment credit for utilities up to the credit generally applicable for other industries,

(ii) liberalizing the treatment of capital gains and losses, and (iii) eliminating U.S. withholding tax on foreign portfolio investments, thus encouraging investment by foreigners in the United States.

Tax Exemption for Interest on Savings Accounts

Various proposals have been made to exempt interest on savings accounts. We do not support any such proposal for reasons which include the following:

(1) It would initially decrease the aggregate amount of saving. A $750 exemption for interest on time and savings deposits would cost about $2 billion, which the government would have to borrow in the private market to make up. That borrowing reduces the amount of savings available for private investment.

(2) It would not be effective. It would not substantially increase savings deposits because the tax exemption would not be a major benefit to most taxpayers. For a taxpayer in the 25 percent bracket, exemption would make a 5.25 percent account equivalent to a 7 percent taxable account, which is still considerably below the rates available elsewhere. Only high-bracket taxpayers would get major benefits.

(3) Passbook savings may increase some, but total savings will not increase. The principal effect would be some switching. It doesn't operate as an incentive for new savings because it doesn't reward the increase in savings.

(4) It would create new distortions in the credit and investment markets.

CITIZENS' ACTION COMMITTEE TO FIGHT INFLATION

The following Citizens have already agreed to help organize and support a voluntary private sector effort to mobilize all Americans in the fight against inflation:

MAYOR JOSEPH ALIOTO of San Francisco	Chairman, U. S. Conference of Mayors
ARCH BOOTH	President, Chamber of Commerce of the United States
RUSSELL W. FREEBURG	White House Coordinator
DAVID L. HALE	President, United States Jaycees
MRS. LILLIE HERNDON	President, National Congress of Parents and Teachers
ROBERT P. KEIM	President, The Advertising Council
MRS. CARROLL E. MILLER	President, General Federation of Women's Clubs
WILLIAM J. MEYER	President, Central Sprinkler Co. Landsdale, Pennsylvania
GEORGE MYERS	President, Consumer Federation of America
RALPH NADER	Private Citizen
LEO PERLIS	Director of Community Service, AFL-CIO
SYLVIA PORTER	National Syndicated Columnist
GOVERNOR CALVIN RAMPTON of Utah	Chairman, National Governors Conference
STANFORD SMITH	President, American Newspaper Publishers Association
FRANK STANTON	Chairman, American National Red Cross
ROGER FELLOWS	4-H, University of Minnesota

VINCENT T. WASILEWSKI	President, National Association of Broadcasters
ROY WILKINS	Executive Director, National Association for the Advancement of Colored People
DOUGLAS WOODRUFF	Executive Director, American Association of Retired Persons

Department of the TREASURY NEWS
WASHINGTON, D.C. 20220 TELEPHONE W04-2041

NOTE TO CORRESPONDENTS October 10, 1974

Attached are tables which illustrate the effect of the proposed 5 percent Surcharge on families and individual taxpayers in varying tax situations.

Attachment

WS-124

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

(dollars)

	Adjusted gross income (wages)								
	15,000	16,000	17,000	18,000	20,000	25,000	30,000	40,000	50,000
Present law tax	1,699	1,882	2,064	2,247	2,660	3,750	4,988	7,958	11,465
Surcharge	0	3	12	21	42	97	158	307	482
Surcharge as percent of present tax (%)	0	0.2	0.6	0.9	1.6	2.6	3.2	3.9	4.2

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions.

Illustrations of the Effect of the 5 Percent Surcharge

on Single Persons

(dollars)

	Adjusted gross income (wages)								
	7,500	8,000	9,000	10,000	15,000	20,000	25,000	30,000	40,000
Present law tax	995	1,087	1,283	1,482	2,549	3,783	5,230	6,850	10,515
Surcharge	0	4	14	24	78	139	212	293	476
Surcharge as a percent of present tax (%)	--	0.4	1.1	1.6	3.1	3.7	4.1	4.3	4.5

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions or minimum standard deduction if more favorable.

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

Case A: .... $15,000 income

Case B: .... $20,000 income

Case C: .... $50,000 income

Office of the Secretary of the Treasury   October 8, 1974
Office of Tax Analysis

Case A: $15,000 Income

Wages (adjusted gross income)	$15,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-2,550
Equals taxable income	9,450
Tax before surcharge	1,699
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	0
Five percent surcharge	0
Tax after surcharge	1,699
Tax increase (surcharge) as percent of present law tax	0

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Case B: $20,000 Income

Wages (adjusted gross income)	$20,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-3,400
Equals taxable income	13,600
Tax before surcharge	2,660
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	840
Five percent surcharge	42
Tax after surcharge	2,702
Tax increase (surcharge) as percent of present law tax	1.6%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Case C: $50,000 Income

Wages (adjusted gross income)	$50,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-8,500
Equals taxable income	38,500
Tax before surcharge	11,465
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	9,645
Five percent surcharge	482
Tax after surcharge	11,947
Tax increase (surcharge) as percent of present law tax	4.2%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Illustrations of the Effect of the 5 Percent Surcharge

on Single Taxpayers

Case D	**$ 7,500 income**
Case E	**$10,000 income**
Case F	**$15,000 income**

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Office of Tax Analysis

October 8, 1974

Case D: $7,500 Income

Wages (adjusted gross income)	$7,500
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income) or minimum standard deduction	-1,300
Equals taxable income	5,450
Tax before surcharge	995
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	0
Five percent surcharge	0
Tax after surcharge	995
Tax increase (surcharge) as percent of present law tax	0

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Office of Tax Analysis

October 8, 1974

Case E: $10,000 Income

Wages (adjusted gross income)	$10,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income)	-1,700
Equals taxable income	7,550
Tax before surcharge	1,482
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	487
Five percent surcharge	24
Tax after surcharge	1,506
Tax increase (surcharge) as percent of present law tax	1.6%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Case F: $15,000 Income

Wages (adjusted gross income)	$15,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income)	-2,550
Equals taxable income	11,700
Tax before surcharge	2,549
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	1,554
Five percent surcharge	78
Tax after surcharge	2,627
Tax increase (surcharge) as percent of present law tax	3.1%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

Case G .... $25,000 income

Case H .... $30,000 income

Case I .... $40,000 income

Office of the Secretary of the Treasury   October 9, 1974
Office of Tax Analysis

Case G: $25,000 Income

Wages (adjusted gross income)................................	$25,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-4,250
Equals taxable income	17,750
Tax before surcharge	3,750
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	1,930
Five percent surcharge	97
Tax after surcharge	3,847
Tax increase (surcharge) as percent of present law tax	2.6%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Case H: $30,000 Income

Wages (adjusted gross income)	$30,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-5,100
Equals taxable income	21,900
Tax before surcharge	4,988
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	3,168
Five percent surcharge	158
Tax after surcharge	5,146
Tax increase (surcharge) as percent of present law tax	3.2%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Case I: $40,000 Income

Wages (adjusted gross income)	$40,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-6,800
Equals taxable income	30,200
Tax before surcharge	7,958
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	6,138
Five percent surcharge	307
Tax after surcharge	8,265
Tax increase (surcharge) as percent of present law tax	3.9%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Illustrations of the Effect of the 5 Percent Surcharge on Single Taxpayers

Case J .... $20,000 income

Case K .... $25,000 income

Case L .... $30,000 income

Office of the Secretary of the Treasury   October 9, 1974
Office of Tax Analysis

Case J: $20,000 Income

Wages (adjusted gross income)................................	$20,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income)	-3,400
Equals taxable income	15,850
Tax before surcharge	3,783
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	2,788
Five percent surcharge	139
Tax after surcharge	3,922
Tax increase (surcharge) as percent of present law tax	3.7%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Case K: $25,000 Income

Wages (adjusted gross income)	$25,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income)	-4,250
Equals taxable income	20,000
Tax before surcharge	5,230
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	4,235
Five percent surcharge	212
Tax after surcharge	5,442
Tax increase (surcharge) as percent of present law tax	4.1%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Case L: $30,000 Income

Wages (adjusted gross income)	$30,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income) or minimum standard deduction	-5,100
Equals taxable income	24,150
Tax before surcharge	6,850
Less surcharge floor for single **returns**	-995
Equals tax subject to surcharge	5,855
Five percent surcharge	293
Tax after surcharge	7,143
Tax increase (surcharge) as percent of present law tax	4.3%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Treasury Department
October 11, 1974

Like most things relating to taxes, there appears to be considerable misunderstanding as to how the proposed surtax would operate.

For persons with joint returns, it becomes a significant dollar amount only when they are in very high brackets.

The enclosed tables illustrate that fact. They are based on an average number of exemptions (four in the case of married couples) and an average amount of deductions. Taxpayers who have more than the average amount of deductions or exemptions will pay even less.

There is also attached a sheet showing how the taxpayer may compute his surtax, assuming the same income, deductions and exemptions as he had last year.

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

(dollars)

	Adjusted gross income (wages)								
	15,000	16,000	17,000	18,000	20,000	25,000	30,000	40,000	50,000
Present law tax	1,699	1,882	2,064	2,247	2,660	3,750	4,988	7,958	11,465
Surcharge	0	3	12	21	42	97	158	307	482
Surcharge as percent of present tax (%)	0	0.2	0.6	0.9	1.6	2.6	3.2	3.9	4.2

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions.

Illustrations of the Effect of the 5 Percent Surcharge

on Single Persons

(dollars)

	Adjusted gross income (wages)								
	7,500	8,000	9,000	10,000	15,000	20,000	25,000	30,000	40,000
Present law tax	995	1,087	1,283	1,482	2,549	3,783	5,230	6,850	10,515
Surcharge	0	4	14	24	78	139	212	293	476
Surcharge as a percent of present tax (%)	--	0.4	1.1	1.6	3.1	3.7	4.1	4.3	4.5

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions or minimum standard deduction if more favorable.

COMPUTE YOUR SURCHARGE
BASED ON LAST YEARS INCOME

1. Regular tax from last years return: line 16, Form 1040 or line 17, Form 1040A $______

2. Less:

   if joint return $1,820
   if head of household return $1,940
   if unmarried (i.e., single) return $995 - ______

3. Line 1 minus line 2 $______

4. Amount on line 3 X 5% = surcharge $______

If amount on line 3 is zero or if line 2 is larger than line 1, there would be no surcharge.

Department of the TREASURY NEWS

WASHINGTON, D.C. 20220 TELEPHONE W04-2041

NOTE TO CORRESPONDENTS October 10, 1974

Attached are tables which illustrate the effect of the proposed 5 percent Surcharge on families and individual taxpayers in varying tax situations.

Attachment

WS-124

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

(dollars)

	Adjusted gross income (wages)								
	15,000	16,000	17,000	18,000	20,000	25,000	30,000	40,000	50,000
Present law tax	1,699	1,882	2,064	2,247	2,660	3,750	4,988	7,958	11,465
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Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions.

Illustrations of the Effect of the 5 Percent Surcharge

on Single Persons

(dollars)

	Adjusted gross income (wages)								
	7,500	8,000	9,000	10,000	15,000	20,000	25,000	30,000	40,000
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Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Note: Calculated assuming 17 percent itemized deductions or minimum standard deduction if more favorable.

Illustrations of the Effect of the 5 Percent Surcharge

on Four Person Families

Case A: .... $15,000 income

Case B: .... $20,000 income

Case C: .... $50,000 income

Office of the Secretary of the Treasury   October 8, 1974
Office of Tax Analysis

Case A: $15,000 Income

Wages (adjusted gross income)	$15,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-2,550
Equals taxable income	9,450
Tax before surcharge	1,699
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	0
Five percent surcharge	0
Tax after surcharge	1,699
Tax increase (surcharge) as percent of present law tax	0

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Case B: $20,000 Income

Wages (adjusted gross income)	$20,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-3,400
Equals taxable income	13,600
Tax before surcharge	2,660
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Equals tax subject to surcharge	840
Five percent surcharge	42
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Tax increase (surcharge) as percent of present law tax	1.6%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Case C: $50,000 Income

Wages (adjusted gross income)..................................	$50,000
Less four personal exemptions (@ $750)	-3,000
Less deductions for personal expenses (assumed 17 percent of income)	-8,500
Equals taxable income	38,500
Tax before surcharge	11,465
Less surcharge floor for joint returns	-1,820
Equals tax subject to surcharge	9,645
Five percent surcharge	482
Tax after surcharge	11,947
Tax increase (surcharge) as percent of present law tax	4.2%

Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Illustrations of the Effect of the 5 Percent Surcharge

on Single Taxpayers

Case D	**$ 7,500 income**
Case E	**$10,000 income**
Case F	**$15,000 income**

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Case D: $7,500 Income

Wages (adjusted gross income)	$7,500
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income) or minimum standard deduction	-1,300
Equals taxable income	5,450
Tax before surcharge	995
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	0
Five percent surcharge	0
Tax after surcharge	995
Tax increase (surcharge) as percent of present law tax	0

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October 8, 1974

Case E: $10,000 Income

Wages (adjusted gross income)	$10,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income)	-1,700
Equals taxable income	7,550
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Office of Tax Analysis

October 8, 1974

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Wages (adjusted gross income)................................	$15,000
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Less deductions for personal expenses (assumed 17 percent of income)	-2,550
Equals taxable income	11,700
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Office of the Secretary of the Treasury
Office of Tax Analysis

October 8, 1974

Illustrations of the Effect of the 5 Percent Surcharge on Four Person Families

Case G .... $25,000 income

Case H .... $30,000 income

Case I .... $40,000 income

Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Case G: $25,000 Income

Wages (adjusted gross income)................................	$25,000
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October 9, 1974

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Less deductions for personal expenses (assumed 17 percent of income)	-5,100
Equals taxable income	21,900
Tax before surcharge	4,988
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Office of the Secretary of the Treasury
Office of Tax Analysis

October 9, 1974

Illustrations of the Effect of the 5 Percent Surcharge

on Single Taxpayers

Case J .... $20,000 income

Case K .... $25,000 income

Case L .... $30,000 income

Office of the Secretary of the Treasury October 9, 1974
Office of Tax Analysis

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Office of Tax Analysis
October 9, 1974

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Less deductions for personal expenses (assumed 17 percent of income)	-4,250
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Equals tax subject to surcharge	4,235
Five percent surcharge	212
Tax after surcharge	5,442
Tax increase (surcharge) as percent of present law tax	4.1%

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Office of Tax Analysis

October 9, 1974

Case L: $30,000 Income

Wages (adjusted gross income)	$30,000
Less one personal exemptions (@ $750)	-750
Less deductions for personal expenses (assumed 17 percent of income) or minimum standard deduction	-5,100
Equals taxable income	24,150
Tax before surcharge	6,850
Less surcharge floor for single returns	-995
Equals tax subject to surcharge	5,855
Five percent surcharge	293
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