

REMARKS OF THE HONORABLE HUBERT H. HUMPHREY

NATIONAL ASSOCIATION OF COUNTIES  
ANNUAL LEGISLATIVE CONFERENCE

WASHINGTON, D. C.  
APRIL 5, 1971

*Sen Jenkins*

*Mr. Chuck A. Sweeney  
Mr. Floyd Anderson*

"CREATIVE FEDERALISM"--STILL THE BEST.

*L* PRESIDENTS KENNEDY AND JOHNSON DECLARED "CREATIVE

FEDERALISM" TO BE ONE OF THE FIRST PRIORITIES OF THEIR

ADMINISTRATIONS, AND THEY WORKED TO MAKE THIS DECLARATION

A REALITY. *The decade of the 60's*  
~~THESE DEMOCRATIC YEARS~~ SAW THE BEGINNINGS OF

A HOST OF COOPERATIVE PROGRAMS--PROGRAMS THAT TODAY, DESPITE

FINANCIAL MALNUTRITION PRESCRIBED BY THE ADMINISTRATION,

DEMONSTRATE THE EFFECTIVENESS OF CONCERTED EFFORTS <sup>year</sup> SHARED

EFFORTS OF FEDERAL, STATE, COUNTY AND MUNICIPAL GOVERNMENTS.

*The failure to act in the '50'*

THESE PROGRAMS ARE WORTHWHILE. THEY DEMONSTRATE

*helped bring on the crises*

THAT GOVERNMENTS AT ALL LEVELS CAN AND MUST WORK TOGETHER.

*the 60's*

NO LONGER CAN WE AFFORD THE "COMPARTMENTED FEDERALISM" OF

THE REPUBLICAN YEARS IMMEDIATELY PRECEEDING PRESIDENT

KENNEDY. THIS WAS NOT FEDERALISM. IT WAS, TO USE PRESENT

REPUBLICAN MILITARY JARGON, NOT A "FEDERAL RETREAT" FROM

CLEAR GOVERNMENTAL RESPONSIBILITIES. IT WAS A "STAGED,

STRATEGIC WITHDRAWAL."

*There is now another form of federalism - called Special Revenue Sharing*

and I DON'T LIKE THE PROPOSED NEW FORM OF FEDERALISM

SPECIAL REVENUE SHARING.

FIRST OF ALL, IT'S NOT NEW. IT'S IN THE SAME

PATTERN OF THE 1950'S. SECOND, IT'S A PLANNED

DISMANTLEMENT OF EVERYTHING THAT DEMOCRATIC PRESIDENTS  
AND CONGRESS BATTLED TO ACHIEVE OVER THE LAST 30 YEARS. ↗

R DON'T GET ME WRONG. I SUPPORT THE CONCEPT OF GENERAL  
REVENUE-SHARING [ FUNDS OVER AND ABOVE ALL PRESENT GRANTS.

AS YOU KNOW CONGRESSMAN REUSS AND I HAVE OUR OWN BILL  
ON REVENUE SHARING, BUT I DON'T WANT TO SEE EVERYTHING  
YOU AND I HAVE WORKED FOR OVER THE YEARS SWEEP AWAY  
IN THE NAME OF "SPECIAL REVENUE SHARING," OR  
"REORGANIZATION."

COUNTY ADMINISTRATORS AND LEADERS HAVE STUDIED  
THOSE SPECIAL REVENUE SHARING PACKAGES ↙ YOU KNOW THESE  
PLANS DISSOLVE LINES DELINEATING VARIOUS FEDERAL-LOCAL

COOPERATIVE PROGRAMS. AND WHEN YOU LOOK AT TOTAL FUNDING BEFORE CONSOLIDATION AND THEN LOOK AT IT AFTER, YOU SEE CLEARLY THE REAL MEANING OF "SPECIAL REVENUE SHARING." IT MEANS TAKING MONEY YOU ALREADY HAVE AWAY FROM YOU AND THEN GIVING LESS OF IT BACK TO YOU, STRIPPED OF CAREFULLY WORKED OUT PRIORITIES AND FUNDING ALLOCATIONS.

↳ DON'T BE TEMPTED BY THE PROMISE OF MORE TO SPEND. ~~WE BOTH KNOW THIS WILL NOT BE THE CASE. WE WILL SEE THESE SAME BLOC GRANT CONSOLIDATIONS GRADUALLY TRIMMED BACK.~~

↳ TAKE A LOOK AT THE ADMINISTRATION'S PRESENT RECORD OF IMPOUNDING FUNDS ACTUALLY APPROPRIATED BY THE CONGRESS AND MAKE YOUR OWN JUDGMENT.

AS OF FEBRUARY 23, 1971 THE EXECUTIVE BRANCH  
HAD IMPOUNDED \$11,145,000,000. THIS IS MONEY THAT THE  
CONGRESS HAS DECLARED SHOULD BE EXPENDED DURING FISCAL  
1971. THE ADMINISTRATION HAS NOT DONE SO. I WON'T GO  
INTO THE CONSTITUTIONAL QUESTIONS OF IMPOUNDMENT HERE.

L BUT IN THIS TIME OF PRESSING NEEDS AND SCARCE RESOURCES,  
WHEN CONGRESS APPROPRIATES FUNDS FOR VARIOUS PROGRAMS,  
THE ADMINISTRATION SHOULD REALIZE THOSE APPROPRIATIONS  
ARE PRETTY CLOSE TO BARE-BONES AND SHOULD EXPEND ALL

THE FUNDS. ~~THEY SHOULD NOT IMPOUND THEM FOR POLITICAL  
OR POLICY REASONS, PARTICULARLY AFTER DECLARING THAT~~

*unemployment budget for  
Fiscal '71 -*

THEY HAVE BEEN CONVERTED TO DEFICIT FINANCING UNDER THE  
NEW NAME OF "FULL EMPLOYMENT BUDGET."

*Handwritten signature and initials*

IN SPECIFICS, THE ADMINISTRATION HAS WITHHELD

\$200 MILLION FOR URBAN RENEWAL;

\$200 MILLION FOR WATER AND SEWER GRANTS;

\$192.5 MILLION FOR LOW RENT PUBLIC HOUSING;

\$732.1 MILLION FOR MODEL CITIES PROGRAMS.

201395  
L THAT IS A TOTAL OF \$1,324,600,000 BEING WITHHELD  
JUST BY THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

THIS IS UNCONSCIONABLE! WE ARE FALLING CONTINUALLY BEHIND

OUR GOAL OF 2.6 MILLION HOUSING UNITS PER YEAR. AND YET

THE DEPARTMENT CHARGED WITH OVERSEEING THAT OUR NATIONAL

HOUSING NEEDS ARE MET -- THE DEPARTMENT THAT SHOULD BE

*+ countries*  
HELPING OUR CITIES DURING THIS TIME OF FINANCIAL CRISIS —  
n

IS SITTING ON OVER \$1.3 BILLION DOLLARS -- AND THAT  
IS JUST FOR ONE FISCAL YEAR.

L THAT'S THE RECORD ON H.U.D. L NOW ADD BILLIONS  
WITHHELD FROM SCHOOL MILK PROGRAMS, COMMUNITY EDUCATION,  
REGIONAL MEDICAL PROGRAMS, RURAL DEVELOPMENT, TRANSPORTATION  
SYSTEMS, CONSERVATION AND RECLAMATION AND THE LIST GOES  
ON AND ON AND ON.

~~CREATIVE FEDERALISM ALA KENNEDY AND JOHNSON IS  
STILL THE BEST AND WE MUST FIGHT TO MAINTAIN IT. DON'T  
BE TEMPTED BY THE BLANDISHMENTS OF THOSE PUSHING FOR~~

*I worry about these proponents*

SPECIAL REVENUE SHARING -- THEY ARE THE SAME PEOPLE WHO  
FOUGHT TOOTH AND NAIL TO PREVENT THESE SAME PROGRAMS

FROM SEEING THE LIGHT OF DAY, I DON'T WANT MY  
LEGISLATIVE CHILDREN HANDED OVER, IN ADOLESCENCE,  
TO THOSE THAT TRIED TO PREVENT THEIR BIRTH.

~~THE COUNTY IS THE BASIC BUILDING BLOCK OF MANY  
OF THE NEW FRONTIER AND GREAT SOCIETY PROGRAMS. YOU  
KNOW WHAT THEIR DISMANTLEMENT OR DEBILITY WILL MEAN  
TO THE PEOPLE THESE PROGRAMS SERVE. YOUR ORGANIZATION  
MUST SPEAK OUT LOUDLY AND CLEARLY. GET TOGETHER,  
FIND OUT WHAT THIS NEW "COMPARTMENT FEDERALISM" IS GOING  
TO COST YOU. DON'T TAKE STATEMENTS OF ADMINISTRATION  
SPOKESMEN AT FACE VALUE. AND DON'T EXPECT TO GET  
EVERYTHING THEY INSIST THEY ARE GOING TO GIVE YOU. AS~~

I DEMONSTRATED EARLIER, THEIR RECORD SPEAKS FOR ITSELF.

IN TESTIMONY BEFORE THE JOINT ECONOMIC COMMITTEE OF THE CONGRESS, I DISCUSSED SOME OF MY THINKING ABOUT

GENERAL REVENUE SHARING. I STATED THAT I SUPPORTED THE

CONCEPT OF REVENUE SHARING AND WOULD WORK WITH ANYONE

TO SEE THAT STATES AND LOCALITIES RECEIVE CRITICALLY

NEEDED FEDERAL FUNDS -- FUNDS TO HELP THEM STAY ALIVE.

OUR CITIES ARE DYING AND OUR STATE AND COUNTY GOVERNMENTS

ARE IN CONSTANT FISCAL CRISIS. THEY-YOU-NEED MONEY AND

NEED IT NOW. ~~I should~~ EVERYTHING I CAN TO SEE THAT

YOU GET THESE GENERAL REVENUE-SHARING FUNDS, ~~ALL EVEN~~

~~SUPPORT THE ADMINISTRATION BILL.~~ THEY CAN CALL IT THE

NIXON-HUMPHREY ~~B~~ BILL IF THEY SO DESIRE.

ONE OF THE SUGGESTIONS, I MADE WAS THAT SERIOUS CONSIDERATION SHOULD BE GIVEN TO A LEGISLATIVE PACKAGE THAT COMBINES REVENUE-SHARING WITH A PHASED BUT COMPLETE FEDERALIZATION OF WELFARE FUNDING ACROSS THE NATION.

THIS WOULD BE FAIR TO BOTH TYPES OF JURISDICTIONS. COUNTIES AND SOME LARGE CITIES CARRY AN EXTREMELY HEAVY WELFARE BURDEN AND WOULD BE HELPED SUBSTANTIALLY BY FEDERALIZATION. OTHER JURISDICTIONS WOULD BE HELPED THROUGH THE REVENUE SHARING PART OF THE PACKAGE. BOTH NEED HELP AND BOTH WOULD RECEIVE THE SPECIAL FISCAL AID THEY REQUIRE.

CHAIRMAN WILBUR MILLS, AND MEMBERS OF THE WAYS AND MEANS COMMITTEE HAVE PUT TOGETHER A TENTATIVE WELFARE

PACKAGE. IT INCLUDES GUARANTEED ANNUAL INCOME OF \$2400 FOR A FAMILY OF FOUR; FOOD STAMPS WOULD BE PHASED OUT IN FAVOR OF CASH PAYMENTS; MINIMUM PAYMENTS FOR INDIVIDUALS WOULD SCALE UP TO \$150, AND A COUPLE WOULD RECEIVE \$200 BY 1974; THE WORKING POOR WOULD BE COVERED AND THEIR TOTAL INCOME COULD REACH \$4,320 BEFORE THE \$720 WORK-SUPPLEMENT WOULD BE ERASED BY ACTUAL WORK INCOME; DAY CARE CENTERS WOULD BE PROVIDED FOR THE CHILDREN OF THOSE WORKING; AND UP TO 200,000 PUBLIC-SERVICE JOBS WOULD BE CREATED. THIS CONGRESSIONAL PROGRAM WOULD SAVE THE STATES AND LOCALITIES APPROXIMATELY \$2.2 BILLION.

I SUPPORT THIS APPROACH THOUGH I WOULD LIKE TO

SEE A GRADUAL INCREASE IN TOTAL PAYMENTS TO MEET THE  
POVERTY LEVEL DEFINED BY THE GOVERNMENT.

TOTAL FEDERALIZATION OF ALL WELFARE, BOTH ADC  
AND ADULT PROGRAMS, IS OUR GOAL FOR THE EARLY '70'S BUT  
WE MUST ESTABLISH GOALS WITHIN WELFARE ADMINISTRATION  
ITSELF.

~~WE MUST DEVISE IMPROVEMENTS TO REMOVE ALL FOOD  
STAMPS AND SUBSTITUTE CASH -- PROVIDE CASH BENEFITS TO  
THOSE WHO ARE ELIGIBLE BUT CANNOT SECURE PUBLIC HOUSING --  
BRING TOTAL CASH PAYMENTS TO THE POVERTY LEVEL AND  
UPGRADE THIS WHEN NECESSARY -- REMOVE PRESENT CRUDITIES~~

*I  
left  
this  
in  
because  
remains  
not scratched  
out*

FROM WELFARE AND MAKE IT POSSIBLE FOR THOSE WHO HAVE  
 NO REASONABLE CHANCE FOR ANOTHER TYPE OF LIFE, TO  
LIVE IN BASIC HUMAN DIGNITY. WE MUST NOT FANTASIZE.  
 WELFARE WILL ALWAYS BE WITH US IN ONE FORM OR ANOTHER.  
 LET US WORK TOGETHER TO MAKE IT GRANT BASIC DIGNITY  
 TO THE RECIPIENT AND PEACE OF MIND TO THE TAXPAYER.  
 THROUGH SIMPLICITY, EQUITY, ADEQUACY, AND DIGNITY.

PUBLIC SERVICE EMPLOYMENT IS PART OF THE TENTATIVE  
 CONGRESSIONAL WELFARE PACKAGE. THE BILL WOULD PROVIDE  
 200,000 JOBS. <sup>also</sup> THE SENATE HAS JUST PASSED S.31, THE  
 EMERGENCY EMPLOYMENT ACT. I WAS AN ORIGINAL COSPONSOR  
OF THIS LEGISLATION AND THE NATIONAL ASSOCIATION OF  
COUNTIES WAS ONE OF ITS ORIGINAL ENDORSERS. SHOULD THIS

PASS THE HOUSE, WHICH I BELIEVE IT WILL, AND THE  
PRESIDENT RESISTS THE URGE TO VETO IT, WE WILL ADD  
ANOTHER 150,000 JOBS / A TOTAL OF 350,000 UNEMPLOYED  
AMERICANS CAN THEN CONTRIBUTE TO OUR NATIONAL ECONOMIC  
AND SOCIAL GROWTH IN SUCH AREAS AS HEALTH, EDUCATION,  
TRANSPORTATION, MAINTENANCE OF PUBLIC FACILITIES AND  
SERVICES, AND COMMUNITY AND RURAL DEVELOPMENT.

IT IS WRONG TO CATEGORIZE THESE AS "MAKE WORK  
JOBS." WE ARE NOT MANUFACTURING THESE NEEDS. THEY  
ARE GLARING IN THEIR REALITY. WHAT WE ARE DOING BY  
THIS TYPE OF LEGISLATION IS TO MATCH THESE PRESSING  
NEEDS WITH PRESENTLY UNUSED MANPOWER. WE WILL BE

PERMITTING THESE MEN AND WOMEN TO CONTRIBUTE TO SOCIETY  
 AND THE ECONOMY AND RESTORE THEIR SENSE OF PRIDE IN A  
 JOB WELL DONE -- IN A JOB THAT IS CRITICALLY NEEDED.

L WE HAVE TALKED OF WELFARE, AND REVENUE SHARING  
 AND PUBLIC SERVICE EMPLOYMENT. I SHOULD MAKE AN ASIDE  
 HERE ABOUT THE TERMINATION OF THE PRESIDENT'S COUNCIL  
 ON YOUTH OPPORTUNITY. WE FIND IN MARCH THAT UNEMPLOYMENT  
 NATIONALLY HAS CLIMBED AGAIN TO 6%. UNEMPLOYMENT AMONG  
YOUTH ~~BLACKS~~ IS 28%. 42% OF OUR YOUNG BLACKS ARE OUT OF WORK.

*Youth  
Opportunity*

THE SUMMER IS APPROACHING AND THE ADMINISTRATION  
 TERMINATES A PROGRAM THAT WHEN I WAS VICE PRESIDENT  
 ACCOUNTED FOR \$680 MILLION IN EXPENDITURES AND PROVIDED

EMPLOYMENT FOR MORE THAN 871,000 POOR YOUTH. THESE  
YOUNG PEOPLE ARE YOURS. THEY LIVE IN YOUR COUNTIES.  
YOU KNOW HOW HARD AND SUCCESSFULLY GOVERNMENT AND  
BUSINESS AND LABOR WORKED TO FIND JOBS FOR THESE YOUNG  
AMERICANS. WHAT ARE THEY GOING TO DO THIS SUMMER --  
A SUMMER WHEN THEIR FATHERS AND MOTHERS ARE ALSO OUT OF  
WORK -- HAVE LOST JOBS THAT DISSOLVED DURING THIS  
MANUFACTURED AND HEARTLESS RECESSION? I HOPE YOU HAVE  
SOME ANSWERS -- THE ADMINISTRATION SEEMS TO HAVE NOTHING  
BUT TERMINATIONS ON ITS MIND.

PART OF THE HUMPHREY-REUSS BILL ON REVENUE SHARING  
DEALS WITH GOVERNMENTAL REFORM ON THE STATE AND LOCAL

LEVEL. THE BILL CALLS FOR SUBMISSION OF A MASTER PLAN AND A SCHEDULE FOR ITS IMPLEMENTATION. I HOPE THAT NACO WILL NOT ONLY COME RIGHT OUT AND ENDORSE THE BILL BUT WILL LOOK CAREFULLY AND POSITIVELY AT SOME OF THE SUGGESTED STRUCTURAL AND POLICY CHANGES RECOMMENDED.

I SPECIFICALLY WOULD LIKE TO MAKE THE FOLLOWING SUGGESTIONS FOR COUNTY GOVERNMENTS. COUNTIES VARY GREATLY AS WE ALL KNOW. LOS ANGELES COUNTY IS VASTLY DIFFERENT FROM WESTCHESTER. COOK COUNTY, ILLINOIS DIFFERS FROM NEWPORT COUNTY, RHODE ISLAND. HOWEVER, THERE ARE FOUR BASIC NEEDS THAT ALL COUNTIES HAVE IN COMMON.

688

1. MORE COUNTIES MUST JOIN TOGETHER IN PROVIDING  
~~SERVICES. YOU MAY EVEN FIND IT ADVANTAGEOUS TO ACTUALLY~~

~~services~~  
~~MERGE INTO ONE JURISDICTION.~~ ~~WITHIN THE~~ MANY COUNTIES

TODAY MAINTAIN A STRUCTURE OF GOVERNMENT THAT WAS DESIGNED  
 FOR THE DAY WHEN THE COUNTY SEAT WAS A DAY'S DRIVE FROM  
 THE BOUNDARIES OF THE COUNTY. ~~THAT IS OBVIOUSLY NO LONGER~~  
 THE CASE AND YOU MUST CHANGE TO REFLECT THE REALITIES OF  
 THE 1970'S AND THE NEEDS OF THE PEOPLE YOU SERVE. ~~SUCH~~  
 MERGERS WOULD SERVE TO STRENGTHEN RATHER THAN WEAKEN  
 COUNTY GOVERNMENT NATIONALLY. BOTH METROPOLITAN SPILL-  
 OVER AND RURAL SPARSENESS CALL FOR SERIOUS CONSIDERATION  
 OF MULTI-COUNTY MERGERS.

L 2. COUNTY BOARDS MUST BE APPORTIONED. THE COURTS HAVE APPLIED THE ONE-MAN-ONE-VOTE PRINCIPLE. FAIR REPRESENTATION ON COUNTY BOARDS IS JUST AS ESSENTIAL AS IN OTHER LEGISLATIVE AND GOVERNING BODIES.

h 3. COUNTIES NEED INTERNAL REFORM AND REORGANIZATION. NEW PROBLEMS AND THE COMPLEXITIES OF THEIR ALTERNATIVE SOLUTIONS REQUIRE STRONG, PROFESSIONAL ADMINISTRATION. COUNTY BOARDS MUST IMPROVE THEIR RELATIONS WITH LOCAL ELECTED OFFICIALS AND BOTH, WORKING TOGETHER, SHOULD ESTABLISH AN EXECUTIVE POSITION FOR PROFESSIONAL MANAGEMENT *and select* OF THE COUNTY --<sup>1</sup> AN INDIVIDUAL SKILLED IN COUNTY ADMINISTRATION THOUGH STILL ACCOUNTABLE TO THE BOARD AND OTHER OFFICIALS.

*State law & Constitution*  
- 20 -  
~~9/14/89~~

4. LASTLY, COUNTIES MUST BE FREED FROM THE

RESTRAINTS NOW PLACED ON THEIR ABILITY TO CONDUCT THEIR

OWN AFFAIRS EFFICIENTLY AND WITH NECESSARY INDEPENDENCE.

RESTRICTIONS ON YOUR AUTHORITY TO ACT, ON YOUR ABILITY

*to raise revenues & provide services*  
~~TO TAX AND SPEND~~ AND ON YOUR ABILITY TO ORGANIZE

YOURSELVES -- THESE ARE AREAS WHERE THE BONDS OF STATE

LEGISLATION MUST BE EASED, IF COUNTIES ARE TO MEET

THE CHALLENGES OF THE 70'S AND 80'S. FEDERALISM IS

NOT JUST FOR WASHINGTON.

*Rural Develop*

BEFORE CLOSING, I WOULD LIKE TO MENTION THAT

I AM CHAIRMAN OF THE RURAL DEVELOPMENT SUBCOMMITTEE OF

THE SENATE AGRICULTURE COMMITTEE. WE NEED TO DEVELOP A

National Growth Policy  
- 21 -  
Freedom of Residence.

NEW WAY OF THINKING ABOUT THE PROBLEMS OF RURAL AMERICA.

WE MUST ACHIEVE A NATIONAL UNDERSTANDING AND COMMITMENT

TO RESTORE THE ECONOMY AND THE LIVING ENVIRONMENT OF

OUR NON-METROPOLITAN AREAS. I WE MUST APPLY DESPERATELY

NEEDED PREVENTIVE MEDICINE TO WHAT COULD BECOME TERMINAL

ILLNESS FOR OUR CITIES. I LIFE SHOULD BE ATTRACTIVE ENOUGH

IN RURAL AMERICA TO OFFER A TRULY REASONABLE ALTERNATIVE

TO LIVING IN CITY OR SUBURB. I I WILL BE HOLDING HEARINGS

THROUGHOUT THE NATION THIS YEAR. I I INTEND TO FIND WAYS

TO REVITALIZE RURAL AMERICA. I THE CONTINUED ACCELERATION

OF METROPOLITAN SPRAWL AND CONGESTION, COUPLED WITH ~~THE~~

RURAL POPULATION DECLINE AND RISE IN POVERTY WILL HAVE

A DEVASTATING IMPACT UPON OUR HEALTH AND WELFARE,  
OUR ENVIRONMENT, OUR ECONOMY, OUR GOVERNMENT, AND OUR  
SOCIAL ORDER.

L CLEARLY, WE HAVE MUCH TO DO IN CONTINUING  
A VIABLE FEDERALISM -- A FEDERALISM BOTH CREATIVE AND  
COOPERATIVE. THIS IS OUR CHALLENGE -- TO MAKE THIS  
VENTURE WORK. OUR GOAL AND MOTTO MUST CONTINUE TO BE:  
"THE BEST POLITICS IS THE POLITICS OF SERVICE."

LADIES AND GENTLEMEN -- THAT IS OUR POLITICS.



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