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REENACT REVENUE SHARING NOW

1 REVENUE SHARING'S LEGISLATIVE JOURNEY

2 IMMEDIATE REVENUE SHARING ACTION REQUESTED

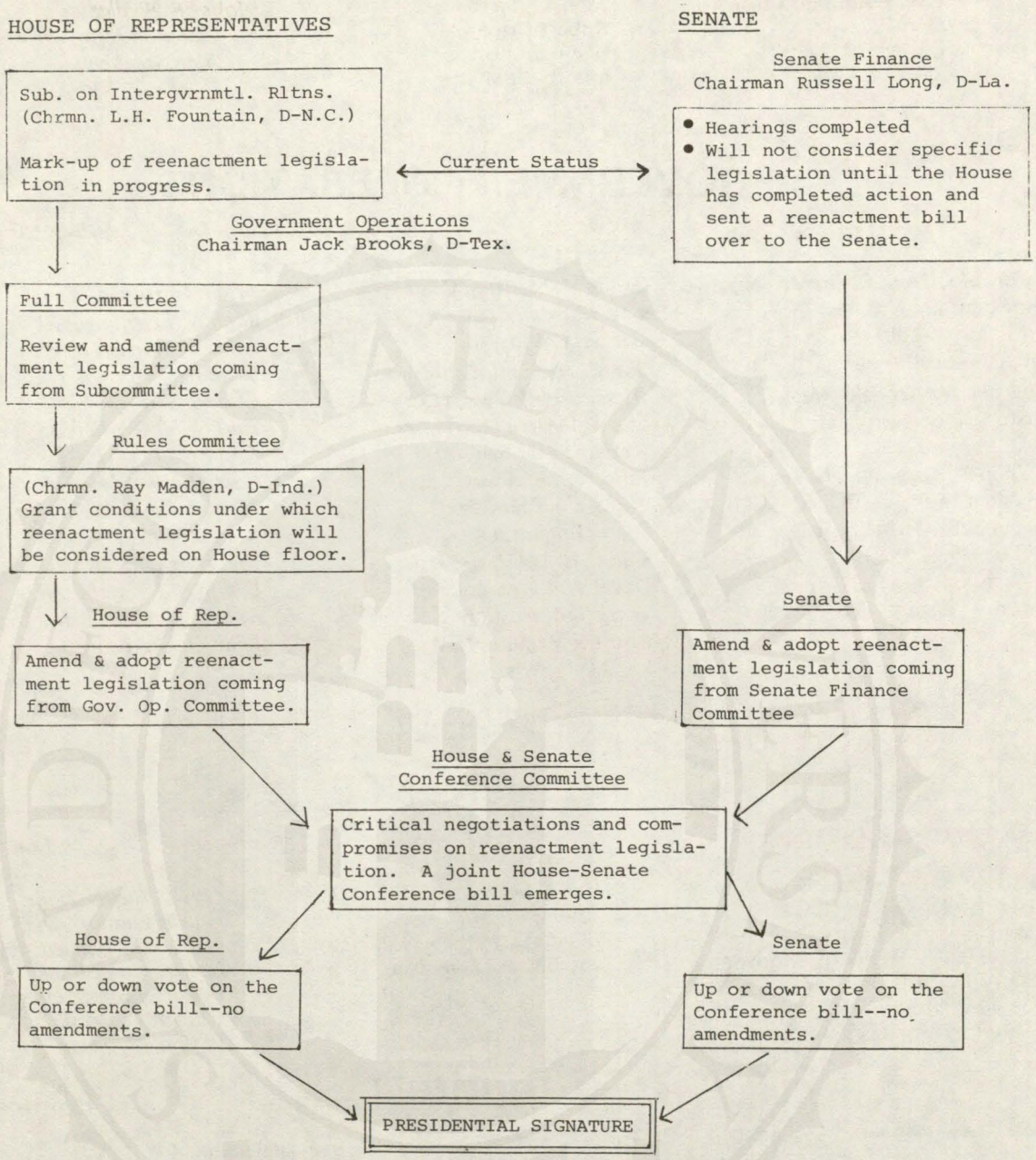
3 THE MAJOR CRITICISMS OF GENERAL REVENUE SHARING PROGRAM AND RESPONSES TO EACH

4 SUMMARY OF H.R. 6558 & S. 1625

5 REVENUE SHARING INTERVIEW WORKSHEET

6 PRESS KIT

REVENUE SHARING'S LEGISLATIVE JOURNEY



NEWLY CREATED HOUSE/SENATE BUDGET COMMITTEES OF CRITICAL IMPORTANCE

Actions That Will Affect Revenue Sharing Funding for FY 77

By March 15 - House Government Operations & Senate Finance must submit recommended revenue sharing funding for FY 77 to Budget Committees.

→

By April 15 - Both Budget Committees must report their First Budget Resolution which will contain a recommended revenue sharing funding level for FY 77.

→

By May 15 - Final action must be completed on First Concurrent Budget Resolution which will contain a "target" revenue sharing funding level for FY 77. Although this figure is not binding, it will be extremely difficult to obtain funding above this amount.

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(Government Operations)

B-372 RHOB 225-2548

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Barbara Jordan

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2157 RHOB 225-5051

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SENATE

FINANCE

2227 DSOB 224-4518

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Clifford P. Hansen, Wyo.
Robert Dole, Kans.
Bob Packwood, Oreg.
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BUDGET

Senate
208 Carroll Arms Annex 224-0642

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Sam Nunn, Ga.

Henry Bellmon, Okla.
Robert Dole, Kans.
J. Glenn Beall, Jr., Md.
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James A. McClure, Idaho
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House
214 HOB Annex 225-7200

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Patsy Mink, Hawaii
Louis Stokes, Ohio
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James Hastings, N.Y.
Garner E. Shriver, Kansas
Barber B. Conable, Jr., N.Y.

IMMEDIATE REVENUE SHARING

ACTION REQUESTED

I. WE SUPPORT the reenactment principles contained in H.R. 6558 and S. 1625. This legislation has bipartisan Congressional support and strong backing from the Administration.

Explanation of Position: H.R. 6558 and S. 1625 are in basic accord with the reenactment principles that have been endorsed by state, county and city officials. These principles appear on the reverse side.

II. WE URGE the House Government Operations Committee to immediately complete action on the revenue sharing legislation and to report a bill to the full House.

Explanation of Position: The Government Operations Committee has had jurisdiction over H.R. 6558 since its introduction on April 30, 1975. Extensive hearings on the legislation were completed in December of 1975. There is no excuse for any further delays in the consideration of the legislation. Already, the local budgetary process is being severely disrupted because of Congressional delays in the consideration of reenactment legislation. (NOTE: nearly 60 percent of municipal governments budget on a July 1-June 30 fiscal year).

III. WE URGE the House and Senate Budget Committees to provide for an additional $500 million over and above the Administration's request. This would bring the total funding for FY 77 to approximately $7.05 billion.

Explanation of Position: We are deeply concerned over the inadequacy of the Administration's projected funding levels. Since the enactment in 1972, the revenue sharing program has been increasing at a very modest $150 million a year--this translates into an annual rate of increase of 2.5 percent. The President in his reenactment proposal has called for the continuation of the $150 million figure which by 1982 would reduce the annual rate of increase to 2.08 percent.

A $500 million annual increase translates into a growth rate of 7.6 percent declining to 7.0 percent over the proposed 5-3/4 year extension period. This would enable the revenue sharing allocations to retain their "real purchasing power" rather than decrease by an estimated 24 percent.

IV. WE OPPOSE an immediate but temporary one-year extension which is currently being discussed by certain members of Congress.

Explanation of Position: A one-year extension would likely lead to the termination of the revenue sharing program. Most Congressmen who are discussing this alternative are antagonistic toward revenue sharing and it is their hope that the fall elections will produce an Administration and a Congress that will terminate the program.

STATES-COUNTIES-CITIES UNITED FOR RENEWAL OF REVENUE SHARING

In order to help solve the serious financial problems faced by state and local governments and to strengthen the role of these governments in our federal system, the **National Governors' Conference, National Conference of State Legislatures, National Association of Counties, National League of Cities, United States Conference of Mayors,** and **International City Management Association** urge Congress to reenact the STATE AND LOCAL FISCAL ASSISTANCE ACT (GENERAL REVENUE SHARING) in time for jurisdictions with a mid-year fiscal year to make sound budget decisions.

State and local officials support renewal according to the following principles:

- Continuation of the distribution of funds directly to states and general purpose governments using the existing distribution formula which reflects need, population and tax effort.
- No additional categorization or program or project restrictions on the use of the funds.
- Long term, multi-year funding.
- An increase in annual funding level to compensate for inflation.
- Enforcement of civil rights provisions of the Act to guarantee non-discriminatory expenditure of funds with adequate provision for due process for all individuals and governments involved. Enforcement responsiblity for all civil rights provisions consolidated in a single federal agency.
- Guarantee of public hearings providing for citizen participation in revenue sharing expenditures should be conducted by recipient governments as part of their normal budget process.

NATIONAL GOVERNORS' CONFERENCE
Robert D. Ray, Chairman
Governor of Iowa

NATIONAL CONFERENCE OF STATE LEGISLATURES
Tom Jensen, President
House Minority Leader of Tennessee

NATIONAL ASSOCIATION OF COUNTIES
Vance A. Webb, President
Supervisor of Kern County, California

NATIONAL LEAGUE OF CITIES
Hans Tanzler, President
Mayor of Jacksonville, Florida

U.S. CONFERENCE OF MAYORS
Moon Landrieu, President
Mayor of New Orleans, Louisiana

INTERNATIONAL CITY MANAGEMENT ASSOCIATION
L. Joseph Miller, President
City Manager of Bellevue, Washington

THE MAJOR CRITICISMS OF GENERAL REVENUE SHARING PROGRAM AND RESPONSES TO EACH

1. Since the present revenue sharing law does not expire until December, 1976, there is no need for immediate Congressional action.

RESPONSE

Over half of all state and local governments have fiscal years which begin in June or July. To have sound fiscal planning, counties, cities and states must know what their revenue sharing allocations will be well in advance of the fiscal year. Cities are prohibited by law from deficit financing. If reenactment is further delayed the cities which budget on a July 1 fiscal year will be forced to reduce their revenue sharing expenditures by 50% or raise taxes accordingly.

2. With the federal budget deficit near $70 billion, for FY 76, there is no revenue to share with state and local governments.

RESPONSE

- During periods of economic downturn, the federal deficit is composed in large parts of anti-recessionary expenditures. These anti-recessionary expenditures are temporary and are designed to phase-out as the economy recovers. The FY 76 deficit of $70 billion cannot be divorced from the high unemployment rate and a Gross National Product that declined for over 12 months. As the unemployment rate declines and the economy improves, the government's anti-recessionary spending will decrease. Anti-recession programs include:

  1) Federal tax cuts--$22.8 billion.
  2) Unemployment compensation--an additional $2.5 billion must be spent on unemployment compensation for each percentage point increase in the unemployment rate.
  3) Public employment--approximately $3.5 billion for FY 76.
  4) Food stamps--current costs of approximately $6 billion.
  5) Welfare

- Termination of the revenue sharing program at this time would have a devastating impact on the state and local sectors of the economy. The resulting tax increases and/or public service reductions would seriously weaken the federal government's economic recovery programs. Such a termination would mean additional federal outlays for unemployment compensation, public service jobs, food stamps, and welfare payments.

3. Revenue sharing constitutes an uncontrollable item in the federal budget and, therefore, is contrary to the objectives of the recently implemented Congressional Budget Reform Act.

RESPONSE

- A distinction must be made between revenue sharing and real uncontrollable items in the federal budget. The vast majority of these programs, such as welfare payments, medicare, medicaid, and food stamps, do not operate within a fixed statutory appropriation. Instead their level of funding fluctuates in relationship to the status of their clientele group. In most cases, their actual outlays are directly related to the state of the economy. On the other hand, revenue sharing outlays are fixed by law over a five-year period. Congress knows precisely how much will be spent each year on the revenue sharing program.

- Section 401 (d) of the Congressional Budget Reform Act of 1972, which designates exemptions to the new budget process, states that the revenue sharing program shall continue to be funded outside of the appropriations process provided that the reenactment legislation so stipulates. This is a clear indication that Congress recognizes the importance of the unique funding mechanism through which revenue sharing dollars are distributed. (The current revenue sharing act provides for an automatic five-year authorization, completely outside of the jurisdiction of the Appropriations Committee.)

4. General revenue sharing has been a substitute for, rather than a supplement to, the categorical grant-in-aid programs.

RESPONSE

Revenue sharing was never intended to be a substitute for categorical grant-in-aid programs. It is a part of a much larger intergovernmental fiscal system through which the federal government transfers approximately $50 billion to state and local governments. Revenue sharing, block grants and categorical programs are vehicles through which this assistance is transferred. They complement each other rather than compete.

5. There has been little if any citizen participation in the revenue sharing decision-making process.

RESPONSE

It is obvious that most members of Congress are unaware of the level of citizen involvement in local government affairs. It would be useful to cite specific examples of citizen participation in the local budgetary process in general and the revenue sharing decision-making process in particular.

6. Revenue sharing funds are not being spent to provide services for the elderly and the poor.

RESPONSE

- Revenue sharing was never intended to be a program to provide direct assistance to the poor and the elderly. It was to supplement, not substitute, the other federal programs of a categorical nature such as those serving the poor and the elderly.

- The priority expenditure categories for local governments do not measure the impact of revenue sharing expenditures on the elderly and the poor. For example, the building of a community center in a poor neighborhood would be designated as a "capital expenditure" when in fact, it should be seen as a direct local government expenditure to aid the poor.

- In many municipalities, the social service functions are not provided by City Hall. Instead, they are a direct function of either the county or the state government.

7. The civil rights provisions of the revenue sharing act have been inadequately enforced, thereby sanctioning the use of federal funds to foster discrimination in state and local government.

RESPONSE

- Civil rights enforcement has been inadequate. However, Congress has failed to grant the Office of Revenue Sharing its request for additional personnel in the compliance division.

- No permanent solution, which produces effective civil rights enforcement with an acceptable administrative burden will be found until General Revenue Sharing is related to other federal civil rights enforcement programs and agencies.

- In line with recent civil rights commission recommendations, the federal government should consolidate its civil rights enforcement activities, eliminating duplication, fragmentation and contradictions.

- The National League of Cities and the United States Conference of Mayors supports a strong civil rights enforcement with due legal process.

SUMMARY OF H.R. 6558 & S. 1625

BASIC PROVISIONS	CURRENT PROGRAM P.L. 92-512	H.R. 6558/S. 1625
Funding Level	$30.2 billion 1/1/72 - 12/31/76	$39.5 billion Extended for 5-3/4 years through 9/30/82
Appropriations	5-year Trust Fund.	5-3/4 year Trust Fund.
Formula Provisions Local Governments		
Maximum Entitlement	145% of average statewide per capita entitlement.	145% limit raised at 6% each year for 5 years to 175%.
Minimum Entitlement	20% minimum of average statewide per capita entitlement.	No change.
50% Revenue Limit	No local government will receive more than 50% of its non-school revenues plus its intergovernmental transfers.	No change.
$200 Minimum	Under current formula, any general purpose government receiving less than $200 will not receive any money.	No change.
Allocation Within A State	States receive 1/3 of funds distributed, local governments receive 2/3.	No change.
Definition of Tax Effort for Local Government	Defined as non-school taxes divided by personal income.	No change.

BASIC PROVISIONS	CURRENT PROGRAM P.L. 92-512	H.R. 6558/S. 1625
Expenditure Uses	Wide latitude within high priority program categories. Planned and actual case reports are required.	No change.
Citizen Participation	In accordance with state and local procedures.	No change, except that public hearings must be held on revenue sharing funds if public hearings are not held on overall budget.
Civil Rights Provisions	"No person in the United States shall, on the ground of race, color, national origin or sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with entitlement funds..."	Clarifies the Secretary's authority to invoke one or more remedies where a recipient government is found to have used revenue sharing funds in a discriminatory fashion. This includes the authority to withhold all or a portion of entitlement funds due to the government and require repayment of funds expended in a discriminatory fashion.
Miscellaneous Provisions Not Included Above	None.	None.

NOTE: "No change" is in reference to the current program.

REVENUE SHARING INTERVIEW WORKSHEET

Name of Member of Congress_____ State_____

PART I: ISSUES

	SUPPORT	OPPOSE	UNDECIDED
A. General Revenue Sharing has transferred $30.2 billion of federal tax revenues back to state and local governments since its enactment in 1972. Will you commit your vote in favor of reenactment of GRS to us today? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
B. We feel that the Administration's request for a 2% annual increase in the funding of GRS is inadequate in light of the inflationary rates that have plagued local budgets during the past three years. An annual increase of $500 million, or approximately 7%, will enable GRS to maintain its "real dollar value." Can you support us in this effort? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
C. The five-year trust fund method of tax sharing has enabled effective multi-year programming and planning at the state and local level. Will you support a 5 and 3/4 year extension of GRS through the current trust fund financing mechanism? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
D. The relatively string-free language in the GRS legislation has enabled state and local governments to meet their most pressing needs. Will you help us oppose any efforts to categorize or further restrict the use of GRS funds? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
E. The present formula represents a consensus that was carefully ironed out by Congress in 1972. This formula has the strong support of a broad coalition of state, county, and city officials. Attempts to significantly modify the formula could prove divisive and ultimately endanger reenactment. In light of these considerations, can you support the current formula? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
F. We favor thorough enforcement of civil rights provisions, but feel enforcement should be consolidated in a single agency, as opposed to expanding the enforcement function of the Office of Revenue Sharing. We also favor a reasonable due-process procedure in which GRS funds would be withheld after a legal determination that discrimination exists. However, we oppose the withholding of funds prior to a legal determination of non-compliance. Will you support these points? COMMENT AND FOLLOW-UP ARRANGEMENTS:			
G. We strongly support efforts to ensure adequate citizen participation in the use of GRS funds but oppose initiatives which would isolate such citizen participation from normal general budget processes. Will you support our efforts to avoid fragmentation of the budget process? COMMENT AND FOLLOW-UP ARRANGEMENTS:			

H. Are there any other issues which you feel are crucial to the reenactment of GRS?
COMMENT AND FOLLOW-UP ARRANGEMENTS:

PART II: IMMEDIATE ACTION REQUESTED FROM MEMBERS

1. Will you contact members of the Government Operations Committee and urge immediate action on the revenue sharing legislation?

Yes ☐ No ☐

2. Will you contact members of the Budget Committee and insist that adequate funding be provided for revenue sharing for FY 77?

Yes ☐ No ☐

3. OTHER ACTIONS WHICH MEMBER WILL UNDERTAKE (e.g. contact other Members opposed or waivering):

_____

_____

4. Since this information is of vital importance to us, can we contact you next week regarding the results of your initiatives?

Yes ☐ No ☐

PART III: POST INTERVIEW ASSESSMENT

A. Member's Present Position (check one):

1. Support reenactment
   - ____ a. Enthusiastic supporter
   - ____ b. Will vote "yes"; probably no serious differences with our position on specific issues
   - ____ c. "Yes" on final vote; potentially serious differences on the issues
   - ____ d. Supports reenactment; position on issues not determined
2. Leaning Towards - likely to support reenactment but unwilling to commit at present time
3. Undecided
4. Leaning against
5. Strongly opposed
6. Position unknown

B. Strategy for follow-up action by city officials in Member's district:

_____

_____

_____

_____

_____

C. Information/follow-up action requested from NLC/USCM or State League:

_____

_____

_____

PART IV: LIST OF LOCAL OFFICIALS ATTENDING

	City	Phone #

Submitted By: Name _____ City _____

Title _____ Phone # _____

NATIONAL LEAGUE OF CITIES

UNITED STATES CONFERENCE OF MAYORS

SUNDAY, MARCH 14, 1976

CONGRESSIONAL CITY CONFERENCE DELEGATE:

ATTACHED IS A PRESS RELEASE OUTLINING THE MAJOR THEME OF THE NATIONAL LEAGUE OF CITIES AND THE U.S. CONFERENCE OF MAYORS' TENTH ANNUAL CONGRESSIONAL CITY CONFERENCE.

IF YOU WILL COMPLETE THE RELEASE, AND BRING IT TO THE CONGRESSIONAL CITY CONFERENCE PRESS ROOM, STAFF WILL HELP ADDRESS, STAMP AND MAIL THE RELEASE TO YOUR HOME TOWN MEDIA. THE PRESS ROOM IS LOCATED IN THE GEORGETOWN EAST ROOM OF THE HOTEL.

PRESS OFFICE
NATIONAL LEAGUE OF CITIES &
U.S. CONFERENCE OF MAYORS

1620 Eye Street, N.W., Washington D. C. 20006 / 202-293-7300

10 THINGS YOU CAN DO TO GAIN SUPPORT FOR REVENUE SHARING

PREFACE. Very simply put, there are 435 members of the House of Representatives and 100 Senators. A majority of these officials must support revenue sharing if reenactment is to become a reality. The President has already endorsed reenactment. Our fight then, is with the Congress. Congress must be convinced that this program is vital and important. That essentially is what this meeting is all about; to convince the individual members of Congress that they must support the reenactment of General Revenue Sharing. This paper is about what you can do when you get home to garner support. Included are a number of practical suggestions about what you can do to build support for the Revenue Sharing Reenactment Campaign.

1. Find out what is going to happen in your community if revenue sharing is not reenacted. Are you going to have to cut programs or raise taxes? Have you informed the public?
2. How much money have you received from the revenue sharing program? If you do not have the figures with you, staff is available here at the hotel and will assist you in obtaining these figures. How have you used this money? Have you informed the people who receive the benefits of programs that are supported by revenue sharing funds what will happen to these programs if revenue sharing is not reenacted? Have you asked these people to write their congressman about these programs?
3. How many times when you addressed civic clubs and community organizations in your area in recent months have you discussed with them the revenue sharing program and what your community is doing with the revenue sharing funds? If you haven't been including this issue in your discussions, it is time you started. Revenue sharing is a good and decent program and you've got a right and an obligation to explain the program and how it is working in your community. It is important that the public understand the program. Eventually, this attitude will drift upward to individual members of Congress.

4. Have you had any personal discussions with the publisher or editorial writer of your local newspaper about revenue sharing? What about the news director of your local radio or television station? Have you explained to them what will happen in your community is revenue sharing is not reenacted? Have you asked them for editorial support? If you haven't already done so, you should. When you get their support, you should clip the editorial or get a transcript of the news broadcast and mail it to your congressmen. It will help.

5. Have you considered meeting with officials of other local governments in your area to discuss the revenue sharing reenactment campaign? For example, if your community is in a metropolitan area, what would happen if officials from each local government in the metropolitan area, met, developed a strategy, and held a joint news conference about the consequences of the failure to reenact the revenue sharing program? If you total the programs and costs that are supported by revenue sharing funds in that metropolitan area, and then discussed the consequences of those funds being terminated on Dec. 31, that is an honest and solid news story. In fact, it's powerful medicine and suggests consequences which the public, in all probability, does not realize. It's probably a page one story but it will take time and effort to orchestrate. Most likely, it will be worth the effort because it will force local officials in a formal way to face up to tough realities if the measure is not reenacted.

6. Have you talked to your Governor about the revenue sharing program? One third of all revenue sharing funds is going to the states. Much of that money is then redistributed to local governments. Thus, if revenue sharing is not reenacted, you will in all probability face a decline next year in state aid funds coming to your locality.

How does the Governor plan to handle that problem? What about the state legislature? Have you had, or do you plan to have, any discussions with appropriate state legislature committee chairmen about this issue? If revenue sharing is not reenacted, it will mean difficult choices by state legislatives, too. A real coalition of local and state officials is needed to see to it that reenactment of revenue sharing becomes a reality.

7. Approximately 50 per cent of the increases in revenues raised by local governments since 1950 have been due to increased tax rates or new taxes. This means local governments are doing their share of taxing. In contrast the federal government has been reducing taxes. In fact, since 1960 federal income taxes have been cut four times; the latest case was last year. Simply put, revenue sharing is nothing more or less than a return of local federal income tax dollars to the communities in which the tax dollars were earned. That's a good point to make in speeches as you try to explain this program. It won't hurt to remind your Congressman of this fact either.

8. Have you asked the business community to support revenue sharing in your area? What about the local chamber of commerce? They are set up to lobby for the business interests of the community. Therefore, if revenue sharing is good for the community, they ought to want to support reenactment. Ask them to take up the issue, examine it, and support it and then communicate their support to members of Congress from your area. There are other groups, too, in your community. Ask them for their support for the program and ask them to tell members of Congress that they support revenue sharing.

9. Television and radio stations are required by law to allocate a certain amount of time to "public affairs issues". Have you or your staff thought about going to the program managers of these stations and request that they devote some time to the revenue sharing issue? This is a legitimate and honest device and will help raise the level of awareness about the revenue sharing program. When you talk to newspaper editors, suggest that they consider doing some extensive pieces on how the revenue sharing program is working in your community. Once again, if the public awareness of the revenue sharing principal is raised, it will force debate and thus make congressmen more aware of how the revenue sharing program is working in communities across the country. Once again, revenue sharing is a good and decent program. It may not be perfect but local officials do not have to apologize about how they are using the funds. Several million dollars have been spent studying the programs. There are sufficient studies which support the reenactment of general revenue sharing.

10. Enclosed in your packet is a draft press release which you can use in connection with this meeting. Staff will aid you in sending the press release by mail to local media in your area. You need only come to the press room, complete the release and staff will see to it that it goes with the next mail. Not every item in this little paper will be useful to you but we hope it will trigger some thoughts on your part to help with the General Revenue Sharing Reenactment Campaign.

PREPARED BY THE PUBLIC AFFAIRS OFFICES
OF THE
NATIONAL LEAGUE OF CITIES AND THE U.S. CONFERENCE OF MAYORS

MARCH 14, 1976