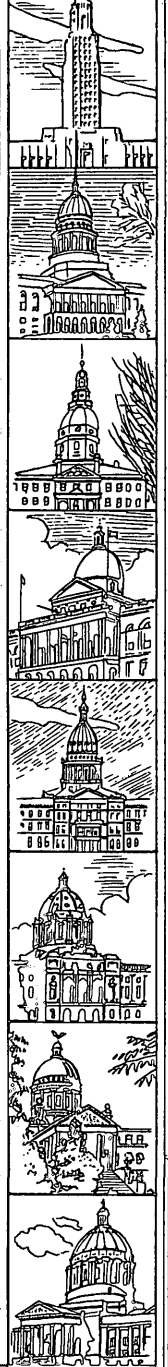


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THE BOOK
OF THE STATES

THE BOOK OF THE STATES

1974 - 1975

VOLUME XX



THE COUNCIL OF STATE GOVERNMENTS
LEXINGTON, KENTUCKY

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FOREWORD

The Book of the States is designed to provide an authoritative source of information on the structures, working methods, financing and functional activities of the state governments. It deals with their legislative, executive and judicial branches, with their intergovernmental relations, and with the major areas of public service performed by them. Two *Supplements* will present comprehensive listings of state officials and members of the Legislatures.

The *Book*, of which this is Volume XX, is published biennially, and emphasis is given to developments of the two years preceding publication. It is issued at a time in the even-numbered years which permits presentation of significant data resulting from the legislative sessions of the immediately preceding years when most of the Legislatures held regular sessions.

Coverage in this volume extends to late 1973. A *Supplement* will be published early in 1975 listing elective officials and legislators as of that time. A second *Supplement*, in mid-1975, will list administrative officials classified by functions.

Thus *The Book of the States* and its *Supplements* offer comprehensive information on the work of the state governments and convenient, current directories of the men and women, both elected and appointed, who comprise them.

The Council of State Governments wishes to acknowledge the invaluable help of many state officials and members of the legislative service agencies who have furnished for the 1974-75 volume information on a wide variety of subjects. We likewise extend our thanks to the many individual authors whose contributions appear in this edition.

BREVARD CRIHFIELD
Executive Director
The Council of State Governments

Lexington, Kentucky
April 1974

THE BOOK OF THE STATES

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CONTENTS

Section I. CONSTITUTIONS AND ELECTIONS

1. CONSTITUTIONS

State Constitutions and Constitutional Revision, 1972-1973	3
--	---

2. ELECTIONS

Election Legislation	24
--------------------------------	----

Section II. LEGISLATURES AND LEGISLATION

1. LEGISLATIVE ORGANIZATION AND SERVICES

The State Legislatures	53
----------------------------------	----

2. LEGISLATION

Trends in State Legislation, 1972-1973	93
Constitutional Amendments and Direct Legislation, 1972-1973	95
Uniform State Laws	97
Suggested State Legislation, 1973-1974	106

Section III. THE JUDICIARY

The State of the Judiciary	115
--------------------------------------	-----

Section IV. ADMINISTRATIVE ORGANIZATION

1. ADMINISTRATION

State Administrative Organization Activities, 1972-1973	137
Public Technology	171
State Information Systems	174

2. PERSONNEL SYSTEMS

Developments in State Personnel Systems	180
State Employment in 1972	189

Section V. FINANCE

1. REVENUE, EXPENDITURE, DEBT

State Finances in 1972	199
State and Local Government Finances in 1971-1972	213

CONTENTS

2. TAXATION

Recent Trends in State Taxation	224
State Tax Collections in 1973	241

Section VI. INTERGOVERNMENTAL RELATIONS

1. INTERSTATE RELATIONS

The Council of State Governments	253
Interstate Organizations Affiliated with the Council	257
The National Governors' Conference	257
The National Legislative Conference	258
The Conference of Chief Justices	259
The National Association of Attorneys General	259
The National Conference of Lieutenant Governors	260
The National Association of State Budget Officers	261
The National Association of State Purchasing Officials	262
The Conference of State Court Administrators	262
The Council of State Planning Agencies	263
Officers of Commissions on Interstate Cooperation	264
Interstate Compacts	267

2. FEDERAL-STATE RELATIONS

Significant Developments in Federal-State Relations	273
---	-----

3. STATE-LOCAL RELATIONS

State-Local Relations in 1972-1973	281
State Aid to Local Governments in 1972	286
Governments in the United States in 1972	294

Section VII. MAJOR STATE SERVICES

1. EDUCATION

State Public School Systems	303
Higher Education	322
Education Finance	336
The Changing Role of the State Library Agency	342

2. TRANSPORTATION

Transportation	350
--------------------------	-----

3. HEALTH AND WELFARE

State Health Programs	368
State Mental Health and Retardation Programs, 1972-1973	380
State Public Assistance and Related Programs	383
State Programs for the Aging	391
State Services for Children and Youth	395
Legal Status of Women	402

CONTENTS

4. LAW ENFORCEMENT AND PUBLIC PROTECTION

The States and the Criminal Justice System	414
State Police and Highway Patrols	419
Correctional Programs	424
Consumer Protection	430
The National Guard	435

5. PLANNING, HOUSING AND DEVELOPMENT

State Planning	439
State Housing Development	443
State Development Programs	451

6. NATURAL RESOURCES

Pollution Control Programs	457
Outdoor Recreation	466
State Agriculture	471
Soil and Water Conservation	479
State Forestry Administration	486

7. LABOR RELATIONS

Labor Legislation, 1972-1973	493
Employment Security Administration in the States	512

8. PUBLIC UTILITY REGULATION

Developments in Public Utility Regulation	523
---	-----

Section VIII. THE STATE PAGES

The State Capitols: Zip Codes and Telephone Numbers	536
The States of the Union—Historical Data	537

Alabama	538	Maryland	557	Rhode Island	576
Alaska	539	Massachusetts	558	South Carolina	577
Arizona	540	Michigan	559	South Dakota	578
Arkansas	541	Minnesota	560	Tennessee	579
California	542	Mississippi	561	Texas	580
Colorado	543	Missouri	562	Utah	581
Connecticut	544	Montana	563	Vermont	582
Delaware	545	Nebraska	564	Virginia	583
Florida	546	Nevada	565	Washington	584
Georgia	547	New Hampshire	566	West Virginia	585
Hawaii	548	New Jersey	567	Wisconsin	586
Idaho	549	New Mexico	568	Wyoming	587
Illinois	550	New York	569	District of Columbia	588
Indiana	551	North Carolina	570	American Samoa	589
Iowa	552	North Dakota	571	Guam	590
Kansas	553	Ohio	572	Puerto Rico	591
Kentucky	554	Oklahoma	573	TTPI	592
Louisiana	555	Oregon	574	Virgin Islands	593
Maine	556	Pennsylvania	575		

Author Index	597
Subject Index	598

LIST OF TABLES

Section I. CONSTITUTIONS AND ELECTIONS

1. CONSTITUTIONS

State constitutional commissions: January 1, 1972–December 31, 1973	16
Constitutional conventions: 1972–1973	19
Procedures for calling constitutional conventions	20
Constitutional amendment procedure: by the Legislature	21
Constitutional amendment procedure: by initiative	22
General information on state constitutions	23

2. ELECTIONS

Primary elections for state officers	31
General elections in 1974 and 1975	32
Use of voting devices	35
Polling hours: general elections	36
Qualifications for voting	38
Voting statistics on persons registered and voting, by State, in gubernatorial elections, 1972	39
Constitutional qualifications for election to state office	40
Limitations on campaign contributions and expenditures	42
Provisions for referendum on state legislation	48
Initiative provisions for state legislation	50

Section II. LEGISLATURES AND LEGISLATION

1. LEGISLATIVE ORGANIZATION AND SERVICES

Apportionment of Legislatures: Senate (as of late 1973)	66
Apportionment of Legislatures: House (as of late 1973)	67
The legislators: numbers, terms and party affiliations (as of late 1973)	68
Membership turnover in the Legislatures, 1971 and 1972	69
Legislative travel and expense allowance	70
Legislative salaries and retirement systems (as of late 1973)	73
Legislative procedure: standing committees and hearings	74
Legislative procedure: bill introduction and reference	75
Legislative procedure: House and Senate action	78
Legislative procedure: executive action	80
Legislative sessions—legal provisions	82
1971 and 1972 sessions, introductions, and enactments	84
Permanent legislative service agencies	86
Official names of States, legislative bodies and capitols	92

2. LEGISLATION

Record of passage of uniform acts	99
Proposals of the Committee on Suggested State Legislation, 1973 and 1974	111

LIST OF TABLES

Section III. THE JUDICIARY

State courts of last resort	120
Number of judges	121
Terms of judges	122
Compensation of judges of state appellate courts and trial courts of general jurisdiction	124
Retirement and pension provisions for judges of state appellate courts and trial courts of general jurisdiction	126
Final selection of judges	130
Selected data on court administrative offices	133

Section IV. ADMINISTRATIVE ORGANIZATION

1. ADMINISTRATION

The Governors, March 1974	147
Constitutional and statutory elective administrative officials	148
State administrative officials: annual salaries (as of late 1973)	150
State administrative officials: methods of selection	155
State budgetary practices	158
Agencies administering major state taxes (as of January 1, 1974)	162
Elements of state financial organization	164
Provisions for recall of state officials	170

2. PERSONNEL SYSTEMS

State personnel agencies: coverage, organization and selected policies	184
Summary of state employment: 1946-72	191
Employment and payrolls of state and local governments, by function: 1972	191
Number of state and local government employees (October 1972)	192
State and local government payrolls and average earnings (October 1972)	193
State government employees, total and for selected functions (October 1972)	194
State government payrolls, total and for selected functions (October 1972)	195

Section V. FINANCE

1. REVENUE, EXPENDITURE, DEBT

National totals of state government finance: 1942-72	202
Summary financial aggregates, by State: 1972	204
State general revenue, by source and by State: 1972	206
Summary of expenditure, by character and object and by State: 1972	208
State general expenditure in total and for selected functions, by State: 1972	210
State debt outstanding at end of fiscal year, by State: 1972	212
Summary of state and local government finances: 1967-68 to 1971-72	216
General revenue of state and local governments by source and by State: 1971-72	218
Per capita general revenue of state and local governments, by source and by State: 1971-72	219
Direct general expenditure of state and local governments, by State: 1971-72	220
Per capita direct general expenditure of state and local governments, by State: 1971-72	221
Relation of selected items of state and local government finances to personal income, by State: 1971-72	222
Indebtedness of state and local governments, at end of 1971-72 fiscal year, by State	223

LIST OF TABLES

2. TAXATION

Range of state corporate income tax rates (as of January 1, 1974)	237
State individual income taxes (as of January 1, 1974)	238
State excise rates (as of January 1, 1974)	240
National summary of state tax revenue, by type of tax: 1971 to 1973	242
Summary of state tax revenue: 1971 to 1973	243
State tax revenue, by type of tax: 1973	244
Sales and gross receipts tax revenue: 1973	246
License tax revenue: 1973	248
Fiscal year, population, and personal income, by State: 1972 and 1973	250

Section VI. INTERGOVERNMENTAL RELATIONS

1. INTERSTATE RELATIONS

Officers and Executive Committee of the Council of State Governments, 1974	256
Interstate commissions	271

2. FEDERAL-STATE RELATIONS

Percentage of state and local expenditure for selected functions, by governmental source of financing, by State: 1970-71 and 1972-73	278
Percentage of state and local general expenditure, from own revenue sources, financed by state governments, by State: 1970-71	280

3. STATE-LOCAL RELATIONS

Summary of state intergovernmental payments to local governments: 1942-72	289
State intergovernmental expenditure, by State: 1957 to 1972	290
Per capita state intergovernmental expenditure, by function and by State: 1972	291
State intergovernmental expenditure, by function and by State: 1972	292
State intergovernmental expenditure, by type of receiving government and by State: 1972	293
Number of governmental units, by type and by State: 1972	299

Section VII. MAJOR STATE SERVICES

1. EDUCATION

Estimated school-age population, 5 to 17 years (1972); as percentage of total population (1972); and total increase (1971 to 1972)	313
Estimated pupil enrollment, public elementary and secondary schools (1971-72 and 1972-73) and percent change (1971-72 to 1972-73)	314
Estimated number of instructional staff members in public elementary and secondary schools (1972-73) and number of college students completing certification requirements (1972)	315
Estimated average annual salaries of total instructional staff and of classroom teachers in public schools, 1972-73	316
Instruction rooms completed, abandoned, and available in full-time public elementary and secondary day schools, by State	317
Number of school districts, 1951-52 and 1972-73	318
State boards of education and chief school officers, 1947-1973	319
Estimated expenditure for public elementary and secondary schools, 1972-73	320
Estimated revenue receipts, public schools, 1972-73, and state and local tax collection as a percentage of personal income, 1971	321

LIST OF TABLES

1. EDUCATION (Continued)

Estimated total financing for postsecondary education, 1971-72, by source and major financing mechanism	329
Total enrollments, 1972 (higher education)	330
Earned degrees conferred by institutions of higher education: 1970-71 and 1971-72	331
Total federal obligations to 100 universities and colleges receiving the largest amounts, by agency, fiscal year 1972	332
Federal funds for higher education: fiscal years 1966 to 1974	334
Appropriations of state tax funds for operating expenses of higher education, with dollar gains and percentage gains over 10 years	335
State library agencies: structure and appropriations (fiscal year 1973)	345
Functions and responsibilities of state library agencies	346
Major functions of state library agencies	348

2. TRANSPORTATION

Breakdown of Nation's total transportation bill: 1971	356
Receipts for state-administered highways—1972	357
Disbursements for state-administered highways—1972	358
Apportionment of federal-aid highway funds (authorized for fiscal year 1974)	360
Existing mileage of state-administered roads and streets—1972	361
Traveled way of the federal-aid highway systems (as of December 31, 1972)	362
Motor vehicle operators and chauffeurs licenses—1972	363
State motor vehicle registrations—1972	364
Motor vehicle laws (as of January 1973)	366
State aviation agencies: sources of income and expenditures (1972)	367

3. HEALTH AND WELFARE

Federal funds awarded—community health service and maternal and child health—State by State, fiscal year 1973	376
Status of federal-state construction programs for hospital and medical facilities (July 1, 1947–May 31, 1973)	378
Recipients of public assistance money payments, December 1972	387
Aid to families with dependent children: recipients and payments (June 1973)	388
Old-age assistance and general assistance (June 1973)	389
Aid to the blind and aid to the permanently and totally disabled (June 1973)	390
Marriage laws as of October 1, 1973	411
Divorce laws as of October 1, 1973	412

4. LAW ENFORCEMENT AND PUBLIC PROTECTION

State consumer affairs offices (as of July 1973)	434
--	-----

5. PLANNING, HOUSING AND DEVELOPMENT

Housing finance and development agencies	448
Housing and related activities of the States	450
States providing data basic to plant location for industry	453
States providing financial assistance for industry	454
Tax incentives for industry and other pertinent laws	455
Special services to encourage industrial development	456

6. NATURAL RESOURCES

State park attendance, areas, and acreages—1972	469
Farm income—1972	474

LIST OF TABLES

6. NATURAL RESOURCES (Continued)

Farm acreage and income per farm—1972	475
State department of agriculture functions	476
Soil and water conservation districts (cumulative to June 30, 1973)	483
Status of resource conservation and development programs (as of July 31, 1973)	484
Status of watershed applications (cumulative to August 1, 1973)	485
Status of federal-state cooperative forest fire control on state and private forest lands (1972)	491
Cooperative forest management progress and expenditures (fiscal year 1972)	492

7. LABOR RELATIONS

Minimum and maximum benefits for temporary total disability under workmen's compensation laws (as of November 1973)	505
Major state child-labor standards affecting minors under 18 (as of November 1973)	508
Selected data on state unemployment insurance operations (fiscal year 1973)	517
Significant provisions of state unemployment insurance laws (July 1, 1973)	518
Selected employment service activities, by State (fiscal year 1973)	522

8. PUBLIC UTILITY REGULATION

State public utility commissions (selection and terms)	532
Regulatory functions of state public utility commissions	533

Section VIII. THE STATE PAGES

The state capitols: zip codes and telephone numbers	536
The States of the Union—historical data	537

Section I

CONSTITUTIONS AND ELECTIONS

1. Constitutions
2. Elections

1

Constitutions

STATE CONSTITUTIONS AND CONSTITUTIONAL REVISION, 1972-1973

BY ALBERT L. STURM*

AMENDMENT AND REVISION of state constitutions continued at a high level during 1972-73. Compared with the previous two biennia, the States placed less emphasis on general revision by constitutional conventions and constitutional commissions and more on proposals by their Legislatures. During the 1972-73 biennium, electorates of 46 States voted on proposed changes in their state constitutions, ranging from minor alterations to an entirely new document. In Delaware, where the basic law is amended by legislative action without submission to the voters, the General Assembly for the second time gave the first of two required approvals to a proposed new constitution.¹ The only three States that took no action to alter their constitutions during the period were: Arkansas, which in 1970 had rejected a new constitution drafted by a constitutional convention; Illinois, where a new constitution written by a constitutional convention became effective in 1971; and Vermont where a 10-year time-lock precludes constitutional change at more frequent intervals.

Official action to modernize state constitutions included the operation of four

constitutional conventions and 11 constitutional commissions. The voters acted on a total of 17 proposals submitted by four constitutional conventions in four States: Montana—a new constitution and three separate propositions; North Dakota—a new constitution and four alternate propositions; Tennessee—one amendment; and Rhode Island—seven amendments. Montana was the only State to adopt and make effective a new constitution proposed by a constitutional convention during the biennium.

Official action was taken on a total of 530 proposed changes, including 389 of statewide applicability in 47 States and 141 local amendments in five States. The electorates of five States voted on the question of calling a constitutional convention and approved three. In Louisiana, the Legislature called a constitutional convention without submitting the issue to the electorate.

To facilitate comparison, this analysis of major constitutional developments during 1972-73 follows the same general format in the last two volumes of *The Book of the States*. The five principal parts of the analysis are: first, modernizing procedure; second, use of the amending process; third, constitutional commissions; fourth, constitutional conventions; and, finally, constitutional studies. Elections divisions in offices of the Secretaries of State and state legislative service agencies provided most of the data for this analysis. Salient features of constitutional change are presented in tabular form.

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¹In an advisory opinion, the Delaware Supreme Court ruled in 1971 that failure to comply with the constitutional mandate on publication invalidated action by the General Assembly for the second approval. *Opinion of the Justices*, 275 A. 2d 558 (1971).

MODERNIZING PROCEDURE: USE OF AUTHORIZED METHODS

The four authorized methods of initiating state constitutional change are: proposal by the Legislature, authorized in all the States; the constitutional initiative, available in approximately one third of the States; the constitutional convention, which may be called in all the States but is specifically authorized in four fifths of state constitutions; and the constitutional commission, which is expressly authorized as an independent organ for proposing formal changes only in the Florida constitution, but is widely used as an auxiliary body to assist Legislatures. During the biennium, the first three methods were used formally to propose alterations in the basic laws of the States, but constitutional commissions continued to be widely employed by Legislatures to study the constitution and to submit recommendations for legislative action.

Table A summarizes state constitutional changes by the three methods of formal initiation used during 1972-73 and the two preceding biennia.

Included are totals of proposals, adoptions, percentages of adoptions, and the aggregates for all methods. Significantly, more changes were proposed during 1972-73 than the two preceding biennia. The increased number of proposals indicates a continuing high level of interest and concern for modernizing state constitutions. The percentage of adoptions im-

proved substantially over the last biennium but failed to achieve the high point of 1968-69. As always, legislative proposal was the method used to initiate the vast majority of proposed alterations. Use of the constitutional initiative more than tripled over the preceding biennium, and almost tripled over 1968-69. Although proposals by constitutional conventions were almost three times the number for 1970-71, they numbered only half those in 1968-69.

The percentage of proposals by both the constitutional initiative and constitutional conventions during 1972-73 was more than twice as great as during 1970-71; nevertheless, well over nine of every 10 proposals were initiated by legislative assemblies during both periods. Legislative proposals also achieved the highest level of acceptability to the electorate with a percentage of 71.6. During each of the three biennia shown in Table A, constitutional initiatives won less voter approval than proposals initiated by other methods.

USE OF THE AMENDING PROCESS

All formal methods of change may be used to propose piecemeal amendments to state constitutions but, as noted above, proposal by state lawmaking bodies is by far the most used technique. Submission to the voters of all legislative proposals for constitutional change is required in every State except Delaware, where only legislative action is necessary. Before consider-

TABLE A
STATE CONSTITUTIONAL CHANGES BY METHOD OF INITIATION
1968-69, 1970-71, 1972-73

Method of initiation	Number of States involved			Total proposals			Total adopted			Percentage adopted		
	1968- 69	1970- 71	1972- 73	1968- 69	1970- 71	1972- 73	1968- 69	1970- 71	1972- 73	1968- 69	1970- 71	1972- 73
All methods	44	48	47	490	403	530	372	224	368	75.9	55.6	69.4
Legislative proposal	41	47	46	450	392	497	340	222	356	75.6	55.6	71.6
Constitutional initiative	5	4	7	6	5	16	0	1	3	0	20.0	18.8
Constitutional convention	5	2	4	34	6	17	32	1	9	94.1	16.7	52.9

ing in detail the number and content of proposals initiated by this method, the use of the constitutional initiative is summarized; consideration of the role of commissions and conventions in the amending process is deferred to later sections.

Constitutional Initiative Proposals.

The constitutional initiative is intended to be used to propose amendments when lawmaking bodies fail to act on matters for which there is considerable popular support. It is not an appropriate method for proposing extensive constitutional change. During 1972-73, 16 constitutional initiatives were submitted to the voters in seven States. The numbers proposed and adopted in each State were: California (5-1), Colorado (4-1), Michigan (2-0), North Dakota (1-0), Ohio (1-0), Oklahoma (1-0), and Oregon (2-1). Thus, only three were adopted in three States, with rejections of all initiative proposals in four States. This technique obviously is of relatively minor importance in the total spectrum of constitutional reform and the rate of adoptions is substantially lower than that for other methods. The most noteworthy use of the constitutional initiative during 1972-73 was the Tax and Expenditure Limitations proposal advocated by Governor Ronald Reagan of California and rejected by the voters at the November 6, 1973, referendum.

Legislative Proposals. Table A shows approximately 14 percent increase in the number of legislative proposals during 1972-73 over those of 1970-71, and 10 percent increase over 1968-69. Not only do these figures indicate sustained attention to constitutional modernization, but also the concern of state lawmaking bodies for this subject. Legislative proposals varied from minor matters of local concern to entire new articles and major sections of the constitutional system.

Of the 47 States that took some official action to amend or revise their constitutions during 1972-73, Tennessee was the only one not to use the legislative approach for some or all proposals. Of the 46 States that used this method, one or more proposals initiated by the Legislature were approved by the electorate in 42 States; all such proposals were rejected by the voters in Kentucky (2), Montana (1), New Hampshire (2), and Rhode Island (2). The number of proposed changes ranged from one each in three States to 94 (24 general and 70 local) proposals in Georgia. The tabulation below lists, with the number of proposals and adoptions, the States that used this method to the greatest extent during 1972-73.

Substantive Changes. Table B classifies constitutional changes during 1972-73 and the two preceding biennia by subject matter. All proposals are grouped under two major categories: first, those of general statewide applicability, which include all proposed changes in all except five States; and, second, proposed local amendments in Alabama (27), Georgia (70), Louisiana (16), Maryland (6), and South Carolina (22), which affect a single political subdivision or a restricted number of such units. Proposals of general statewide applicability are further classified under subject matter headings that conform broadly to the principal subject matter areas of state constitutions. The last group includes proposals for general constitutional revision. The percentage of adoptions of proposals of statewide applicability improved very substantially in 1972-73 compared with 1970-71, increasing from 58.2 to 70.7 percent.

Table B indicates that by far the largest number of proposed changes during each of the three biennia was in the area of state and local finance, including taxation, debt, and financial administration.

State	Proposals	Adoptions
Georgia	24 general, 70 local	22 general, 54 local
Louisiana	26 general, 16 local	6 general, 0 local
Alabama	12 general, 27 local	2 general, 7 local
Nebraska	34 general	30 general
South Carolina	10 general, 22 local	10 general, 17 local
Texas	23 general	17 general

TABLE B

SUBSTANTIVE CHANGES IN STATE CONSTITUTIONS
PROPOSED AND ADOPTED
1968-69, 1970-71, 1972-73

Subject matter	Total proposed			Total adopted			Percentage adopted		
	1968-69	1970-71	1972-73	1968-69	1970-71	1972-73	1968-69	1970-71	1972-73
Proposals of									
statewide									
applicability	305	300	389	220	176	275	72.1	58.2	70.7
Bill of Rights	10	13	26	9	11	22	90.0	84.6	84.6
Suffrage and elections	16	39	34	10	23	24	62.5	59.0	70.6
Legislative branch	68	42	46	52	19	25	76.5	45.2	54.3
Executive branch	31	27	36	25	22	25	80.6	81.5	69.4
Judicial branch	28	17	35	22	11	26	78.5	64.7	74.3
Local									
government	18	21	30	14	15	23	77.7	71.4	76.7
Taxation and finance	58	50	85	34	29	56	58.6	58.0	65.9
State and local debt	24	25	24	14	10	15	58.3	40.0	62.5
State functions	40	46	40	34	26	36	85.0	56.5	90.0
Amendment and revision	8	13	19	5	7	12	62.5	53.8	63.1
General revision proposals	4	7	2	1	3	1	25.0	42.9	50.0
Miscellaneous provisions	—	—	12	—	—	10	—	—	83.3
Local amendments	185	103	141	152	48	93	82.2	46.6	65.9

The figures for 1972-73 show a major increase in financial proposals. As in the two preceding biennia, the percentage of adoptions remained among the lowest of all categories, although it improved during 1972-73. Generally, the voters tended to show greatest resistance to local debt proposals; in contrast, they usually approved measures for tax exemptions (especially those applicable to low-income elderly and veterans) and veterans' bonuses.

The same rank order of proposals for constitutional change in the three branches of government occurred during 1972-73 as in the two preceding biennia. The legislative branch led in the number of proposals, followed by the executive and the judiciary. In percentage of adoptions, the judicial branch led the others during 1972-73, replacing the executive branch which had exceeded both the others in rate of adoptions the two preceding biennia. The legislative branch

maintained the lowest percentage of adoptions during all three periods. Proposals for change in legislative articles rejected by the voters related mainly to compensation of legislators and annual sessions. Most changes in legislative apportionment, powers, and procedure were approved. Provisions for four-year terms, joint election of the Governor and Lieutenant Governor, succession, procedure for determining disability, and alterations in administrative organization were major changes in the executive branch adopted by the voters. Most approved alterations in judicial articles related to establishment of judicial qualifications commissions, selection of judges, judicial organization, procedure, and jurisdiction.

Proposed additions and modifications in state bills of rights maintained their high ranking in percentage of adoptions although they doubled in number; during 1972-73, they were surpassed only by amendments relating to state functions.

Addition of sex to antidiscrimination guarantees was approved in seven of eight States in which it was proposed. Modifications in the jury system were the principal changes made in procedural guarantees. As in 1970-71, the voters adopted almost three fourths of all proposed changes in suffrage and elections articles, which included voting rights and liberalization of residency and voting requirements. Voters in at least five States rejected proposals for reduction of the voting age to 18, although nationwide extension of the elective franchise to 18-year-olds was mandated by the Twenty-sixth Amendment to the Constitution adopted in June 1971.

The 76.7 percent of adoption of local government proposals again was high in comparison with other categories. Home rule, structural changes, and intergovernmental cooperation were the principal subjects of local government proposals during 1972-73. State functions registered the highest percentage of adoptions of all areas with 90 percent. This can be attributed largely to the voters' approval of all proposals for education (excluding educational finance) and conservation and environmental protection. Also with a high rate of approval were proposals for lotteries (9 of 10) and changes in health and welfare articles (4 of 5). Generally, proposed changes in amendment and revision articles liberalized the procedure for altering the States' organic laws. Although there are major exceptions, particularly in those States that authorize local amendments, the general trend in constitutional amendment and revision continues to provide increased flexibility in government, liberalize substantive and procedural rights, broaden popular control, reduce restrictions on governmental action, and generally strengthen the structural foundations of state government.

CONSTITUTIONAL COMMISSIONS

The popularity of constitutional commissions continued during 1972-73, although the number of such bodies operating in this period diminished. A slackening in the pace of state constitutional modernization was to be expected after the relatively extensive action of the last decade. Legislators generally prefer

constitutional commissions to constitutional conventions as organs for initiating major alterations in the organic law because they have more control over commissions. Except for Florida, where the new constitution provides for periodic establishment of a constitutional commission with independent power to initiate and propose unlimited changes, these bodies serve mainly as auxiliary staff arms of legislative assemblies. Lawmakers may usually accept, modify, or reject in whole or in part the recommendations of constitutional commissions.

Usage. Table 1 on page 16 summarizes salient features of the 11 constitutional commissions operative in 11 States during the biennium ending December 31, 1973. Nine of the 11 commissions were created before 1972. Only the New Hampshire and Texas bodies were established during the period of this analysis, both in 1973. Thus, most of the constitutional commissions during the last two years were active also in previous biennia and have been reported in previous volumes of *The Book of the States*. Six of the 11 commissions completed their work and submitted final reports before the end of 1973: the Indiana, Louisiana, and Montana bodies in 1972; and the Alabama, California, and Minnesota commissions in 1973. The New Hampshire and Texas commissions, both of which were given study responsibilities in preparation for constitutional conventions, were to remain operative during the conventions in these States which convene in 1974. Under their basic acts, the final reports of the South Dakota and Utah commissions are due in 1975, and of the Ohio Constitutional Revision Commission in 1979.

General Features. Nine of the 11 constitutional commissions were created by statutory law; the California and Indiana bodies were established by legislative resolution. With reference to the primary purpose of their creation, constitutional commissions generally are classified in two major categories—study and preparatory bodies, the former comprising the larger group. The primary duty of preparatory commissions is to make preparations for a constitutional convention. Among the 11 commissions operative

during 1972-73, only the Montana Constitutional Convention Commission had specifically assigned duties to make actual preparations for holding a convention. The Ohio Constitutional Revision Commission had duties potentially preparatory in its mandate to submit recommendations to a convention if called; however, the voters defeated a convention call in November 1972. Both the New Hampshire and Texas commissions were required to study the constitution and to prepare and submit recommendations for use by constitutional conventions in 1974.

Study commissions typically are mandated to study the constitution, determine what changes are needed, and submit recommendations—usually to the Legislature and often to the Governor and to a constitutional convention if called. Most constitutional commissions active during 1972-73 reported to the Legislature. Practically all mandates included study of the constitution and submission of recommendations, but some extended further. The Alabama Constitutional Commission, for example, was required also to recommend appropriate procedure for submission and adoption of proposals. The Minnesota Constitutional Study Commission, in addition to proposing substantive changes, was required to recommend “a revised format for a new Minnesota constitution as may appear necessary, in preparation for a constitutional convention if called or as a basis for making further amendments to the present constitution.”² Thus, commission mandates as well as the purposes of creation vary.

The members of constitutional commissions are designated in two ways: ex officio and by appointment. Appointive members far outnumber ex officio designees on practically all commissions. Five of the commissions operative during 1972-73 had ex officio members. The size of these bodies ranged from a maximum of 80 on the California commission down to 10 on the New Hampshire body. The median size of the 11 commissions was 25, which is somewhat larger than most

earlier commissions. Typically, the appointing authorities include presiding officers of the two legislative houses, the Governor, and the Chief Justice of the Supreme Court. The Louisiana Constitutional Revision Commission, which was not typical, included 30 legislators and 18 members appointed by designated organizations. Some commissions, exemplified by the Montana Commission, were required to be bipartisan.

All constitutional commissions operative during the last biennium were financed by public funds, most by direct appropriations. The California Constitutional Revision Commission received its financial support from allocations made to the Joint Committee on Legislative Organization, and the Indiana commission from Legislative Council funds. As previously noted, both of these bodies were created by legislative resolution rather than statute. Total appropriations through the current fiscal year to the other nine commissions operative during 1972-73 ranged from \$900,000 appropriated to the Texas body down to \$10,000 for the New Hampshire commission. Although no total figures are available for the California commission, its expenditures over the 10 years of its existence certainly exceeded those of any other such body operative during the period. Average total funding through the current fiscal year of the nine commissions that received direct legislative appropriations was \$269,159; the median was \$162,084, expended by the Montana commission. These figures are more than twice as high as those for the preceding biennium, which were: average, \$96,587; median, between \$75,000 and \$80,000.

The period of active operation of the 11 commissions, as of December 31, 1973, varied from the protracted 10-year duration of the California commission to the four months of active existence of the New Hampshire commission. The average effective life of the 11 commissions through 1973 was approximately 40 months including California, or 32 months excluding California; the median was 42 months. The commissions in Ohio, South Dakota, and Utah were operative during all of 1972-73; the active existence

²*Minnesota Sess. Laws 1971, Regular Session, c. 806, sec. 3, subd. 2.*

of six constitutional commissions, including these and the Alabama, New Hampshire and Texas bodies, continued beyond this biennium.

Reports and Recommendations. At least seven of the 11 commissions had made their final reports and completed or discontinued their work by the end of the biennium. The California body had submitted its final report in 1971; other comprehensive final reports were made during 1972-73 by the Alabama, Minnesota, and Texas commissions. The Alabama and Texas reports included proposed new or revised constitutions with extensive commentary, as had the earlier California report. The proposed new Texas constitution was prepared as a set of recommendations to the Legislature which would assemble as a constitutional convention in January 1974. The Minnesota report recommended updating the constitution by amendments, a revised constitutional format, and creation of another study commission. Proposed revisions in the form of amendments were submitted to legislative assemblies by other commissions except those established primarily as preparatory bodies.

Phased Revision. Some commissions during 1972-73 played major roles in programs of phased revision, which involves constitutional modernization by a series of steps, each covering a substantial part of the constitution. Although the responsibility for formal initiation and submission to the voters rests with the Legislature, constitutional commissions prepared draft proposals in all States that are revising their constitutions by stages. Among the States that elected to follow this procedure during 1972-73 were Indiana, Minnesota, Ohio, and South Dakota. California was a leading example of phased revision during the late 1960s and early 1970s. The third and final phase proposals for revision recommended by the California commission were submitted to the electorate in November 1972.³ South Carolina, another

State that initiated constitutional revision by stages during the late 1960s, adopted seven major proposals at the November 1972 general election and extended the authorized period for completing general revision through 1974.

South Dakota made major progress toward a modernized constitution when the voters adopted four new articles in November 1972. In its final report, the Minnesota commission recommended that the constitution be "revised by a series of comprehensive amendments to be submitted in a phased and orderly manner over the next few elections" and, further, that the Legislature create another commission "to continue an in-depth study of Minnesota's Constitution and recommend further revisions to future legislatures."⁴ Progress toward constitutional revision in other States with commissions operative during 1972-73 was made more by piecemeal amendments than by phased revision procedure.

CONSTITUTIONAL CONVENTIONS

Constitutional conventions have been used traditionally for extensive revision of an old constitution or writing a new one in American States. Indigenous to the United States, at least 226 such bodies have been convened in the 50 States through 1973.⁵ In recent decades conventions have been assembled increasingly to propose more limited alternatives in the form of one or more amendments when other methods were unauthorized or inexpedient. Judicial interpretation and practice have sanctioned the use of constitutional conventions in all States, but their use is expressly authorized in only 39 state constitutions.

Usage. Table 2 on page 19 provides general information on the four constitutional conventions that were in session during the biennium ending December 31, 1973. The Montana and North Dakota conventions were unlimited with

⁴Minnesota Constitutional Study Commission, *Final Report*, February 1973, p. i.

⁵See, generally, Albert L. Sturm, *Thirty Years of State Constitution-Making, 1938-1968* (New York: National Municipal League, 1970), Ch. 4, the Epilogue, and Appendix C; and by the same author, *Trends in State Constitution-Making, 1966-1972*, pp. 17-27, and Appendix B.

³See *The Book of the States, 1972-1973*, Volume XIX, p. 10; and Albert L. Sturm, *Trends in State Constitution-Making, 1966-1972* (Lexington, Ky.: The Council of State Governments, 1973), pp. 39-40.

no restriction on their power to propose revisions; the mandate to the Louisiana and Rhode Island bodies imposed stated limitations on their action. The conventions in Montana and North Dakota met initially and did part of their work before January 1972; both adjourned and their proposals were submitted to the voters in 1972. Both the Montana and North Dakota conventions submitted new constitutions to the voters, who approved the Montana document but rejected the North Dakota instrument. The limited Rhode Island convention was approved by the voters, its delegates elected, its work completed, and its proposals submitted to the electorate within four months during the latter part of 1973. Five of seven amendments proposed by the Rhode Island convention were approved. The Louisiana body, which was called by the Legislature and assembled initially early in January 1973, was mandated to complete its work by January 19, 1974. The single amendment proposed by the Tennessee limited convention in 1971 was adopted by the electorate on August 3, 1972. Salient features of the four conventions operative during 1972-73 are summarized in the following paragraphs; more information on the early phases and developments of the Montana and North Dakota bodies is provided in the last volume (XIX) of *The Book of the States*.

Montana. Montana's fourth constitutional convention, which met for three days to organize, November 29-December 1, 1971, reconvened on January 17, 1972, and adjourned sine die the following March 24.⁶ The 100 delegates, who were elected from 23 House of Representatives districts in the same manner as legislators on a partisan basis, approved a proposed new constitution and three additional alternative propositions on controversial issues to be voted on separately. Approved by 90 delegates without a dissenting vote and signed by all 100 delegates, the new 11,200-word constitution was about one half the length of the existing law.

⁶For more detailed information on the authorization, membership, organization, staffing, and other early developments of the convention, see *The Book of the States, 1972-1973*, XIX, pp. 13-14.

Salient features of the proposed new constitution included: added protection for individuals against discrimination and unreasonable invasion of privacy; right to sue the State for injury to person and property; provision for a healthful environment; reduction of the age of majority to 18; retention of four-year terms for senators and two-year terms for House members to be elected from single-member districts; reapportionment by a special five-member commission to which the Legislature may submit recommendations; requirement that sessions of the Legislature and its committees be public; convocation of special sessions either by the Governor or a majority of legislators; constitutional elective status for six executive officers; joint election of the Governor and Lieutenant Governor with reduction of age qualification of these officers from 30 to 25; limitation of the number of principal executive departments to 20; removal of the duty of the Lieutenant Governor to preside over the Senate; amendatory veto power for the Governor and elimination of the pocket veto; procedure for determining gubernatorial disability; retention of the three-tiered court system; election of judges on a nonpartisan basis; a two-year increase in the terms of all judges; and creation of a Judicial Standards Commission.

Other major features of the new Montana document were: abandonment of percentage limits on state and local debt; determination of state and local debt limits by the Legislature; provision for equalized state valuation of property for tax purposes; modification of the anti-diversion provision for highway-derived revenues; a new article on environment and natural resources; broadened protection against discrimination in education; creation of separate boards for public education and higher education; extended local home rule powers; broadened authority for local intergovernmental cooperation; transfer of responsibility for welfare assistance from the counties to the State; mandates to the Legislature to create a salary commission and an office of consumer counsel, and draw up a code of ethics; provision for the constitutional initiative and removal of

the limit on the number of proposed constitutional amendments on any one ballot; and mandatory submission of the question of calling a constitutional convention to the voters at least every 20 years. The three alternative propositions to be voted on separately were: first, a unicameral or bicameral Legislature; second, for or against allowing the people or the Legislature to authorize gambling; and, third, for or against the death penalty.

The Montana convention, which had an appropriation of \$499,281, set aside funds for an educational campaign by a 19-member committee to be conducted during the interim between adjournment and the referendum. The propriety of this action was challenged. The Montana Supreme Court enjoined it, holding that the convention could not delegate its authority to a committee of its own members that would function after sine die adjournment.⁷ The delegates used private funds to finance the adoption campaign.

The proposed constitution and three alternative propositions were submitted to the electorate at a special election June 6, 1972. The constitution was approved by a margin of 116,415 to 113,883; the voters also approved a bicameral Legislature, endorsed legalization of gambling, and retention of the death penalty. The validity of the Governor's proclamation that the constitution had been adopted was challenged shortly thereafter. On August 18, 1972, the Montana Supreme Court by a 3-to-2 majority ruled that the 1972 constitution had been approved by the required majority and that the Governor's proclamation was correct.⁸ The new constitution became effective July 1, 1973, except as otherwise provided in the transition schedule.

⁷*Montana ex rel. Kvaalen v. Graybill et al.*, 496 P. 2d 1127 (1972).

⁸The court held that the words in Article XIX, Section 8 of the existing Montana constitution "approval by a majority of electors voting at the election" meant approval by a majority of the total number of electors casting valid ballots on the question of approval or rejection of the proposed constitution, and that the provision did not refer to or include those electors who failed to express an opinion on the issue. *Montana ex rel. Cashmore and Burger v. Anderson, Governor*, 500 P. 2d 921 (1972).

North Dakota. Plenary sessions of the unlimited North Dakota constitutional convention, which had held a three-day organization meeting April 6-8, 1971, began on January 3, 1972.⁹ Under a mandate to remain in session no more than 30 natural days with authority to recess for a maximum of 10 natural days, the convention adjourned sine die on February 17, 1972. The delegates, who had been elected November 3, 1970, on a nonpartisan basis from the same districts as members of the House of Representatives, approved a new constitution by a vote of 91 to 4 with 3 absent and not voting. Also approved for submission to the voters were four alternate propositions: a bicameral or unicameral Legislature; increase in the number of signatures required for use of the referendum and initiative (both statutory and constitutional); reduction of the age of majority to 18; and repeal of the prohibition against legislative authorization of lotteries.

Among the salient features of the proposed new constitution, which contained approximately 9,000 words, were the following: a new antidiscrimination guarantee applicable to public accommodations; right to sue the government and to keep and bear arms; right of candidates for public office to a fair election; prohibition against imposition of the death penalty; reduction of residency requirements for voting; reduction of the age qualifications for all elective state offices to 21; and removal of congressmen and judges from eligibility for recall and reduction of the signature requirement for recall.

Major provisions relating to the three branches of government were: creation of a five-member, nonlegislative Reapportionment Commission if the bicameral Legislature were opted; increased terms of House members from two to four years; authorization for the Legislative Assembly to meet any 80 days during a biennium; prohibition against closed legislative and committee sessions; appointment of an Auditor General by the Legislative Assembly; reduction of the number

⁹For a summary of earlier developments, see *The Book of the States, 1972-1973*, XIX, p. 14.

of elective officers from 14 to seven and joint election of the Governor and Lieutenant Governor; removal of the Lieutenant Governor as presiding officer of the Senate; mandatory consolidation of state executive agencies into a maximum of 15 departments; gubernatorial power to propose reorganizations subject to legislative disallowance; the reduction veto; creation of a state planning council; deletion of reference to lower courts by provision only for the Supreme Court and district courts; a unified system of courts; gubernatorial appointment of judges to fill judicial vacancies from nominees by a Judicial Nominating Commission, but retention of nonpartisan election of judges; and promulgation of procedural rules by the Supreme Court.

Other significant provisions included: authorization for the Legislature to incur state debt by a three-fifths vote; extended home rule power for counties and cities; provision for nine-member state boards of public education and higher education, the former to designate the chief state education officer; right to a healthful environment with access to the courts to enforce it; mandatory legislative creation of the office of ombudsman; and mandatory submission of the question of calling a constitutional convention to the electorate at least once every 30 years.

The referendum on the proposed new constitution and the four alternate propositions was held April 28, 1972. The voters rejected the proposed document by a vote of 64,312 to 107,249, which nullified the effectiveness of the vote on the four propositions.

Rhode Island. In striking contrast with the sixth Rhode Island constitutional convention, which was in existence officially from December 1964 to February 1969, the seventh convention convened September 4, 1973, and adjourned sine die a month later. At the referendum on the question of calling a convention August 7, 1973, the voters gave their approval grudgingly—the vote was 21,302 to 21,210. At the same election, 100 delegates to the convention were elected on a partisan basis, two from each of the 50 state senatorial districts. The partisan breakdown of the membership was 54 Democrats, 43

Republicans, and three Independents. The delegates elected a retired Supreme Court Justice as chairman, three vice chairmen, and a secretary. They approved appointments to substantive committees for each of the four subject areas authorized in the enabling legislation and to operational or procedural committees on rules and credentials, resolutions, administration, public information, and style and drafting. Limited by an appropriation of only \$20,000, the staff was necessarily small. The administrative staff consisted of an executive director and four part-time secretaries, and the research staff included a research director, an assistant director, and six research assistants. Delegates received no compensation.

The enabling act limited the authority of the convention to proposing amendments on four specific subjects: election reform, repeal of the prohibition against lotteries, compensation of members of the General Assembly, and functions of the grand jury in the judicial system. The convention approved seven proposed amendments for submission to the electorate on November 6, 1973. The voters approved five and rejected two.

The five amendments approved contained the following provisions: authorization for state lotteries; modification of suffrage and election provisions, including requirement of disclosure of election campaign expenditures by candidates for top state offices; restriction on the holding of any civil office to qualified electors; authorization for use of the information in bringing all felony cases to trial except those involving capital offenses; and requirement of popular referendum on the convention question at least once every 10 years. The voters rejected proposals to increase the terms of chief state officers, including the Governor, from two to four years, and to repeal the constitutional limit on legislative pay of \$5 a day for 60 days and substitute a salary of \$2,000 a year, subject to change by the General Assembly with the voters' approval.

Louisiana. Second of the limited conventions operative during 1972-73 was the eleventh constitutional convention of Louisiana, which was called by the Legis-

lature without referring the question of a call to the people. Governor Edwin Edwards, who had provided key leadership in gaining legislative support for the convention, signed the enabling act on May 26, 1972. The act provided for two groups of delegates for a total of 132: 105 were elected August 19, 1972, from districts of the House of Representatives on a non-partisan basis; the remaining 27 included 12 appointed to represent specified interest groups by the Governor, who also appointed the remaining 15 from the public at large.

The convention met initially on January 5, 1973, and was in session nine days during January to organize and adopt rules. Officers elected by the delegates included the chairman, who was Speaker of the House of Representatives, a first vice chairman, three vice chairmen, a secretary, and a treasurer. Three types of committees were established: eight substantive, four procedural, and four steering committees.¹⁰ The enabling act (Act 2 of 1972) designated 34 staff members for the convention, including four research supervisors from the State's four law schools, six members of the House of Representatives, five state Senators, four members of the Louisiana State Law Institute, 14 research assistants, and a director of research. Appropriations for the convention totaled \$2,940,000, and compensation of delegates was set at \$50 per diem.

During the five months between the organization meetings in January and the reconvening of the convention, the substantive committees and staff assembled information, held hearings, and prepared proposals for consideration by the whole convention. The delegates reconvened in plenary session on July 5, and the enabling act required the convention to complete its work by January 19, 1974. Within 30 days after submission of the proposed draft of a new constitution, the Governor was mandated to call an election to submit it to the electorate.

¹⁰For more detailed information on the organization and membership of the convention, see the *Citizen's Guide to the 1973 Constitutional Convention* (Baton Rouge, La.: Public Affairs Research Council of Louisiana, April 1973).

Other Convention Calls. In addition to Rhode Island, four other States voted on the question of calling a constitutional convention during the 1972-73 biennium, all at the general election in 1972. The voters of Alaska, by a vote of 29,192 to 55,339, rejected a call at the second referendum on this issue after the Alaska Supreme Court ruled that the electorate's approval for a convention in 1970 was invalid.¹¹ At a referendum on the question, which is required at least once every 20 years, Ohio voters also rejected an unlimited convention call by 1,291,277 to 2,142,534. New Hampshire and Texas approved calls: the vote in New Hampshire was 96,793 to 73,365; in Texas, 1,549,982 to 985,282.

The New Hampshire enabling act set May 8, 1974, as the date for convening the unlimited convention and appropriated \$180,000 to fund it. To study the constitution in preparation for the 1974 convention, the New Hampshire Legislature created a 10-member commission and appropriated \$10,000 for its expenses. In Texas, where the constitution has no provision for a constitutional convention, the electorate approved a constitutional amendment providing that the members of the Legislature convene as a constitutional convention on January 8, 1974.¹² Authority of the convention was limited only by the requirement that the bill of rights of the present constitution be retained in full. The amendment further provides that: members of the convention shall receive compensation as determined by a five-member committee of designated state officers headed by the Governor; the convention may by a vote of, at least two thirds of its members submit to the voters a new constitution which may contain alternate articles or sections, or revisions of the existing constitution which also may contain alternative provisions; and that the convention be automatically dissolved on May 31, 1974, un-

¹¹The Court sustained the contention of challengers that many voters had been misled by the wording of the question on the ballot into believing that a convention was required by the constitution and that they had no alternative to approval. *Boucher v. Bomhoff*, 495 P. 2d 77 (1972).

¹²Article XVII, Section 2, *Constitution of Texas*.

less extended for a maximum period of 60 days by a two-thirds vote. The amendment also required the Texas Legislature to create a Constitutional Revision Commission to study the need for constitutional change and report recommendations to the Legislature not later than November 1, 1973. Supported by a \$900,000 appropriation, the 37-member commission fulfilled this mandate, presenting to the Legislature a proposed new constitution with extensive commentary.¹⁸

CONSTITUTIONAL STUDIES

Constitutional conventions and commissions established during 1972-73 brought new useful additions to the growing volume of literature on constitution-making in American States. As in preceding biennia, reports and analyses prepared for constitutional conventions by constitutional commissions, other ad hoc bodies, and existing organizations contained much data not only of use to persons directly involved in constitution making, but also of general public interest. Besides studies prepared for conventions and other organs actually engaged in modernizing constitutions, other publications during the biennium included special studies of the work and proceedings of past conventions, additions to existing constitutional series, and a documentary collection of state constitutional materials.

The records of proceedings and debates of at least two constitutional conventions were published during the biennium—Illinois, in seven volumes, and North Dakota, in two volumes.

Scheduled for publication in 1974 by the University Press of Virginia is a two-volume work, *Commentaries on the Constitution of Virginia*, by A. E. Dick Howard, Professor of Law at the School of Law, University of Virginia.

The National Municipal League continued publication of its state-by-state series of studies dealing with state constitutional conventions held since World War II. Scheduled for publication in 1974

are volumes on the Alaska and Illinois conventions.

Especially noteworthy is the projected 10-volume collection, *Sources and Documents of United States Constitutions*, edited and annotated by William F. Swindler, Professor of Law, College of William and Mary, and published by Oceana Publications. The new collection contains annotations of significant sections of each document, historical background notes on colonial or territorial development, analytical tables tracing the emergence of specific provisions in successive constitutions, a selected bibliography, and a separate index for each State. The first volume of the collection, covering Alabama, Alaska, Arizona, Arkansas and California, was published in 1973.

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¹⁸Texas Constitutional Revision Commission, *A New Constitution for Texas: Text, Explanation, Commentary* (Austin, Texas: November 1973).

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TABLE 1
STATE CONSTITUTIONAL COMMISSIONS
Operative during the period January 1, 1972–December 31, 1973

<i>State</i>	<i>Name of commission</i>	<i>Method and date of creation and period of operation</i>	<i>Membership: Number and type</i>	<i>Funding</i>	<i>Purpose of commission</i>	<i>Proposals and action</i>
Alabama.....	Alabama Constitutional Commission	Statutory; Act No. 753, Reg. Sess., 1969, extended in 1971 and 1973; Sept. 1969–.	Originally 21: 2 ex officio; 19 appointed (at least 2 from each congressional district). Increased in 1971 to 25: 2 ex officio; 23 appointed	\$100,000 appropriation initially; \$66,828 appropriation, fiscal year 1971–72; \$47,860 appropriation, fiscal year 1972–73; \$100,000 appropriation, fiscal years 1973–75. Total: \$314,688	Submit recommendations for constitutional revision and appropriate procedure for submission and adoption of proposed changes	Final report, May 1, 1973, proposed a revised constitution with commentary; judicial article was approved by Legislature, and was adopted by the voters Dec. 18, 1973.
California....	California Constitution Revision Commission	Legislative; ACR7, 1st Extra Sess., 1963, extended by resolutions; July 1963–June 1973	Membership varied up to 80: 20 ex officio, 60 appointed	From allocations to Joint Committee on Legislative Organization (at least \$2,883,315 appropriation)	Provide factual information and submit recommendations for constitutional revision to Joint Committee on Legislative Organization and to the Legislature	Proposed series of changes in entire constitution. Phase I proposals (concerning basic structure) were adopted in 1966; Phase II proposals, presented as a single proposition in 1968, were rejected and were later submitted in series of amendments—some adopted; 10 Phase III amendments were adopted Nov. 1972. Final report in April 1971 included an entire proposed revised constitution.
Indiana.....	Indiana Constitutional Revision Commission	Legislative; Legislative Council Resolution, Sept. 6, 1967, continued by resolutions; July 1969–Dec. 1972	Initially, 34 members, all appointed; as reconstituted, 29 members, all appointed	No separate appropriation; financed from funds of the Legislative Council	Study constitution, determine if changes are necessary, consider need for convention or for continuous revision, recommend changes	Proposed series of amendments and recommended establishment of permanent constitutional revision commission in reports to 1969 and 1971 General Assemblies. The voters have approved 30 of 58 commission proposals.
Louisiana....	Louisiana Constitutional Revision Commission	Statutory; Act 295, approved July 10, 1970; July 1970–May 1972	48 members: 2 ex officio plus Lieutenant Governor and 27 legislators, 14 of whom were elected by legislative delegates; 18 appointed by specified organizations	\$100,000 appropriation	Prepare a revision of the Louisiana Constitution "in total or in part for submission to the Legislature"	Required to report to Legislature its recommendations for revision at least 30 days before each annual session until total revision is completed; submitted reports in 1971 and 1972.

Minnesota	Minnesota Constitutional Study Commission	Statutory; ch. 806, <i>Minn. Sess. Laws</i> , 1971; June 1971–March 1973	21 members: appointed by the Speaker of the House (6), Senate Committee on Committees (6), the Chief Justice (1), and the Governor (8)	\$25,000 appropriation; additional allocation fiscal years 1972 and 1973, \$6,157. Total: \$31,157	Propose "such constitutional revisions and a revised format for a new Minnesota constitution as may appear necessary, in preparation for a constitutional convention if called or as a basis for making further amendments to the present constitution"	Final report, Feb. 1973, recommended updating constitution by a comprehensive series of amendments, adoption of a Gateway Amendment, a revised constitutional format, and creation of another study commission.
Montana	Montana Constitutional Convention Commission	Statutory; c. 296, <i>Laws of Montana</i> , 1971, as amended by c. 1, <i>Laws</i> , Extra Sess., 1971; March 1971–sine die adjournment of the constitutional convention (March 1972)	16 members: 4 each appointed by the Speaker of the House, Senate Committee on Committees, Governor, and Supreme Court. (no more than 2 of each group could be affiliated with the same political party)	\$149,540 appropriation (spent \$162,624—\$13,084 paid from convention appropriation)	Prepare for the constitutional convention by undertaking studies and research and providing information to the delegates (without any recommendation)	Made preparations for a constitutional convention, including 3 series of reports, and conducted an extensive public relations program.
17 New Hampshire	Commission to Study the State Constitution	Statutory; HB376, c. 351, <i>N. H. Laws</i> , 1973; Sept., 1973–through the 1974 constitutional convention	10 members: appointed by the Speaker of the House (2), President of the Senate (2), Governor (3), and Supreme Court (3)	\$10,000 appropriation	Study the constitution and, if amendments are found to be needed, recommend such amendments to the next constitutional convention	Required to report recommendations along with factual and explanatory material not later than Jan. 1, 1974.
Ohio	Ohio Constitutional Revision Commission	Statutory; Secs. 103.51–103.57, <i>Ohio Rev. Code</i> , effective Nov. 26, 1969; Nov. 1969–July 1979	32 members: 12 appointed from the General Assembly who appointed 20 members not from the General Assembly	\$100,000 appropriation for first biennium; \$300,000 for biennium beginning July 1, 1971; \$300,000 for biennium beginning July 1, 1973. Total: \$700,000	Study constitution and submit recommendations to the General Assembly; if convention is called, submit recommendations to it (convention call was defeated Nov. 1972)	Required to submit recommendations to the General Assembly at least every two years; first report, Jan. 1972 dealt with the Legislature—part was adopted; second report, Jan. 1973 dealt with state debt.
South Dakota	South Dakota Constitutional Revision Commission	Statutory; S.B. 1, S. L., 1969, c. 225, approved March 13, 1969, amended by S. B. 217, S. L., 1970, c. 19, and H. B. 750, S. L., 1973, c. 21; Nov. 1969–July 1, 1975	13 members: 2 ex officio; 11 appointed—by Speaker of the House (3), President of the Senate (3), Governor (3) (no more than 2 from each group to be members of the same political party), and the Presiding Judge of the Supreme Court (2)	Fiscal year 1970 appropriation, \$25,000; 1971, \$38,500; 1972, \$42,000; 1973, \$44,500; 1974, \$44,500. Total: \$194,500	Make comprehensive study of the constitution and determine means to improve and simplify it	Required to report findings and recommendations to the Legislature at regular sessions until discharged. Voters rejected one commission proposal in Nov. 1970, and approved 4 revised articles in Nov. 1972.

TABLE 1—Concluded
STATE CONSTITUTIONAL COMMISSIONS

<i>State</i>	<i>Name of commission</i>	<i>Method and date of creation and period of operation</i>	<i>Membership: Number and type</i>	<i>Funding</i>	<i>Purpose of commission</i>	<i>Proposals and action</i>
Texas	Texas Constitutional Revision Commission	Statutory; S. C. R. No. 1, approved Feb. 12, 1973; March 1973–March 1974 (60 days after the constitutional convention convenes)	37 members: appointed by an appointment committee composed of the Governor, Lieutenant Governor, Attorney General, Speaker of the House, Chief Justice of the Supreme Court, and Presiding Judge of the Court of Criminal Appeals (subject to rejection by the Legislature)	\$900,000 appropriation	Study the need for constitutional change and report recommendations to the Legislature and the constitutional convention	Submitted report to the Legislature Nov. 1, 1973; required to submit to the constitutional convention legal drafts of all proposed changes and alternative changes in the constitution.
Utah	Utah Constitutional Revision Study Commission	Statutory; c. 89, <i>Laws of Utah</i> , 1969; May 1969–June 30, 1975	16 members: 1 ex officio; 9 members appointed —by the Speaker of the House (3), President of the Senate (3), and Governor (3) (no more than 2 of each group to be from same political party)	\$20,000 appropriation fiscal year 1969; \$30,000 annually during fiscal years 1970, 1971, and 1972. Total: \$110,000	Study constitution and recommend changes, including drafts of proposed changes	Mandated to report recommendations at least 60 days before Legislature convenes. Interim report Jan. 1971 recommended revision of legislative article, which was approved by the electorate Nov. 1972; interim report Jan. 1973 recommended revision of executive article.

TABLE 2
CONSTITUTIONAL CONVENTIONS
1972-1973

State	Convention dates	Type of convention	Referendum on convention question	Preparatory body	Appropriations	Convention delegates	Convention proposals	Referendum on convention proposals
Louisiana.....	Jan. 5-30, 1973 (9 days in session); July 5, 1973-Jan. 19, 1974	Limited	No popular referendum; legislative Act 2 providing for the convention was approved by the Governor May 26, 1972	Louisiana Constitutional Revision Commission prepared some preliminary studies used by the convention	\$350,000 appropriation and \$90,000 from the Board of Liquidation for fiscal year 1972-73; \$2.5 million appropriation in 1973. Total: \$2,940,000	132 (105 elected Aug. 19, 1972, from House districts on non-partisan basis; 27 appointed by Governor, 12 representing specified interest groups, 15 at large)	The enabling act requires the convention to complete its work by Jan. 19, 1974	Within 30 days after submission of the proposed draft of a new constitution, the Governor is required to call an election to submit the proposed constitution to the voters
Montana.....	Nov. 29-Dec. 1, 1971; Jan. 17-March 24, 1972	Unlimited	Nov. 3, 1970. Vote: 133,482 71,643	Montana Constitution Revision Commission (study); and Montana Constitutional Convention Commission (preparatory)	\$499,281	100 (Elected Nov. 2, 1971, from House districts; partisan)	New constitution plus 3 alternative propositions submitted separately	June 6, 1972: constitution adopted; Vote: 116,415 113,883 bicameral Legislature, legalized gambling, and death penalty approved
North Dakota..	April 6-8, 1971; Jan. 3-Feb. 17, 1972	Unlimited	Sept. 1, 1970 (in form of a constitutional amendment) Vote: 56,734 40,094	None (Subcommittee of Legislative Research Committee, Legislative Council, made preliminary study of the constitution)	\$600,000	98 (Elected Nov. 3, 1970, from representative districts; non-partisan)	New constitution plus 4 alternative propositions submitted separately	April 28, 1972: constitution rejected; Vote: 64,312 107,249 nullifying effectiveness of vote on the 4 propositions
Rhode Island...	Sept. 4-Oct. 4, 1973	Limited	Aug. 7, 1973 Vote: 21,302 21,210	None	\$20,000	100 (2 delegates elected Aug. 7, 1973 from each state senatorial district; partisan basis)	7 amendments	Nov. 6, 1973: 7 amendments submitted; 5 adopted

TABLE 3
PROCEDURES FOR CALLING CONSTITUTIONAL CONVENTIONS

State or other jurisdiction	Procedure for calling constitutional convention			Popular ratification of convention proposals
	Vote required in Legislature(a)	Approval by two sessions	Referendum vote	
Alabama.....	Maj.	No	ME	ME
Alaska.....	Maj.(b)	No	MP	MP
Arizona.....	Maj.	No	MP	MP
Arkansas.....	Maj.(c)	No	MP	MP
California.....	2/3	No	MP	MP
Colorado.....	2/3	No	MP	ME
Connecticut.....	2/3(b)	No	ME	ME
Delaware.....	2/3	No	MP	X
Florida.....	(d)	...	MP	MP
Georgia.....	2/3	No	None	MP
Hawaii.....	Maj.(b)	No	MP	MP(e)
Idaho.....	2/3	No	MP	MP
Illinois.....	3/5(b)	No	(f)	MP
Indiana.....	Maj.(c)	No	MP	MP
Iowa.....	Maj.(b)	No	MP	MP
Kansas.....	2/3	No	MP	MP
Kentucky.....	Maj.	Ves	MP(g)	X
Louisiana.....	Maj.(c)	No	MP(h)	X(h)
Maine.....	2/3(i)	No	None	ME
Maryland.....	Maj.(b)	No	ME	MP
Massachusetts.....	Maj.(c)	No	MP	X
Michigan.....	Maj.(b)	No	MP	MP
Minnesota.....	2/3	No	ME	(j)
Mississippi.....	Maj.	No	None	X
Missouri.....	Maj.(b)	No	MP	MP
Montana.....	2/3(b)	No	MP	ME
Nebraska.....	3/5	No	MP(k)	MP
Nevada.....	2/3	No	ME	X
New Hampshire.....	Maj.(b)	No	MP	(l)
New Jersey.....	Maj.(m)	No	MP	MP
New Mexico.....	2/3	No	MP	MP
New York.....	Maj.(b)	No	MP	MP
North Carolina.....	2/3	No	ME	ME
North Dakota.....	Maj.	No	MP	ME
Ohio.....	2/3(b)	No	MP	MP
Oklahoma.....	(b)	No	MP	MP
Oregon.....	Maj.	No	MP	X
Pennsylvania.....	Maj.(c)	No	MP	MP
Rhode Island.....	Maj.(c)	No	MP	MP
South Carolina.....	2/3	No	ME	X
South Dakota.....	3/4	No	MP	(n)
Tennessee.....	Maj.(o)	No	MP	MP
Texas.....	Maj.(c)	No	MP	MP
Utah.....	2/3	No	ME	ME
Vermont.....	Maj.(c)	No	MP	Y
Virginia.....	2/3	No	MP	MP
Washington.....	2/3	No	ME	ME
West Virginia.....	Maj.	No	ME	ME
Wisconsin.....	Maj.	No	MP	X
Wyoming.....	2/3	No	ME	Y
American Samoa.....	(p)	...	...	ME(q)
Guam.....	...	...	...	...
Puerto Rico.....	2/3	No	MP	MP
Virgin Islands.....	Maj.(r)	No	MP	ME

ME—Majority voting in election.

MP—Majority voting on the proposition.

X—There appears to be no constitutional or general statutory provision for the submission of convention proposals to the electorate in these States, but in practice the Legislature may provide by statute for popular ratification of convention proposals in specific instances.

Y—Popular ratification required but no provision for size of vote.

(a) The entries in this column refer to the percentage of elected members in each house required to initiate the procedure for calling a constitutional convention.

(b) The question of calling a convention must be submitted to the electorate every 10 years in Alaska, Hawaii, Iowa, New Hampshire; every 16 years in Michigan; every 20 years in Illinois, Maryland, Missouri, Montana, New York, Ohio and Oklahoma. Connecticut may submit question to the electorate after 10 years and must submit it after 20 years.

(c) In the following States, the constitution does not provide for the calling of a constitutional convention. Legislative authority to call such a convention has been established in practice in Arkansas, Indiana, Louisiana and Texas by court decisions and precedents; in Pennsylvania by statute; in Rhode Island by advisory opinion of the court; and in Vermont by the opinion of the Attorney General. In Massachusetts the Legislature exercised an unchallenged assumption of this power.

(d) The power to call a convention is reserved to petition by the people.

(e) Majority must be 35 percent of total votes cast at general election; or at a special election, the majority must be 30 percent of the number of registered voters.

(f) Majority voting in election or 3/5 voting on issue.

(g) Must equal 1/4 of qualified voters at last general election.

(h) 1921 convention call was ratified by the electorate after enactment by the Legislature. The document itself was not. The current convention call was by legislative act only. The act calls for ratification by the electorate.

(i) 34 of those voting.

(j) 3/5 voting on question.

(k) Must be 35 percent of total votes cast at election.

(l) 2/3 voting on question.

(m) The constitution does not provide for the calling of a constitutional convention. A convention was called however by legislation which was submitted to the people in referendum.

(n) Submitted to voters in a special election in a manner to be determined by the convention.

(o) The convention may not be held more than once in six years.

(p) Convention called by Governor at 5-year intervals. Delegates elected by county councils.

(q) Approval of Secretary of the Interior required.

(r) The convention may not be held more than once in 5 years.

TABLE 4

CONSTITUTIONAL AMENDMENT PROCEDURE: BY THE LEGISLATURE

<i>State or other jurisdiction</i>	<i>Legislative vote required for proposal(a)</i>	<i>Approval by two sessions</i>	<i>Ratification by electorate</i>	<i>Limitations on the number of amendments submitted at one election</i>
Alabama.....	3/5	No	MA	None
Alaska.....	2/3	No	MA	None
Arizona.....	Maj.	No	MA	None
Arkansas.....	Maj.	No	MA	(b)
California.....	2/3	No	MA	None
Colorado.....	2/3	No	MA	None(c)
Connecticut.....	(d)	(d)	MA	None
Delaware.....	2/3	Yes	None	None
Florida.....	3/5	No	MA	None
Georgia.....	2/3	No	MA	None
Hawaii.....	(e)	(e)	MA	None
Idaho.....	2/3	No	MA	None
Illinois.....	3/5	No	(f)	None(c)
Indiana.....	Maj.	Yes	MA	None
Iowa.....	Maj.	Yes	MA	None
Kansas.....	2/3	No	MA	5
Kentucky.....	3/5	No	MA	2
Louisiana.....	2/3	No	MA(g)	None
Maine.....	2/3(h)	No	MA	None
Maryland.....	3/5	No	MA	None
Massachusetts.....	(i)	Yes	MA	None
Michigan.....	2/3	No	MA	None
Minnesota.....	Maj.	No	ME	None
Mississippi.....	2/3(h)	No	MA	None
Missouri.....	Maj.	No	MA	None
Montana.....	(j)	No	MA	None
Nebraska.....	3/5	No	MA(k)	None
Nevada.....	Maj.	Yes	MA	None
New Hampshire.....	3/5	No	(l)	None
New Jersey.....	(m)	(m)	MA	None
New Mexico.....	Maj.(n)	No	MA(n)	None
New York.....	Maj.	Yes	MA	None
North Carolina.....	3/5	No	MA	None
North Dakota.....	Maj.	No	MA	None
Ohio.....	3/5	No	MA	None
Oklahoma.....	Maj.	No	ME(o)	None
Oregon.....	Maj.	No	MA	None
Pennsylvania.....	Maj.	Yes(p)	MA	None
Rhode Island.....	Maj.	Yes	(q)	None
South Carolina.....	2/3	Yes(r)	MA	None
South Dakota.....	Maj.	No	MA	None
Tennessee.....	(s)	Yes	ME(t)	None
Texas.....	2/3	No	MA	None
Utah.....	2/3	No	MA	None
Vermont.....	(u)	Yes	MA	None
Virginia.....	Maj.	Yes	MA	None
Washington.....	2/3	No	MA	None
West Virginia.....	2/3	No	MA	None
Wisconsin.....	Maj.	Yes	MA	None
Wyoming.....	2/3	No	ME	None
American Samoa.....	3/5	No	MA(v)	None
Guam (w).....	.....	.....	.....	.....
Puerto Rico.....	2/3(x)	No	MA	3
TTPI(y).....	.....	.....	.....	.....
Virgin Islands.....	2/3	No	MA	None

MA—Majority vote on amendment.

ME—Majority vote in election.

(a) In all States not otherwise noted, the figure shown in this column refers to percentage of elected members in each house required for approval of proposed constitutional amendments.

(b) General Assembly limited to three; no limit on number of initiative proposals.

(c) Legislature may not propose amendments to more than six articles at the same session in Colorado; Illinois: three articles.

(d) Majority vote in each house in two sessions or $\frac{1}{2}$ vote in each house in one session.

(e) Approval by $\frac{1}{2}$ vote in each house in one session or by majority in two successive sessions.

(f) Majority voting in election or 3/5 voting on amendment.

(g) If five or fewer political subdivisions of the State affected, majority in State as a whole and also in affected political subdivision.

(h) Two-thirds of those voting on issue in each house; Mississippi: should include not less than a majority elected to each house.

(i) Majority of members elected sitting in joint session.

(j) Two-thirds of total combined membership of both houses.

(k) Votes cast in favor of amendment must be at least 35 percent of total vote at election.

(l) Two-thirds of voters on amendment.

(m) Three-fifths of all members of each house; or majority of all members of each house for two successive sessions.

(n) Amendments dealing with certain sections on elective franchise and education must be proposed by $\frac{1}{2}$ vote of the

Legislature and ratified by $\frac{1}{2}$ vote of the electorate and $\frac{1}{2}$ vote in each county.

(o) The Legislature, by $\frac{1}{2}$ vote, may require a special election on amendments. If the amendment is voted upon at a special election, ratification is by a majority vote on the amendment. The Legislature may amend certain sections of the constitution relating to the Corporation Commission by simple majority vote, without popular ratification.

(p) Consecutively elected.

(q) Three-fifths of votes on amendment.

(r) Final approval in Legislature by majority of quorum after popular ratification.

(s) Majority members elected, first passage; $\frac{1}{2}$ members elected, second passage.

(t) Majority of all citizens voting for Governor.

(u) Two-thirds vote Senate, majority vote House, first passage; majority both houses, second passage. Since 1910, amendments may be submitted only at ten-year intervals.

(v) Approval by Secretary of the Interior required.

(w) The Guam Legislature has no authority to amend the "Organic Act." Action to amend can be accomplished only by the U.S. Congress.

(x) If proposed amendment is approved by a $\frac{1}{2}$ vote in the Legislature, it is submitted to voters at a special referendum; if approved by a $\frac{1}{2}$ vote in the Legislature, the referendum is held at next general election.

(y) The Congress of Micronesia has no authority to amend or change an order of the Secretary of the Interior, but it may petition and request the Secretary to do so.

TABLE 5
CONSTITUTIONAL AMENDMENT PROCEDURE: BY INITIATIVE

<i>State or other jurisdiction</i>	<i>Size of petition</i>	<i>Referendum vote</i>
Arizona.....	15% of total voters for Governor at last election	Majority vote on amendment
Arkansas.....	10% of voters for Governor at last election including 5% in each of 15 counties	Majority vote on amendment
California.....	8% of total voters for Governor at last election	Majority vote on amendment
Colorado.....	8% of legal voters for Secretary of State at last election	Majority vote on amendment
Florida.....	8% of total votes cast in $\frac{1}{2}$ of the congressional districts and 8% of the total votes cast in the State in the last election for presidential electors	Majority vote on amendment
Illinois(a).....	8% of the total votes cast for candidates for Governor at last election	Majority voting in election or 3/5 voting on the issue
Massachusetts...	3% of total vote for Governor at preceding biennial state election, no more than $\frac{1}{4}$ from any one county	30% of total voters at election and majority vote on amendment
Michigan.....	10% of total voters for Governor at last election	Majority vote on amendment
Missouri.....	8% of legal voters for Governor at last election in each of $\frac{2}{3}$ of the congressional districts in the State (b)	Majority vote on amendment
Montana.....	10% of the qualified electors of the State; to include at least 10% of the qualified electors in each of $\frac{2}{5}$ of the legislative districts	Majority vote on amendment
Nebraska.....	10% of total votes for Governor at last election including 5% in each of $\frac{2}{5}$ of the counties	Majority vote on amendment (c)
Nevada.....	10% of total voters who voted in 75% of the counties and 10% of the voters who voted in the entire State at the last general election	Majority vote on amendment in two consecutive general elections
North Dakota....	20,000 electors	Majority vote on amendment
Ohio.....	10% of electors which must include 5% of voters for Governor at last election in each of $\frac{1}{2}$ of the counties	Majority vote on amendment
Oklahoma.....	15% of legal voters for office receiving highest number of votes in last general state election	Majority voting in election (d)
Oregon.....	8% of the total votes for Governor at last election	Majority vote on amendment
South Dakota....	10% of total votes for Governor in last election	Majority vote on amendment
Wyoming.....	15% of those who voted in last general election and resident in at least $\frac{2}{3}$ of the counties of the State	Majority of those voting in the preceding general election
Virgin Islands....	Not less than 10% of qualified voters of the Territory	Majority vote on amendment at next general election

(a) People may petition to amend only the Legislative Article IV.

(b) Legislature is empowered to fix a smaller percentage.

(c) Votes cast in favor of amendment must be at least 35%

of total vote at election.

(d) If amendment is voted on at general election, ratification is by majority voting in election. If it is voted on at a special election, ratification is by majority vote on the amendment.

TABLE 6
GENERAL INFORMATION ON STATE CONSTITUTIONS

State or other jurisdiction	Number of constitutions	Dates of adoption	Effective date of present constitution	Estimated length (number of words)	Number of amendments	
					Proposed	Adopted
Alabama.....	6	1819; 1861; 1865; 1868; 1875; 1901	1901	106,000	497	326
Alaska.....	1	1956	1959	12,000	12	11
Arizona.....	1	1911	1912	18,500	141	77
Arkansas.....	5	1836; 1861; 1864; 1868; 1874	1874	40,170	(a)	53
California.....	2	1849; 1879	1879	68,000	667	392
Colorado.....	1	1876	1876	40,190	147(b)	53(b)
Connecticut.....	4	1818(c); 1965	1965	7,959	5	4
Delaware.....	4	1776; 1792; 1831; 1897	1897	22,000	(a)	83
Florida.....	6	1839; 1861; 1865; 1868; 1885; 1968	1969	21,286	15	10
Georgia.....	8	1777; 1789; 1798; 1861; 1865; 1868; 1877; 1945	1945	500,000	1,016	767
Hawaii.....	3	1950; 1958; 1968	1968	11,904	41	38
Idaho.....	1	1889	1890	22,280	125	85
Illinois.....	4	1818; 1848; 1870; 1970	1971	17,500	0	0
Indiana.....	2	1816; 1851	1851	11,120	52	29
Iowa.....	2	1846; 1857	1857	11,200	41	36(d)
Kansas.....	1	1859	1861	14,500	93	65(d)
Kentucky.....	4	1792; 1799; 1850; 1891	1891	21,500	47	20
Louisiana.....	10	1812; 1845; 1852; 1861; 1864; 1868; 1879; 1898; 1913; 1921	1921	256,000	749	498
Maine.....	1	1820	1820	20,000	143	123(e)
Maryland.....	4	1776; 1851; 1864; 1867	1867	37,300	199	160
Massachusetts.....	1	1780	1780	36,000	115	97
Michigan.....	4	1835; 1850; 1908; 1963	1964	19,867	13	6
Minnesota.....	1	1858	1858	20,080	186	100
Mississippi.....	4	1817; 1832; 1869; 1890	1890	25,742	106	37
Missouri.....	4	1820; 1865; 1875; 1945	1945	33,260	52	37
Montana.....	2	1889; 1972	1973	11,250	0	0
Nebraska.....	2	1866; 1875	1875	19,975	238	164
Nevada.....	1	1864	1864	17,270	117	70
New Hampshire.....	2	1776; 1784(f)	1784	12,200	135(f)	61(f)
New Jersey.....	3	1776; 1844; 1947	1947	16,030	23	17
New Mexico.....	1	1911	1912	26,136	185	88
New York.....	5	1777; 1822; 1846; 1849; 1894	1894	47,000	249	172
North Carolina.....	3	1776; 1868; 1970	1971	17,000	5	5
North Dakota.....	1	1889	1889	31,470	(a)	90
Ohio.....	2	1802; 1851	1851	30,000	195	110
Oklahoma.....	1	1907	1907	63,569	196	85
Oregon.....	1	1859	1859	23,000	284	143
Pennsylvania.....	4	1776; 1790; 1838; 1873; 1968(g)	1873; 1968	24,750	9	6
Rhode Island.....	1	1843(c)	1843	21,040	79	42
South Carolina.....	6	1776; 1778; 1790; 1865; 1868; 1895	1895	45,740	430	417
South Dakota.....	1	1889	1889	24,000	161	82
Tennessee.....	3	1796; 1835; 1870	1870	15,150	34	19
Texas.....	5	1845; 1861; 1866; 1869; 1876	1876	54,000	343	218
Utah.....	1	1896	1896	20,990	103	60
Vermont.....	3	1777; 1786; 1793	1793	7,600	200	44
Virginia.....	6	1776; 1830; 1851; 1868; 1902; 1970	1971	8,000	2	2
Washington.....	1	1889	1889	26,930	103	61
West Virginia.....	2	1863; 1872	1872	22,970	74	42
Wisconsin.....	1	1848	1848	17,966	127	98(d)
Wyoming.....	1	1889	1890	23,170	67	36
American Samoa.....	2	1960; 1967	1967	5,000	9	5
Puerto Rico.....	1	1952	1952	9,338	6	6

(a) Data not available.

(b) Information only available from 1912 to present.

(c) Colonial charters with some alterations, in Connecticut (1638, 1662) and Rhode Island (1663), served as the first constitutions for these States.

(d) Amendments nullified by Supreme Court. Iowa: three on procedural grounds; Kansas: one; Wisconsin: two.

(e) One adopted amendment will not become effective until the Legislature enacts further legislation.

(f) The constitution of 1784 was extensively amended, rearranged and clarified in 1793. Figures show proposals and adoptions since 1793.

(g) Certain sections were revised by limited convention.

2

Elections

ELECTION LEGISLATION

BY RICHARD J. CARLSON*

OVER THE PAST two years state election systems have been subject to rapid and significant change, with the United States Supreme Court again at the forefront of the developments. Recent changes made the legally eligible electorate in the 1972 presidential election the most inclusive in American history. The Twenty-sixth Amendment gave 18, 19 and 20 year olds the right to vote and the Supreme Court in a major decision invalidated state durational residency requirements, thereby enfranchising an estimated 5 to 8 million mobile Americans. Through the Voting Rights Act Amendments of 1970, Congress provided expanded absentee voting and registration opportunities in voting for President. The States, too, have been active in less dramatic ways in attempts to upgrade the administration of elections, while looking for new ways to serve the expanded electorate.

DURATIONAL RESIDENCY

The 50 States have traditionally required their residents to have lived in the State for a specified length of time before qualifying to vote, usually a year or six months. In 1972, 25 States required a minimum of one year's residence with the rest requiring six months or less. In recent years these durational residency requirements have come under an in-

creasing number of court challenges. On March 21, 1972, in the case of *Dunn v. Blumstein*, 405 U.S. 330, the U.S. Supreme Court abolished all such requirements when it struck down Tennessee's one-year state and three-month county residency requirements as unconstitutional under the equal protection clause of the Fourteenth Amendment. The decision was reached by a 6-1 majority.

In overturning the Tennessee law, the Court relied on a strict standard of equal protection review that has come to be known as the "compelling state interest" test. Under this standard, a State must demonstrate that laws which deny or restrict fundamental personal rights must be "necessary" to further a "compelling state interest" and in a way that is the least burdensome to the personal right involved. In *Dunn*, the Court concluded that the "compelling state interest" test was applicable because durational residency requirements affected two constitutionally protected rights: the right to vote and the right to travel. The decision to invoke this test was crucial, since no state law reviewed under it has been upheld by the Court.

The practical effect of a durational residency requirement is to separate residents into two broad categories: old residents who may vote, and new residents who may not. The Court reaffirmed an earlier position that States were free to require voters to be bona fide residents in order "to preserve the basic conception of a political community." But, the Court

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noted, "Tennessee insists that in addition to being a resident, a would-be voter must have been a resident for a year in the State and three months in the county."

The State of Tennessee argued that its waiting period was "necessary" to insure purity of the ballot box and also to guarantee that voters would be able to exercise their voting rights "more intelligently." The Court agreed that the prevention of fraud—keeping nonresidents from voting—was a compelling governmental goal, but that "durational residency laws bar newly arrived residents from the franchise along with nonresidents." More importantly, the Court concluded that fraud is more effectively prevented in Tennessee by a system of voter registration and a variety of criminal laws. It noted that the 30-day period before an election, when Tennessee closes registration, was "an ample period of time for the State to complete whatever administrative tasks are necessary to prevent fraud—and a year or three months, too much." The Court also reasoned that a durational residency law was not necessary to ensure knowledgeable voters, given modern communications and "the clear indication that campaign spending and voter education occur largely during the month before an election."

For the most part, the Court's decision in the *Dunn* case was implemented by all States in time for the November 1972 election. A majority of States came into compliance through administrative action following opinions by their Attorneys General or court actions. Several Legislatures were able to act in time to make the necessary changes in state law. The Alaska and Florida Legislatures imposed durational residency periods of up to 75 days, but these were subsequently declared unconstitutional by federal district courts. Some confusion was created by the failure of a few States to distinguish between durational residency requirements and a registration closing period. For example, the Court's reference to a 30-day period before an election when registration is closed as being "ample" time to check the accuracy of registration lists was wrongly interpreted by some States as authorization to impose

30-day durational residency requirements.

REGISTRATION CLOSING

The question of the permissible length of registration closing dates was subsequently considered by the Court in *Marston v. Lewis*, 41 U.S.L.W. 3498 (1973) and *Burns v. Fortson*, 41 U.S.L.W. 3499 (1973), where the issue was the constitutionality of 50-day closing dates in Arizona and Georgia. The Court upheld the 50-day closing periods in both States in per curiam opinions. In *Marston*, the Court accepted the judgment of the Arizona Legislature that the 50-day period was "necessary" to promote the State's "important interest" in accurate voter lists, a slight variation of the "compelling" state interest test. In Arizona, volunteer deputy registrars do much of the voter registration in the State. In Maricopa County (Phoenix) these volunteers produce "an average of 1.13 mistakes per voter registration" which the county recorder must correct before he can certify the voters list for an election. The problem was compounded by the fact that the elections personnel had to interrupt the processing of registration affidavits to administer a fall primary. A majority of the Court agreed that in Arizona administrative considerations justified a registration close in excess of 30 days, the standard alluded to in *Dunn*. The Court applied the same logic to the Georgia statute, but it also noted that a "50-day period approaches the outer constitutional limits in this area."

Justice Thurgood Marshall, who wrote the majority opinion in *Dunn*, dissented in both *Marston* and *Burns* and was joined by Justices William O. Douglas and William J. Brennan. Justice Marshall noted that the majority did not impose the full measure of the "compelling interest" test when it failed to examine alternatives the States might have chosen that were less burdensome to voters than a 50-day registration close. In his dissent to *Marston*, he argued that the justifications presented were "directed almost exclusively to what can be considered readily solvable problems caused by untrained personnel in a relatively small

office." In his dissent to *Burns*, Justice Marshall again argued that appellees "did not show that it was impossible to increase the size of the registrars' staffs or the efficiency of their operations" instead of closing registration 50 days before an election.

In *Rosario v. Rockefeller*, 41 U.S.L.W. 4401 (1973), the Court considered a different kind of registration deadline. It upheld a New York law that requires a voter to enroll in a party at least 30 days before the November general election in order to vote in a presidential primary the following June or a nonpresidential primary the following September. Persons eligible to vote for the first time are exempt from this restriction. The plaintiffs had been eligible to register before the October 2, 1971, cutoff but failed to do so. Consequently, they were unable to vote in the June primary eight months later. They claimed the statute deprived them of their right to vote and abridged their freedom to associate with the party of their choice. New York State argued that its law was "necessary" to prevent raiding, or the cross-over of the members of one party into another's primary to "defeat a candidate who is adverse to the interests they care to advance." Without specifying the standard of review, the five-man majority concluded that "New York did not prohibit the petitioners from voting in the 1972 primary election or from associating with the political party of their choice. It merely imposed a legitimate time limitation on their enrollment, which they chose to disregard."

In dissent, Justice Lewis F. Powell, joined by Justices Douglas, Brennan and Marshall, concluded that the statute could not withstand the "compelling state interest" test. They argued that the State had not demonstrated that an eight- or 11-month cutoff for party enrollment was necessary to prevent raiding and that a shorter period would not have been just as effective.

VOTER QUALIFICATIONS

On March 20, 1973, the same week the *Rosario* decision was handed down, the Supreme Court upheld statutes in California and Wyoming that limited voting

in water management district elections to property owners and that apportioned votes among them on the basis of the assessed valuation of their land. (*Salyer Land Company v. Tulare Lake Basin Water Storage District*, 41 U.S.L.W. 4390 and *Associated Enterprises, Inc. v. Toltec Watershed Improvement District*, 41 U.S.L.W. 4397.) A majority of the Court found that water storage or improvement districts were of such limited purpose that their activities disproportionately affected landowners as a class, therefore justifying the exclusion of non-property-owning residents and lessees from the franchise. The Court ruled the limited scope of the districts' powers made them exempt from earlier "one man, one vote" decisions. It further ruled that weighting the vote according to acreage held or the assessed value of the land was also permissible because the costs of running the districts were apportioned among landowners on the basis of benefits received.

In dissent, Justice Douglas, joined by Justices Brennan and Marshall, argued that all residents of the districts were directly affected by policies in such important areas as flood control and should have a voice in the election of the districts' governing boards. Justice Douglas also argued that the water districts in both States exercised "important governmental functions" such as the levying and collecting of special assessments and exercising the power of eminent domain and therefore should be judged by the same "one man, one vote" standard the Court has applied in the past to units of government with more general authority.

At the time of the *Dunn* decision, it seemed clear that, in most instances, the Court would apply the rigorous "compelling state interest" test to state laws that limited or burdened the right to vote. Since *Dunn*, however, the Court has not applied the test to any of the voter qualifications cases that it has considered. The Court's decisions since then indicate a new sentiment among a majority of the justices that reflects recent changes in the Court's membership. The most recent actions of the Court suggest that in the immediate future it will be more indulgent toward state regulation of the franchise

than it has been since the compelling interest doctrine was first applied in the late 1960s.

VOTER REGISTRATION

Maryland and Minnesota have adopted mail registration systems that should significantly expand registration opportunities in both States when they become effective in 1974. Under the Minnesota law, a voter may register to vote by filling out a standard form and mailing it to his local registrar of voters. The forms may also be distributed to voters by groups which engage in registration drives. Minnesota voters who do not register in person or by mail may also register in their polling places on election day under the new system.

The Maryland law authorizes the State Administrator of Elections to establish rules for a statewide system of mail registration. The plan is quite similar to that instituted in Minnesota. However, Maryland voters must register in a political party in order to vote in a primary election. They will be able to do so by mail under the new law. Minnesota does not require registration prior to its primary elections. In Maryland, local jurisdictions may exempt themselves from statewide legislation and 19 counties have chosen not to institute mail registration. As a result, the law will apply only to Harford, Howard, Montgomery, and Prince Georges Counties, and Baltimore city.

Every State with registration allows voters to register by mail. In most instances absentee registration is limited to certain classes of voters, e.g., those who are ill or physically disabled. Under the federal Voting Rights Act Amendments of 1970, each State must allow voters who are absent from their election districts to register by mail in presidential elections. Some States allow any otherwise qualified voter to register absentee, and most allow military personnel and their families to register at the same time they request an absentee ballot under the provisions of the federal Voting Assistance Act of 1955. In each of these instances, however, registration forms are available only upon the written request of the voter. The Maryland and Minnesota statutes are distinct-

tive in making registration forms widely available in public buildings and allowing any qualified voter to register by mail. The only State with a similar procedure is Texas, where registration forms are periodically printed in newspapers.

Laws requiring statewide voter registration were passed in Iowa, Minnesota, and Missouri. Previously, registration in each of these States was limited to the larger cities and counties. These actions leave Ohio and Wisconsin as the only States where there is no registration in selected portions of the State. In North Dakota, there is no prior registration in any part of the State.

COMPUTERIZED REGISTRATION

In 1973, Kentucky became the fifth State to establish a central computerized file of all registered voters in the State. Under the new system, county clerks are required to send copies of registration forms to the State Board of Elections where they are placed on a master computer file. The board is responsible for purging the names of voters who fail to vote in four consecutive years or who otherwise become ineligible to vote. The board is also responsible for furnishing each county clerk lists of all registered voters in their county by precinct. The precinct lists are then used to identify voters at the polls on election day. The Kentucky law requires every voter in the State to reregister sometime between the November general elections in 1972 and 1973. Those voting in November 1972 were able to reregister by mail.

Wyoming, Rhode Island and Louisiana may soon follow suit. Each of these States has authorized the development of a statewide system of registration record keeping. The Louisiana program is expected to be funded in 1974. In Massachusetts, the Legislative Research Council has recommended the use of voter identification cards in conjunction with a computerized state voter identification center.

South Carolina was the first State to establish a statewide computerized list of registered voters in 1967, followed by Delaware in 1969 and Virginia and Alaska in 1970. Oregon offers a similar

service to its counties on an optional basis. The use of computerized lists at the state level is designed to provide local officials with accurate and up-to-date lists of registered voters. Computerization is also intended to facilitate transfers of registration between jurisdictions, the cancellation of duplicate registrations, and the purging of ineligible voters. Centralization of record keeping may also help States provide a general management overview of registration activities at the local level.

STATE ADMINISTRATION

A handful of States have acted to strengthen their role in the administration of elections. In Tennessee, a coordinator of elections, appointed by the Secretary of State, will serve as chief electoral officer with power to make regulations and to ensure uniform application of the election code. His duties include supervision of all elections, issuing instructions to all local election officials for the conduct of registration and voting, preparation of training programs for local officials, and distribution of forms and supplies at state expense. The coordinator may investigate local administration of elections and violations of the election code. In addition, the Tennessee State Board of Elections has been replaced by a three-member, bipartisan state election commission elected by the General Assembly. The commission has the power to appoint and remove the five-member election commission in each county.

In Illinois, the Legislature has implemented a constitutional provision calling for a State Board of Elections that has "general supervision over the administration of the registration and election laws throughout the State." The constitution provides that "no political party shall have a majority of members on the Board." The new board will consist of four members appointed by the Governor from nominees submitted by the leaders of both houses of the General Assembly. Tie votes are to be settled by lot, with the losing member withdrawing his vote.

Indiana now requires its county election boards to report each January to the State Election Board on their conduct of

voting and to file registration statistics. The Wyoming Secretary of State has been designated as the chief electoral officer of that State with responsibility for bringing uniformity to election procedures. In Kansas, all rules and regulations promulgated by county officials must now be submitted to the Secretary of State for approval. Georgia has provided for a chief administrative officer to be appointed by the State Board of Elections. Some reorganization may also be in the offing for such States as Rhode Island, where a legislative commission will report to the Legislature in 1974 with recommendations for revising the election law.

CAMPAIGN FINANCING

Sparked by national scandals over campaign contributions and expenditures in connection with the 1972 presidential election, a number of Legislatures tightened state regulation of campaign financing practices. State concern focused on the same issues raised in the congressional debate over federal legislation: limits on contributions and expenditures, disclosure of both sources and amounts, measures to prevent "laundering" of funds by channeling them through campaign committees, restrictions on advertising, and methods of public financing for political campaigns.

The 1973 session of the Texas Legislature adopted the year's first "post-Watergate" state law on campaign financing, which includes a novel system of civil penalties that could make violations too expensive to risk. A key provision makes any candidate, political committee, or contributor civilly liable to all other opposing candidates for attorneys' fees and for double the amount of any unlawful contribution or expenditure, and civilly liable to the State for triple the amount. The law requires disclosure of any amount in excess of \$100, the reporting of all contributors to a political committee, and it defines strictly the uses that may be made of campaign funds.

Florida also adopted a comprehensive new code, setting top expenditure limits of \$350,000 for general elections and \$250,000 for both the first and second

(runoff) primary; for other state offices limits are \$250,000 and \$150,000 respectively for general and primary elections; \$100,000 for all Supreme Court judgeship contests, and \$25,000 for congressional and local races. The law also sets strict disclosure standards for reporting the sources of contributions that exceed \$100. Any donor contributing more than \$500 will now have to register with the Secretary of State. The measure increases the accountability for campaign reporting by holding candidates responsible for the accuracy of all campaign financial reports.

Hawaii established a Campaign Spending Commission to oversee the State's campaign finance law. It also set reporting requirements for contributions in excess of \$250, tightened political committee procedures for keeping records and authorizing expenditures, and set limits on total campaign costs ranging from 25 cents per voter for most offices to 50 cents per voter for gubernatorial contests.

Another issue now on its way up through the federal courts is the question of accountability for media advertising for or against a candidate or ballot issue.

Elsewhere, Nevada limited expenditures in state legislative campaigns to \$15,000 while such contests in Wyoming were limited to \$2,000. Utah and New Jersey tightened record-keeping provisions and Arizona added labor organizations to groups which may not contribute to political campaigns. Maine and Iowa moved cautiously into the area of public financing by authorizing \$1 of state income tax payments to be earmarked for contributions to a political party.

PRIMARY ELECTIONS

Primaries continue to be a major showcase for the political individuality of the States. Three more States adopted provisions for presidential preference primaries. Nevada will allow the Secretary of State to place on the ballot the name of any presidential candidate who in his judgment has attracted sufficient attention from the national news media, or who has submitted petitions representing 1 percent of the vote cast for his party's presidential candidate at the preceding

election. The date for Nevada's presidential primary will be the fourth Tuesday in May. Kentucky and Georgia will move to a presidential primary in 1976. In Georgia, each party that polled 20 percent of the votes cast for President at the preceding election will participate in the primary scheduled for the third Tuesday in March. Rhode Island moved the presidential primary date from the second Tuesday in April to the fourth Tuesday in May. Some shifting of state primary dates also took place. Texas moved its primary from spring to late summer; Ohio from spring to fall.

In a major development, the Supreme Court in *Bullock v. Carter*, 405 U.S. 134 (1972), held that the Texas system of financing primaries largely through candidate's filing fees was unconstitutionally restrictive. The Court ruled that the Texas system prevented potential candidates from seeking nomination because of inability to pay their apportioned share. At the same time, the Court said the system denied voters who wished to support certain candidates an opportunity to express a preference. The Court recognized a State's legitimate objective in avoiding overcrowded ballots and was careful to stop short of a blanket censure of filing fees, but it found the Texas fee schedule, which amounted to \$6,000 for the office of county judge, so onerous as to be restrictive of the franchise. Stating that "it is difficult to single out any [governmental function] of a higher order than the conduct of elections," the Court said that it seems appropriate that a primary system designed to give voters some influence at the nominating stage should spread the cost among all voters.

In other developments, New York became one of the few Northern States to establish runoff primaries. Its new law applies only to the city of New York and only if a candidate for a citywide nomination fails to win 40 percent of his party's vote. A statutory change in Utah will permit a primary only when more than two candidates have filed for a position.

OFFICE OF FEDERAL ELECTIONS

In the last few years Congress has exhibited a growing interest in the conduct

of elections among the States, most recently with passage of the Federal Election Campaign Act of 1971, which created the Office of Federal Elections within the U.S. General Accounting Office. In addition to monitoring reports of campaign contributions and expenditures in federal elections, the new office was given the additional responsibility to "serve as a national clearinghouse for information in respect to the administration of elections." Under this provision a clearinghouse was established within the Office of Federal Elections to conduct independent studies of election administration. Since its formation, the clearinghouse has completed a study of election difficulties in seven cities and counties across the country, initiated a monthly compilation of proposed and enacted state and federal legislation as well as state and federal judicial decisions, and commissioned the creation of an automated mailing list of more than 7,000 state and local election officials and a comprehensive survey of current administrative practices. As a national center for information on election administration and a source of basic research on a variety of electoral problems, the Office of Federal Elections is in a position to provide election officials, legislators, and interested citizens with sorely needed information on the complexities of our 50 election systems.

ADDITIONAL CHANGES

Wyoming completely revised its election code to provide that all state, county, municipal, and school elections will be held at the same time as national elections. With the exception of school elections, all candidates will be nominated at the primary in August and elected in November of even-numbered years. School board members will be nominated

by petition and elected at the August primary.

Tennessee and Maryland now allow 17 year olds to vote in primary elections if they will be 18 by the time of the general election. Texas has provided for state financing of primary elections after the U.S. Supreme Court invalidated its system of filing fees. Before the decision, primaries were financed by the political parties through the assessment of filing fees. In a statewide referendum, the voters of Maine chose to eliminate the party-column ballot in favor of the office-block ballot. Colorado and New Jersey have authorized the use of electronic vote totaling systems. Massachusetts has adopted absentee voting in primary elections, reducing to six the number of States which do not. A new Minnesota law provides that campaign workers may not be denied access to apartment houses, dormitories, mobile home parks, or other multiple dwelling units. The State also provided for the joint nomination and election of Governor and Lieutenant Governor.

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CONSTITUTIONS AND ELECTIONS

PRIMARY ELECTIONS FOR STATE OFFICERS

31

State or other jurisdiction	Dates of 1974 primaries for officers elected by statewide vote (a)		General provisions		
	Primary 1974	Runoff primary 1974	Voters receive ballots of		Nomination of candidates elected by statewide vote*
			All parties participating	One party	
Alabama.....	May 7	June 4	...	★	C,P(b)
Alaska.....	Aug. 27	None	★(c)	...	P
Arizona.....	Sept. 10	None	...	★	P
Arkansas.....	May 28	June 11	...	★	P
California.....	June 4	None	...	★	P
Colorado.....	Sept. 10	None	...	★	X(d)
Connecticut.....	(e)	None	...	★	CX(e)
Delaware.....	Sept. 7	None	...	★	CX(e)
Florida.....	Sept. 10	Oct. 1	...	★	P
Georgia.....	Aug. 13	Sept. 3	...	★	C,P(b)
Hawaii.....	Oct. 5	None	...	★	P
Idaho.....	Aug. 6	None	...	★	P
Illinois.....	March 19	None	...	★	CP(f)
Indiana.....	May 7	None	...	★	C,P(g)
Iowa.....	June 4	None	...	★	CX(h)
Kansas.....	Aug. 6	None	...	★	P
Kentucky.....	May 28	None	...	★	P
Louisiana.....	(1975) May 27	None	...	...	...
Maine.....	Aug. 17	Sept. 28	...	★	P
Maryland.....	June 11	None	...	★	P
Massachusetts.....	Sept. 10	None	...	★	P
Michigan.....	Aug. 6	None	★(l)	...	CP(j)
Minnesota.....	Sept. 10	None	★(l)	...	P
Mississippi.....	(1975) June 3	(1975) June 24	...	★	P
Missouri.....	Aug. 6	None	...	★	P
Montana.....	June 4	None	★(l)	...	P
Nebraska.....	May 14	None	...	★	P
Nevada.....	Sept. 3	None	...	★	P
New Hampshire.....	Sept. 10	None	...	★	P
New Jersey.....	June 4	None	★(l)	...	P
New Mexico.....	(1975) June 3	None	...	...	...
New York.....	June 4	None	...	★	P
North Carolina.....	Sept. 10 (k)	None	...	★	CC,P(l)
North Dakota.....	May 7	June 4	...	★	P
Ohio.....	Sept. 3	None	★(l)	...	P
Oklahoma.....	May 7	None	...	★	P
Oregon.....	Aug. 27	Sept. 17	...	★	P
Pennsylvania.....	May 28	None	...	★	P
Rhode Island.....	May 21	None	...	★	P
South Carolina.....	Sept. 10	None	...	★	P
South Dakota.....	June 11	(n)	...	★	C,P(b)
Tennessee.....	June 4	None	...	★	CX(h)
Texas.....	Aug. 1	None	...	★	P
Utah.....	May 4	June 1	...	★	P
Vermont.....	Sept. 10	None	★(l)	...	X(d)
Virginia.....	Sept. 10	None	...	...	...
Washington.....	June 11	None	...	★	CP(b)
West Virginia.....	(1975) June 10	None	...	...	...
Wisconsin.....	Sept. 17	None	★(c)	...	P
Wyoming.....	May 14	None	...	★	P
District of Columbia.....	March 5 (n)	None	...	...	...
Guam.....	Sept. 10	None	★(l)	...	P
Puerto Rico.....	Aug. 20	None	...	★	P
Virgin Islands.....	May 7	(o)	...	★	P
	Sept. 7	(p)	★	...	P
	(q)	(q)	...	★	C
	Sept. 10	None	...	★	P

*Abbreviations: C—Convention; P—Direct primary; CP—Some candidates in convention, some in direct primary; X—Combination of convention and direct primary; CX—Some candidates in convention, some combination of direct primary and convention; CC,P—State Central Committees or direct primary; N.A.—Not Available.

(a) Primaries for statewide offices in 1975 include 1975 before the date.

(b) The party officials may choose whether they wish to nominate candidates in convention or by primary elections. Usually the Democratic party nominates in primary and the Republican party in convention. Georgia rarely uses conventions. In South Carolina no convention shall make nominations for candidates for office unless the decision to use the convention method is reached by a ¾ vote of the total membership, except the office of State Senator.

(c) May vote in the primary of more than one party.

(d) Preprimary endorsing assemblies are held in Colorado and preprimary conventions are held in Utah. If one candidate in Utah receives 70 percent of the delegate vote he is certified the candidate and is not required to run in the primary.

(e) A postconvention primary can be held if convention action is contested by a candidate receiving a specified minimum percentage of the convention vote: Connecticut, 20 percent; Delaware, 35 percent.

(f) Trustees of the University of Illinois are the only state officers nominated in convention.

(g) Candidates elected by statewide vote are nominated in convention, e.g., Governors and U.S. Senators.

(h) If for any office no candidate receives 35 percent of votes cast at the primary, a convention is held to select a candidate.

(i) Party column ballot; voter is restricted to marking one column only. Montana has one ballot for each party; voter is restricted to marking one ballot only.

(j) The Governor is the only state officer nominated by primary election.

(k) Set by 1974 Legislature.

(l) Candidates for statewide offices are designated by State Central Committees. Anyone receiving 25 percent of the votes of a committee may require that a primary be held. Primaries may also be required by candidates who secure 20,000 signatures on petitions.

(m) First runoff held two weeks after primary; second runoff held two weeks after that if necessary.

(n) Primaries for Supreme Court justices held when there are three or more candidates.

(o) Runoff primaries shall be held not less than two weeks nor more than six weeks after primary.

(p) Runoff primaries shall be held within 15 days after primary.

(q) Primaries are not mandatory unless the party regulations require them.

GENERAL ELECTIONS IN 1974 AND 1975

Including All Elections for State Officers with Statewide Jurisdiction*

State or other jurisdiction	Date of general elections in 1974 (a)	State officers with statewide jurisdiction to be elected	State Legislatures: (b) Members to be elected		U.S. Congress: Members to be elected	
			Senate	House	Senate	House
Alabama.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, 4 members State Board of Education, Commissioner of Agriculture and Industries, 2 Public Service Commissioners, 3 Associate Supreme Court Justices, 1 Court of Civil Appeals Judge, all Circuit Judges	All	All	1	7
Alaska.....	Nov. 5	Governor, Lt. Governor	$\frac{1}{2}$	All	1	1
Arizona.....	Nov. 5	Governor, Secretary of State, Attorney General, Treasurer, Supt. of Public Instruction, State Mine Inspector, 1 Corporation Commissioner, 1 Tax Commissioner, 1 Supreme Court Justice	All	All	1	4
Arkansas.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Commissioner of State Lands, 1 Supreme Court Justice	$\frac{1}{2}$	All	1	4
California.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Controller, Supt. of Public Instruction, Board of Equalization, Chief Justice, 3 Associate Justices of Supreme Court	$\frac{1}{2}$ (c)	All	1	43
Colorado.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, 3 Univ. of Colorado Regents, 1 State Board of Education Member	$\frac{1}{2}$	All	1	5
Connecticut.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Comptroller	All	All	1	6
Delaware.....	Nov. 5	Attorney General, Treasurer, Auditor of Accounts, Insurance Commissioner	$\frac{1}{2}$ (d)	All	0	1
Florida.....	Nov. 5	Governor, Lt. Governor, Attorney General, Secretary of State, Treasurer, Comptroller, Commissioner of Education, Commissioner of Agriculture, 2 Public Service Commissioners, 3 or more Supreme Court Justices	$\frac{1}{2}$	All	1	15
Georgia.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Comptroller General, State School Superintendent, Commissioner of Agriculture, Commissioner of Labor, 1 Public Service Commissioner, 3 Supreme Court Justices, 4 Court of Appeals Judges, 28 Superior Court Judges, 6 District Attorneys	All	All	1	10
Hawaii.....	Nov. 5	Governor, Lt. Governor, 11 State Board of Education Members	All	All	1	2
Idaho.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Supt. of Public Instruction, 2 Supreme Court Justices(e)	All	All	1	2
Illinois.....	Nov. 5	Treasurer, 1 Supreme Court Judge	$\frac{1}{2}$	All	1	24
Indiana.....	Nov. 5	Secretary of State, Treasurer, Auditor	$\frac{1}{2}$	All	1	11
Iowa.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Secretary of Agriculture, Supreme Court Judge	$\frac{1}{2}$	All	1	6
Kansas.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Insurance Commissioner, State Printer, 1 Supreme Court Justice	None	All	1	5
Kentucky.....	Nov. 5 (1975) Nov. 4	1 Court of Appeals Judge Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Supt. of Public Instruction, Commissioner of Agriculture, 3 Railroad Commissioners, Clerk of Court of Appeals	None $\frac{1}{2}$	None All	1 0	7 0

GENERAL ELECTIONS IN 1974 AND 1975—Continued
Including All Elections for State Officers with Statewide Jurisdiction*

State or other jurisdiction	Date of general elections in 1974 (a)	State officers with statewide jurisdiction to be elected	State Legislatures: (b) Members to be elected		U.S. Congress: Members to be elected	
			Senate	House	Senate	House
Louisiana.....	Nov. 5	3 State Board of Education Members, 1 Public Service Commissioner, 1 Supreme Court Justice	None	None	1	8
Maine.....	Nov. 5	Governor	All	All	0	2
Maryland.....	Nov. 5	Governor, Lt. Governor, Attorney General, Comptroller, 2 Court of Appeals Judges, 3 Court of Special Appeals Judges	All	All	1	8
Massachusetts....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor	All	All	0	12
Michigan.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, 2 State Board of Education Members, 6 Trustees of State Universities, 2 Supreme Court Justices	All	All	0	19
Minnesota.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, State Auditor, Chief Justice of Supreme Court, 5 Supreme Court Justices	None	All	0	8
Mississippi.....	Nov. 5 (1975) Nov. 4	None Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Supt. of Education, Land Commissioner, Commissioner of Agriculture, Insurance Commissioner, 3 Public Utilities Commissioners, 3 Highway Commissioners, 2 Supreme Court Justices, 1 Supreme Court Clerk	None All	None All	0 0	5 0
Missouri.....	Nov. 5	State Auditor	$\frac{1}{2}$	All	1	10
Montana.....	Nov. 5	2 Public Service Commissioners, Chief Justice of Supreme Court, 2 Associate Supreme Court Justices	All(f)	All	0	2
Nebraska.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, 4 State Board of Education Members, 4 Board of Regents Members, 2 Public Service Commissioners, 4 Supreme Court Justices	$\frac{1}{2}$ (d)	(g)	0	3
Nevada.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Controller, 5 State Board of Education Members, 5 University Board of Regents Members, 1 Supreme Court Justice	$\frac{1}{2}$	All	1	1
New Hampshire...	Nov. 5	Governor, 5 Executive Councillors	All	All	1	2
New Jersey.....	Nov. 5 (1975) Nov. 4	None None	None All	None All	0 0	15 0
New Mexico.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Commissioner of Public Lands, 1 Corporation Commissioner, 1 Supreme Court Justice, 2 Court of Appeals Judges	$\frac{1}{2}$	All	0	2
New York.....	Nov. 5	Governor, Lt. Governor, Attorney General, Comptroller, 1 Court of Appeals Judge	All	All	1	39
North Carolina....	Nov. 5	Chief Justice of Supreme Court, 2 Supreme Court Justices, Superior Court Judge, Chief Judge, 5 Court of Appeals Judges	All	All	1	11
North Dakota.....	Nov. 5	Commissioner of Labor, 1 Public Service Commissioner, 2 Supreme Court Justices	$\frac{1}{2}$ (c)	All	1	1
Ohio.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, 2 Supreme Court Justices	$\frac{1}{2}$ (d)	All	1	23
Oklahoma.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Supt. of Public Instruction, Commissioner of Labor, Commissioner of Insurance, Chief Mine Inspector, 1 Corporation Commissioner, Charities and Corrections Commissioner, State Examiner and Inspector, 3 Supreme Court Justices, 1 Court of Criminal Appeals Judge, 6 Court of Appeals Judges	$\frac{1}{2}$	All	1	6

GENERAL ELECTIONS IN 1974 AND 1975—Concluded
Including All Elections for State Officers with Statewide Jurisdiction*

State or other jurisdiction	Date of general elections in 1974 (a)	State officers with statewide jurisdiction to be elected	State Legislatures: (b) Members to be elected		U.S. Congress: Members to be elected	
			Senate	House	Senate	House
Oregon.....	Nov. 5	Governor, Supt. of Public Instruction, Labor Commissioner, 2 Supreme Court Judges	½	All	1	4
Pennsylvania.....	Nov. 5	Governor, Lt. Governor	½	All	1	25
Rhode Island.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, General Treasurer	All	All	0	2
South Carolina....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Comptroller General, Supt. of Education, Commissioner of Agriculture, Adjutant General	None	All	1	6
South Dakota.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor, Commissioner of Schools and Public Lands, 1 Public Utilities Commissioner	All	All	1	2
Tennessee.....	Nov. 5	Governor, 1 Public Service Commissioner, 5 Supreme Court Judges, 9 Court of Appeals Judges, 7 Court of Criminal Appeals Judges	½(d)	All	0	8
Texas.....	Nov. 5	Governor, Lt. Governor, Attorney General, Treasurer, Comptroller of Public Accounts, Commissioner of Agriculture, Commissioner of General Land Office, 1 Railroad Commissioner, 3 Supreme Court Justices, 2 Court of Criminal Appeals Judges	½(d)	All	0	24
Utah.....	Nov. 5	5 Board of Education Members, 1 Supreme Court Justice	½	All	1	2
Vermont.....	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer, Auditor	All	All	1	1
Virginia.....	Nov. 5	None	None	None	0	10
	(1975) Nov. 4	None	All	All	0	0
Washington.....	Nov. 5	4 Supreme Court Justices, 4 Court of Appeals Judges	½(d)	All	1	7
West Virginia.....	Nov. 5	None	½	All	0	4
Wisconsin.....	Apr. 2	1 Supreme Court Justice	½(d)	All	1	9
	Nov. 5	Governor, Lt. Governor, Secretary of State, Attorney General, Treasurer	...	...	...	...
	(1975) Apr. 1	1 Supreme Court Justice	...	...	...	...
Wyoming.....	Nov. 5	Governor, Secretary of State, Treasurer, Auditor, Supt. of Public Instruction	½	All	0	1
American Samoa..	Nov. 5	None	None	All	0	0
Guam.....	Nov. 5	Governor, Lt. Governor	All	(g)	0	1(h)
Puerto Rico.....	Nov. 5(i)	None	None	None	0	0
Virgin Islands.....	Nov. 5	Governor, Lt. Governor	All	(g)	0	1(h)

*In several States either some or all elected officials with statewide jurisdiction do not appear in the table as their terms are such that no elections for them occur in 1974 or 1975.

(a) Elections in 1975 are indicated by "1975" before the date.
(b) For numbers, terms and party affiliations of state legislators see table on page 68.

(c) Reapportionment by Supreme Court and by the Legislature may require all Senators to be elected in 1974. North Dakota by referendum.

(d) Approximately.

(e) The vote for Supreme Court Justice is usually decided at the primary elections. If one or two candidates run in the primary, the candidate who receives a majority of votes cast is

declared the winner and does not run in the general election. If there are more than two candidates and none receives a majority, the two candidates receiving the most votes run in the general election.

(f) New apportionment law applicable in 1974 will require all Senators to be elected, ½ for 2-year terms and ½ for 4-year terms.

(g) Unicameral Legislature.

(h) Non-voting delegate to U.S. House of Representatives.

(i) Election day will be the first Tuesday of November every four years, but the Legislature has the right to change the date by amending the electoral law.

USE OF VOTING DEVICES*

State or other jurisdiction	Statewide use required	Used in majority of voting areas	Used in some voting areas	Type of equipment used			Straight party vote†
				Mechanical	Card punch	Optical scanning	
Alabama.....	..	★	..	★	★
Alaska.....	★	★	★
Arizona.....	..	★	..	★	★	★	★
Arkansas.....	★	★
California.....	..	★	..	★	★	★	★
Colorado.....	..	★	..	★	★(a)	..	..
Connecticut.....	★	★	★
Delaware.....	★	★
Florida.....	..	★	..	★(b)	..	..	..
Georgia.....	★	★	..	★	★(c)
Hawaii.....	★	★
Idaho.....	★	★	★
Illinois.....	..	★	..	★	★	..	★
Indiana.....	★	★	..	★
Iowa.....	..	★	..	★	★
Kansas.....	★	★
Kentucky.....	★	★	★
Louisiana.....	★	★	★
Maine.....	★	★	★
Maryland.....	★	★
Massachusetts.....	★	★	..	★	..
Michigan.....	..	★	..	★	★	..	★
Minnesota.....	★	★	★
Mississippi.....	★	★	★
Missouri.....	★	★	★	..	★
Montana.....	..	★	..	★	★
Nebraska.....	★	★	★	..	★
Nevada.....	..	★	..	★	★
New Hampshire.....	★	★	★
New Jersey.....	..	★	..	★(b)	..	..	..
New Mexico.....	★	★	★
New York.....	..	★	..	★
North Carolina.....	★	★	★
North Dakota.....	★	★
Ohio.....	★	★	★	★	..
Oklahoma.....	★	★	★
Oregon.....	..	★	..	★	★	★	..
Pennsylvania.....	..	★	..	★	★
Rhode Island.....	★	★	★
South Carolina.....	★	★	★	..	★
South Dakota.....	★	★	★
Tennessee.....	..	★	..	★	★
Texas.....	..	★	..	★	★	..	★
Utah.....	★
Vermont.....	★	★	★	..	★
Virginia.....	..	★(d)	..	★	..	..	..
Washington.....	..	★	..	★	★
West Virginia.....	★	★(b)	..	..	★
Wisconsin.....	..	★(e)	..	★	..	..	★
Wyoming.....	★	★
District of Columbia.....	★	★	..

*Mechanical, punch card, or optical scanning vote-counting devices are not used in American Samoa, Guam, Puerto Rico, TTPI, and the Virgin Islands. The use of voting machines was authorized by the 1971 Utah Legislature but are not yet in use.

†The ballot allows the citizen to vote for all candidates of the same party by marking one box or lever.

(a) Used in absentee voting only.

(b) Other systems have been authorized but are not now in use.

(c) Except in presidential elections where candidates for the office of presidential electors are on a separate straight party ticket.

(d) All precincts having 500 or more registered voters by October 1, 1976, must have voting machines.

(e) Mandatory for municipalities of 10,000 or more population; optional for smaller communities.

THE BOOK OF THE STATES

POLLING HOURS: GENERAL ELECTIONS

<i>State or other jurisdiction</i>	<i>Polls open</i>	<i>Polls close</i>	<i>Notes on hours</i>
Alabama.....	8 a.m. 8 a.m.	5 p.m. 6 p.m.	If voting machines are not used and if counties are less than 400,000 in population. If voting machines are used and in counties of 400,000 or more.
	8 a.m.	7 p.m.	
Alaska.....	8 a.m.	8 p.m.	Charter cities may set different hours for municipal elections.
Arizona.....	6 a.m.	7 p.m.	
Arkansas.....	8 a.m.	7:30 p.m.	
California.....	7 a.m.	8 p.m.	
Colorado.....	7 a.m.	7 p.m.	Polls close 8 p.m. or earlier when all registered electors of the precinct have appeared and voted. County clerk has option of opening polls at 7 a.m.
Connecticut.....	6 a.m.	8 p.m.	
Delaware.....	7 a.m.	8 p.m.	
Florida.....	7 a.m.	7 p.m.	
Georgia.....	7 a.m.	7 p.m.	
Hawaii.....	7 a.m.	6 p.m.	
Idaho.....	8 a.m.	8 p.m.	Hours may be changed by election authorities, but polls must be kept open at least 12 consecutive hours between 6 a.m. and 8 p.m.
Illinois.....	6 a.m.	6 p.m.	
Indiana.....	6 a.m.	6 p.m.	
Iowa.....	7 a.m.	8 p.m.	
Kansas.....	7 a.m.	7 p.m.	Persons within barriers or enclosures of buildings are entitled to vote, but no vote shall be cast after 12:00 midnight. The municipal officers of each municipality shall determine the time of opening the polls between the times given. In precincts using voting machines.
Kentucky.....	6 a.m.	6 p.m.	
Louisiana.....	6 a.m.	8 p.m.	In cities, the polls shall be kept open at least 10 hours.
Maine.....	Between 6 a.m. & 10 a.m.	8 p.m.	
	As above	9 p.m.	Municipalities of less than 1,000 may establish hours of 9 a.m. to 8 p.m.
Maryland.....	7 a.m.	8 p.m.	
Massachusetts....	May open as early as 5:45 a.m.; must be opened by 10 a.m.	8 p.m.	In precincts of less than 100 registered voters.
Michigan.....	7 a.m.	8 p.m.	
Minnesota.....	7 a.m.	8 p.m.	Clark, Washoe and Carson City Counties. Other counties. Cities: Polls open not less than 4 hours and may be opened not earlier than 6 a.m. nor later than 8 p.m. Small towns: In towns of less than 700 population the polls shall be open not less than 5 consecutive hours. On written request of 7 registered voters the polls shall be kept open until 6 p.m. In towns of less than 100 population, the polls shall close if all on the checklist have voted. Other towns: Polls shall open not later than 10 a.m. and close not earlier than 6 p.m. On written request of 10 registered voters the polls shall be kept open until 7 p.m.
Mississippi.....	7 a.m.	6 p.m.	
Missouri.....	6 a.m.	7 p.m.	In voting precincts where voting machines are used, county board of elections may permit closing at 8:30 p.m.
Montana.....	8 a.m. 1 p.m.	8 p.m. 8 p.m. or earlier when all registered in precinct have voted.	
Nebraska.....	8 a.m.	8 p.m.	
Nevada.....	7 a.m.	7 p.m.	
New Hampshire...	Varies	Varies	
New Jersey.....	7 a.m.	8 p.m.	
New Mexico.....	8 a.m.	7 p.m.	
New York.....	6 a.m.	9 p.m.	
North Carolina...	6:30 a.m.	7:30 p.m.	
North Dakota.....	Between 7 a.m. & 9 a.m.	Between 7 p.m. & 8 p.m.	
Ohio.....	6:30 a.m.	6:30 p.m.	

POLLING HOURS: GENERAL ELECTIONS—Concluded

<i>State or other jurisdiction</i>	<i>Polls open</i>	<i>Polls close</i>	<i>Notes on hours</i>
Oklahoma	7 a.m.	7 p.m.	Upon written request of 3 or more electors in a precinct, the county election board is authorized to order polls opened at 6 a.m.
Oregon	8 a.m.	8 p.m.	
Pennsylvania	7 a.m.	8 p.m.	
Rhode Island	Between 7:00 a.m. and 12:00 noon	9 p.m.	
South Carolina ...	8 a.m.	7 p.m.	
South Dakota	8 a.m.	7 p.m.	
Tennessee	Varies	Varies	Polls must be open minimum of 10 and maximum of 12 continuous hours. Polls close at 7 p.m. except in Eastern Time Zone where they close at 8 p.m.
Texas	7 a.m.	7 p.m.	In counties having less than 100,000 the polls may be opened at 8 a.m.
Utah	7 a.m.	8 p.m.	In counties of more than one million population the polls may be opened at 6 a.m.
Vermont	Not earlier than 6 a.m.	Not later than 7 p.m.	Polls must be opened at least 9 hours during the day.
Virginia	6 a.m.	7 p.m.	
Washington	7 a.m.	8 p.m.	
West Virginia	6:30 a.m.	7:30 p.m.	
Wisconsin	7 a.m.	8 p.m.	
	9 a.m.	8 p.m.	1st, 2nd and 3rd class cities. 4th class cities, villages and towns. Opening hours extendible by governing body to not earlier than 7 a.m.
Wyoming	8 a.m.	7 p.m.	
Dist. of Columbia ..	7 a.m.	8 p.m.	
American Samoa..	...	...	Hours set by election commissioner.
Guam	8 a.m.	8 p.m.	
Puerto Rico	9 a.m.	2 p.m.	The polls are open between 9 a.m. and 2 p.m. for identification purposes only. Voters must be inside voting place by 2 p.m., when the voting begins.
TTPI	7 a.m.	7 p.m.	
Virgin Islands	8 a.m.	6 p.m.	

THE BOOK OF THE STATES

QUALIFICATIONS FOR VOTING

State or other jurisdiction	Minimum residence requirements (days)	Registration			
		Permanent (all areas)	Closing date (days)	Cancellation for failure to vote (years)	Covers all elections
Alabama.....	30	★	None	..	★
Alaska.....	30	★	30	4	★
Arizona.....	50	★	50	2	★
Arkansas.....	30	★	20	4	★
California.....	30	★	30	2	★
Colorado.....	32	★	32	2	★
Connecticut.....	None	★	(a)	..	★
Delaware.....	None	★	(b)	4	★
Florida.....	60	★	30	..	★
Georgia.....	None	★	50(c)	3	★
Hawaii.....	None	★	30PE;26GE	2	★
Idaho.....	None	★	2	8	(d)
Illinois.....	30D	★	28	4	★
Indiana.....	60T;30P	★	29	2	★
Iowa.....	None	(e)	(f)	4	★
Kansas.....	20	★	20	..	★
Kentucky.....	30	★	30	4	★
Louisiana.....	None	★	30	4	★
Maine.....	1-9(g)	★	1-9	..	★
Maryland.....	30	★	(h)	5	(d)
Massachusetts.....	None	★	31S;20L	..	★
Michigan.....	45	★	(i)	..	★
Minnesota.....	20	★	20(j)	4	(k)
Mississippi.....	30	★	30	..	★
Missouri.....	30	★	(l)	..	★
Montana.....	30	★	30F;40	4	★
Nebraska.....	None	★	(m)	..	★
Nevada.....	30S;10P	★	(n)	2(o)	★
New Hampshire.....	30	★	10	..	★
New Jersey.....	40	★	40	4	★
New Mexico.....	30	★	30	2	★
New York.....	30	★	28	2	(k)
North Carolina.....	30	★	21	8	★
North Dakota.....	30	None	..	..	★
Ohio.....	30	(p)	30;11(q)	2	★
Oklahoma.....	None	★	7;10(r)	4	★
Oregon.....	None	★	30	..	★
Pennsylvania.....	30	★	30	2	★
Rhode Island.....	30	★	30	5	★
South Carolina.....	None	(s)	30	2	★
South Dakota.....	None	★	15	4	★
Tennessee.....	50	★	30	4	★
Texas.....	30	★	30	3	★
Utah.....	None	★	10	4	★
Vermont.....	None	★	(t)	..	★
Virginia.....	None	★	30	4(u)	★
Washington.....	None	★	30	(v)	★
West Virginia.....	30	★	30	4	★(w)
Wisconsin.....	10	(x)	(y)	4	★
Wyoming.....	None	★	30	2	★
District of Columbia.....	None	★	30	4	★
American Samoa.....	2yrs.S;1yr.P	(z)	14	..	(z)
Guam.....	None	★	15	2	★
Puerto Rico.....	N.A.	★	N.A.	N.A.	★
TTPI.....	N.A.	★	N.A.	..	★
Virgin Islands.....	1yr.S;60D	★	30	4	★

Note: All States require United States citizenship and a minimum voting age of 18. No State has property qualifications for voting in a general election. All literacy tests were suspended until 1975 by the Federal Voting Rights Act of 1970.

Symbols: F—Federal; S—State; D—District; T—Township; P—Precinct; L—Local; PE—Primary Election; GE—General Election; N.A.—Not available.

(a) Saturday of the fourth week before election unless 18 or more days after that date.

(b) Third Saturday in October in even-numbered years.

(c) A citizen unregistered by the 50th day may register at least 14 days before federal election and vote for President and Vice President. A citizen unregistered before the 50th day who moved from one county to another may register at least 14 days before state elections and vote for Governor and Lieutenant Governor.

(d) Registration covers national and state elections. Municipal registration is separate.

(e) All cities over 10,000 population; all counties over 50,000 population. Effective January 1, 1975, permanent all areas.

(f) Tenth day before election.

(g) From one municipality to another within the State, three months.

(h) Fifth Monday before election.

(i) Fifth Friday before election.

(j) Voter may also register on election day.

(k) All except school elections; New York, all except special district.

(l) Fourth Wednesday before election.

(m) Second Friday before election.

(n) Fifth Saturday before election.

(o) Voting twice consecutively by absentee ballot.

(p) In cities of 16,000 or more; county board of elections has the option to require registration in all or part of county.

(q) Special election held on a day other than a primary or general election day.

(r) Oklahoma County only.

(s) All electors must reregister every 10 years.

(t) Local election board determines the number of days before an election that one can be put on checklist.

(u) Effective December 31, 1974.

(v) Thirty months prior to April 1 of each odd-numbered year.

(w) In order for permanent registration to be applicable for municipal registration, the municipality must pass an ordinance implementing the state law and integrating the city registration with the state law.

(x) In municipalities with population of over 5,000; under 5,000 by local option.

(y) Second Wednesday before election.

(z) A new registration is made before any election.

VOTING STATISTICS ON PERSONS REGISTERED AND VOTING, BY STATE, IN GUBERNATORIAL ELECTIONS, 1972*

State or other jurisdiction	Registered prior to general election	Numbers voting for Governor—primary			Numbers voting for Governor—general election			
		Repub- licans	Democ- rats	Total	Repub- licans	Democ- rats	Other	Total
Alabama†	1,625,912	(a)	1,019,680	1,019,680	(b)	637,046	217,906	854,952
Alaska†	104,642	35,844	35,323	71,167	37,264	42,309	1,206	80,779
Arizona†	618,411	77,259	121,749	199,008	209,356	202,053	...	411,409
Arkansas	959,871	(a)	494,851	494,851	159,177	488,892	...	648,069
California†	8,706,347	1,906,568	2,502,861	4,442,108(c)	3,439,664	2,938,607	131,801	6,510,072
Colorado†	968,982	104,642	103,239	207,881	350,690	302,432	15,374	668,496
Connecticut†	1,338,184	131,595	131,595	263,190	582,160	500,561	76	1,082,797
Delaware	292,652	44,067	(a)	44,067	109,583	117,274	1,865	228,722
Florida†	2,797,000	352,270(d)	775,063(d)	1,127,333(d)	746,243	984,305	265	1,730,813
Georgia†	1,961,013	107,555	798,660	906,215	424,983	620,419	1,261	1,046,663
Hawaii†	291,681	41,803	154,882	196,685	101,249	137,812	...	239,061
Idaho†	364,992	80,058	63,069	143,127	117,108	128,004	...	245,112
Illinois	6,215,331	585,376	1,430,093	2,015,469	2,293,809	2,371,303	13,931	4,679,043
Indiana	3,018,578	(a)	(a)	(a)	1,203,903	965,489	16,455	2,185,847
Iowa	739,906	189,699	149,091	339,460(c)	707,177	487,282	15,763(c)	1,211,222
Kansas	1,101,679(e)	297,939	149,950	447,889	341,440	571,256	9,486	922,182
Kentucky†	1,461,435	100,945	448,667	549,612	412,653	470,720	47,417	930,790
Louisiana	1,667,143	10,571	1,174,043(d)	1,184,614(d)	480,424	641,146	...	1,121,570
Maine†	522,044	81,658	52,308	133,966	162,248	163,138	...	325,386
Maryland†	1,596,916	124,525	465,070	589,595	314,336	639,579	19,184	973,099
Massachusetts†	2,684,636	207,107	703,105	910,212	1,058,623	799,269	10,014	1,867,906
Michigan†	3,969,807	535,631	562,562	1,098,193	1,338,711	1,294,600	21,982	2,655,293
Minnesota†	(f)	240,694	352,867	593,561	621,780	737,921	4,781	1,364,482
Mississippi†	1,100,000(f)	(a)	762,987(d)	762,987(d)	(b)	601,222	179,415	780,637
Missouri	(f)	649,893	353,298	998,623(c)	1,029,451	832,751	3,481	1,865,683
Montana	386,867	97,304	126,794	224,098	146,231	172,523	...	318,754
Nebraska†	707,558	193,256	122,950	316,206	201,994	248,552	11,073	461,619
Nevada†	192,933	36,212	59,889	96,101	64,400	70,697	11,894	146,991
New Hampshire	449,714	43,611	29,326	72,937	133,702	126,107	63,293	323,102
New Jersey†	3,541,809	381,719	456,410	838,127	676,235	1,397,613	31,161	2,105,009
New Mexico†	406,275	56,278	128,159	184,437	134,640	148,835	6,889	290,364
New York†	7,930,798	(a)	944,988	944,988	3,105,220	2,158,355	749,286	6,012,861
North Carolina	2,357,645	170,583	808,105	979,274(c)	767,470	729,104	8,211	1,504,785
North Dakota	(g)	97,422	32,210	129,632	138,032	143,899	...	281,931
Ohio†	3,879,300(f)	928,131	927,572	1,855,703	1,382,749	1,752,560	75,914	3,211,223
Oklahoma†	1,162,527	(a)	402,283	402,238	336,157	338,338	24,295	698,790
Oregon†	955,459	246,517	277,339	523,856	369,964	293,892	2,538	666,394
Pennsylvania†	5,419,551	730,170	1,056,298	1,786,468	2,680,411	2,627,130	104,941	5,412,482
Rhode Island	531,847	(a)	(a)	(a)	194,315	216,953	1,597	412,865
South Carolina†	802,587	(a)	254,889	254,889	221,233	250,551	13,073	484,857
South Dakota	392,256	(a)	(a)	(a)	123,165	185,012	...	308,177
Tennessee†	1,709,433	244,999	590,109	835,108	575,777	509,521	22,949	1,108,247
Texas	5,212,815(e)	114,007	2,192,903	2,306,910	1,533,986	1,633,493	242,022	3,409,501
Utah	621,014	(a)	(a)	(a)	144,449	331,998	...	476,447
Vermont	273,056	61,225	10,552	71,777	82,491	101,751	4,957	189,199
Virginia†	2,039,630	(a)	(b)	(a)	525,075	(b)	510,420(c)	1,035,495
Washington	1,973,895	331,235	580,848	912,083	747,825	630,613	94,104	1,472,542
West Virginia	1,062,519	155,890	364,003	519,893	423,817	350,462	...	774,279
Wisconsin†	1,255,075(f)	222,595	292,745	518,069(c)	602,617	728,403	11,838	1,342,858
Wyoming†	134,875	44,284	33,914	78,198	74,249	44,008	...	118,257
Guam†	23,483	17,494	N.A.	17,494	N.A.	N.A.	N.A.	20,720
Puerto Rico	1,555,504	(a)	(a)	(a)	563,609(h)	658,856(i)	69,654(j)	1,292,119
Virgin Islands†	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.

*Figures are for 1972 except where indicated: †1970; †1971; †1973.

N.A.—Not available.

(a) No primary held. Alabama, Arkansas, Connecticut, Delaware, Indiana, Mississippi, South Carolina, Virginia, Puerto Rico: candidates nominated in party convention; New York, Oklahoma: candidates nominated without opposition; Rhode Island, South Dakota, Utah: no primary unless contest for office.

(b) No candidate.

(c) Includes scattered votes. California: 32,679; Iowa: primary, American Party, 670; General Election, 48; Missouri: non-partisan candidate, 1,093; North Carolina: American Party, 586; Virginia: write-in, 317; Wisconsin: American Party, 2,729.

(d) Figures shown are for first primary. Second primary—Florida: Republicans, 358,997; Democrats, 759,183; total, 1,118,180. Louisiana: Democrats only 1,164,036; Mississippi: Democrats only 719,188.

(e) Figures from survey, January 1973.

(f) Registration required. Ohio, Wisconsin: in cities and counties over a specified size; Mississippi: no central records maintained; Minnesota, Missouri: in cities and counties over a specified size, no central records maintained.

(g) Registration not required.

(h) New Progressive Party.

(i) Popular Democratic Party.

(j) Puerto Rican Independence Party.

CONSTITUTIONAL QUALIFICATIONS FOR ELECTION TO STATE OFFICE

State	Governor and Lieutenant Governor					Legislature					
	Age	U.S. citizen, number of yrs.	State citizen	State resident	Other	Age		State, resident		District resident, House & Senate	Other
			Number of yrs.			House	Senate	House	Senate		
Alabama.....	30	10	7	...	...	21	25	3	3	1	...
Alaska.....	30	7	...	7	(a)	21	25	3	3	1	(a)
Arizona.....	25	10	5	...	...	25	25	3	3	1	(b)
Arkansas.....	30	(c)	...	7	...	21	25	2	2	1	(b)
California.....	...	5	...	5	(a)	...	...	3	3	1	(a, b)
Colorado.....	30	(c)	...	2	...	25	25	...	...	1	(b)
Connecticut.....	30	...	...	...	(a)	21	21	...	...	(d)	(a)
Delaware.....	30	12	...	6	...	24	27	3	3	1	...
Florida.....	30	...	...	7	...	21	21	2	2	(d)	(b)
Georgia.....	30	15	6	...	...	21	25	2	4	1	(b)
Hawaii.....	30	...	...	5	(a)	Age of majority		3	3	...	(a)
Idaho.....	30	(c)	...	2	...	...	...	...	...	1	(a, b)
Illinois.....	25	(c)	...	3	...	21	21	...	...	2	(b)
Indiana.....	30	5	...	5	...	21	25	2	2	1	(b)
Iowa.....	30	(c)	...	2	...	21	25	1	1	60 days	(b)
Kansas.....	...	...	...	...	...	...	...	...	...	(d)	(a)
Kentucky.....	30	...	6	6	...	24	30	2	6	1	(f)
Louisiana.....	30	10	10	...	...	...	25	...	...	2	(a, f)
Maine.....	30	15	...	5	(g)	21	25	1	1	3 mo.	(b)
Maryland.....	30	...	...	5	(h)	21	25	3	3	1	(f)
Massachusetts.....	...	...	...	7	...	...	...	...	5	(d)	...
Michigan.....	30	...	...	1	(h)	21	21	...	...	(d)	(a, i)
Minnesota.....	25	(c)	...	...	...	...	...	1	1	6 mo.	(a)
Mississippi.....	30	20	...	5	...	21	25	4	4	2	(a)
Missouri.....	30	15	...	10	...	24	30	2	3	1	(a)
Montana.....	25	(c)	...	2	...	...	...	1	1	6 mo.	...
Nebraska.....	30	(c)	5	5	...	...	...	...	...	1	(a)
Nevada.....	25	...	...	2	(a)	...	...	...	...	...	(a)
New Hampshire.....	30	...	...	7	...	...	30	...	7	(d)	...
New Jersey.....	30	20	...	7	...	21	30	2(f)	4(f)	1	(a)
New Mexico.....	30	(c)	...	5	...	21	25	...	...	(d)	...
New York.....	30	(c)	...	5	...	...	...	5	5	1	(b)
North Carolina.....	30	5	...	2	...	...	25	...	2	1	(a)
North Dakota.....	30	(c)	...	5	(a)	21	25	2	2	(d)	(a)
Ohio (e).....	...	...	...	...	(a)	...	...	1	1	(d)	...
Oklahoma.....	31	(c)	...	...	(h)	21	25	...	...	(d)	(a, i)
Oregon.....	30	(c)	...	3	...	21	21	...	...	1	(b)
Pennsylvania.....	30	(c)	...	7	...	21	25	4(f)	4(f)	1	...
Rhode Island.....	...	...	...	...	(a)	...	...	...	...	...	(a, j)
South Carolina.....	30	5	5	5	...	21	25	...	...	...	(a)

South Dakota.....	30	(c)	...	2	(a)	25	25	...	...	2	(a)
Tennessee (k).....	30	(c)	7	...	...	21	30	3	3	1	(b)
Texas.....	30	(c)	...	5	...	21	26	2	5	1	(a, b)
Utah†.....	30	...	5	5	(a)	25	...	3	3	1	(a, b)
Vermont.....	...	...	...	4	...	...	30	2	...	(d)	...
Virginia.....	30	(c)	...	5	(h)	21	21	...	...	(d)	...
Washington.....	...	(c)	...	...	(a)	...	...	...	...	...	(a, b)
West Virginia†.....	30	...	5	...	...	...	25	5	5	1	(a, j)
Wisconsin.....	...	(c)	...	...	(a)	...	...	...	...	1	(a)
Wyoming†.....	30	(c)	...	5	(a)	21	25	...	...	1	(b, f)

This table was developed by the Council of State Governments from materials carried in previous publications and state constitutions.

† The State does not provide for Office of Lieutenant Governor.

(a) Must be a qualified voter.

(b) U.S. citizen. Maine: 5 years.

(c) Number of years not specified.

(d) Reside in district, no time limit. Massachusetts: House, 1 year; Vermont: House, 1 year.

(e) Kansas and Ohio have no constitutional qualifications for the office of Governor; however, they provide that no member of Congress or other person holding a state or federal office shall be Governor.

(f) Citizen of State. Louisiana: 5 years.

(g) Governor must be resident of the State during the term for which he is elected.

(h) Must be qualified voter: Maryland, 5 years; Michigan, 4 years; Oklahoma, 10 years; Virginia, 5 years.

(i) No person convicted of a felony for breach of public trust within preceding 20 years or convicted for subversion shall be eligible.

(j) No bribery convictions.

(k) Office of Lieutenant Governor was created by statute. He is chosen by members of Senate of which he is a member and the office bears the title of Speaker. The Speaker must reside one year immediately preceding his election in the county or district he represents.

LIMITATIONS ON CAMPAIGN CONTRIBUTIONS AND EXPENDITURES

State or other jurisdiction (a)	Applies to		Filing of campaign statements required				Required times for filing statements	Contributions prohibited			Restrictions on expenditures		
	Elections*	Candidates†	Receipts by parties	Receipts by candidates	Disbursements by parties	Disbursements by candidates		By corporations	By unions	Restrictions on amounts and sources‡	Character	Total by candidate	Total on behalf of candidate
Alabama.....	P, G	1,2,3,4,5	No	Yes	No	Yes	Within 15 days after primary and 30 days after general election	Yes	No	Solicitation from state employees and candidates prohibited	Yes	Yes(b)	No
Arizona.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Receipts and expenditures within 10 days after primary and within 30 days after general or special election	Yes	Yes	No	No	Yes(c)	Yes(c)
Arkansas.....	P, G	1,2,3,4,5	No	No	No	Yes(d)	Political practice pledge before election; within 60 days after both primary and general election	No	No	Solicitation from state employees prohibited	No	No	No
California.....	P, G(e)	1,2,3(f)	Yes	Yes	Yes	Yes	Candidate and committee treasurer: 25th day and 7th day before election; 38th day after election for candidate. Initiative-referendum: 35th day after qualification or non-qualification of a measure, 32nd day and 11th day before election, 45th day after election. No statement required unless total contributions are \$500 or more	No	No	Anonymous contributions of \$100 or more are to be deposited in the state general fund. No contribution of \$500 or more shall be made in cash	No	No	No
Colorado.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	For a candidate within 10 days after primary and within 30 days after general or special election; for a committee within 30 days after general election only	No	No	No	No	No	No
Connecticut.....	P, G	1,2,3,4,5	Yes	Yes(g)	Yes	Yes(g)	Within 30 days after election	Yes	No	Contributions by person under an assumed name and solicitation of candidates prohibited	Yes	No	No
Florida.....	P, G(e)	1,2,3,4,5(f)	Yes	Yes	Yes	Yes	Candidate and committee treasurers: 1st Mon. of each calendar quarter until 40th day before election. After 40th day, Mon. of each week before, and 5th day before. Final report 45 days after last election in election year, 30 days later and 60 days thereafter until account balances "0"	No	No	Limit of: \$3,000 contribution from any one person for statewide office and \$2,000 for congressional office, \$1,000 legislative or local candidate	Yes	Yes	Yes

Georgia.....	P, G	1,2,3,4,5	No	No	No	No	None	No	No	No	Anonymous contribu- tions prohibited	No	No	No
Hawaii.....	P, G	1,2,3,4,5	Yes	Yes	Yes(h)	Yes	Within 20 days after primary if loser; if win- ner then 20 days after general election	No	No	No		No(i)	No(i)	No(i)
Illinois.....	P, G	1,2,3,4,5	No	No	No	No	None	(j)	No	No	Solicitation from cer- tain classes of state em- ployees prohibited if done during working hours	No	No	No
Indiana.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Within 45 days after election	Yes	Yes	Yes	Solicitation from state employees and candi- dates and contributions under assumed name prohibited	Yes	Yes	Yes
Iowa.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidates, political committee: 20th day of Jan., May, July and October	Yes	No(k)	No	Solicitation from state employees prohibited	No	Yes	No
Kansas.....	P, G	1,2,3	Yes	Yes	Yes	Yes	30 days after election.	(l)	No	No	No	Yes	Yes	No
Kentucky.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	December 31 for parties Candidates for state of- fice: 30 days and 10 days prior to election and 30 days after; can- didates for local office: 10 days before and 30 days after; parties: 30 days after primary and general elections	Yes	No	No	Solicitation from state employees and anony- mous contributions pro- hibited	No	No	No
Louisiana.....	P, G	1,2,3,4,5	No	No	No	No	None	Yes	No	No	Solicitation from cer- tain state and city em- ployees prohibited	No	No	No
Maine.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Report within 45 days after election	No	No	No	Contributions by per- sons under a fictitious name prohibited	Yes	Yes	Yes
Maryland.....	P, G	1,2,3,4,5	Yes	Yes	Yes(h)	Yes	7 days preceding an election and a number of times following an election	No	No	No	Limit of \$2,500 contri- bution by any one source not a candidate in any election and con- tributions under ficti- tious name prohibited	Yes	Yes(m)	Yes
Massachusetts...	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidate and com- mittee: 10th day of March, June, Sept., 15th and 5th days be- fore election and 30 days after primary and general elections; de- pository the 5th and 20th of each month	Yes	No	No	Individual contribu- tions during year are limited to \$3,000 to one candidate, \$3,000 to one party, and \$3,000 to nonelected political committees not orga- nized in behalf of any candidate. Solicitations from public officers or employees and candi- dates and contribu- tions under fictitious name prohibited	Yes	Yes	Yes

LIMITATIONS ON CAMPAIGN CONTRIBUTIONS AND EXPENDITURES—Continued

State or other jurisdiction	Applies to		Filing of campaign statements required				Required times for filing statements	Contributions prohibited			Restrictions on expenditures		
	Elections*	Candidates†	Receipts by parties	Receipts by candidates	Disbursements by parties	Disbursements by candidates		By corporations	By unions	Restrictions on amounts and sources‡	Character	Total by candidate	Total on behalf of candidate
Michigan.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	10 days after primary election caucus or convention; 20 days after general election	Yes	No	Contributions may not be received from an anonymous source and solicitation from candidates prohibited	Yes	Yes	Yes
Minnesota.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	8 days before and within 10 days following primary; 8 days before and 10 days following general election	Yes	No	Solicitation from candidates prohibited	Yes	Yes	Yes
Mississippi.....	P	1,2,3,4,5	No	Yes	No	Yes	Contribution statements: by 5th day of each month person is candidate. Expenditure reports: within 60 days of election	No	No	Solicitation from candidates illegal	No	Yes	No
Missouri.....	P, G	1,2,3,4,5	Yes	No	Yes	Yes	Within 30 days after election	Yes	No	Solicitation from candidates illegal	No	Yes	Yes
Montana.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidates: within 15 days after election; parties: within 10 days after election	Yes	No	Solicitation from state employees and candidates and contributions under fictitious name prohibited	No	Yes(n)	Yes
Nebraska.....	P, G	1,2,4,5	Yes	Yes	Yes	Yes	Candidates: 15 and 5 days before, 20 days after election; committees: 15 and 5 days before, 20 days after election	No(o)	No	Individual contributions are limited to \$1,000 to a treasurer of a committee for any one campaign	Yes	No	No
Nevada.....	P, G	2,3	No	No	No	Yes	15 days after a primary and 30 days after a general election	No	No	.....	No	Yes	Yes
New Hampshire.	P, G(p)	1,2,3,4,5	Yes	Yes	Yes	Yes	1st statement 6 days before; 2nd, 10 days after election (q)	Yes	Yes	Any partnership as such or any partner acting in behalf of such partnership; any person employed in the classified service of the State; a personal contribution in excess of \$5,000 except by candidate himself; or a contribution if made anonymously, or in guise of a loan, or concealed, or without knowledge of candidate or his agents or political committee prohibited	Yes	Yes(r)	Yes

New Jersey.....	P, G (e)	1,2,3,4,5(f)	Yes (s)	Yes (s)	Yes (s)	Yes(s)	By campaign treasurers of candidates, organizations, and individuals (t): 25th day and 7th day before election, 15th day after election, and every 60 days thereafter until final accounting. By depositories: 15th day after election	Yes (j)	No	Contribution by or solicitation of any non-elected public officer or employee excepting those whose terms are fixed by law is forbidden. Anonymous, pseudonymous, or otherwise disguised contributions forbidden	Yes	No (u)	Yes (u)
New Mexico.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidates: within 10 days after election; parties: within 30 days after election	No	No	No money of political party may be spent on behalf of primary candidate	No	No	No
New York.....	P, G	1,2,3,4,5(i)	Yes	Yes	Yes	Yes	1st report 10 days before election; 2nd, 20 days after election; final Jan. 2	Yes	No	Contributions by owners of polling places barred; solicitation from candidates and state employees and contributions from persons under fictitious names prohibited	No	Yes	Yes
North Carolina..	P, G	1,2,3,4,5	Yes	Yes(v)	Yes	Yes(v)	1st report 10 days before election; final, 20 days after election	Yes	No	No	No	No	No
North Dakota...	P, G	1,2,3,4,5	No	No	No	No	None	Yes	No	Contribution made or received under other than the donor's own name and solicitation from candidates prohibited	Yes	Yes	Yes
Ohio.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	By 4:00 p.m. 45th day after election	Yes	No	Solicitation from state employees and candidates prohibited	Yes	Yes	No
Oklahoma.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidates: within 15 days after any general election; party campaign committees: within 15 days after any general election	Yes	No	Individual contributions are limited to \$5,000 and those by persons under a fictitious name prohibited	No	No	No
Oregon.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Not more than 10 and not less than 7 days before election	(l)	No	State employees may not solicit contributions during working hours. Any payments in false name prohibited	Yes	Yes(n)	Yes(w)
Pennsylvania....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	30 days after primary and general elections	Yes	Yes	Contributions may not be solicited from civil service employees and those employed by the Game Commission, State Board of Vocational Rehabilitation, and Board of Parole or be given by persons under a fictitious name	Yes	No	No

LIMITATIONS ON CAMPAIGN CONTRIBUTIONS AND EXPENDITURES—Concluded

State or other jurisdiction	Applies to		Filing of campaign statements required				Required times for filing statements	Contributions prohibited			Restrictions on expenditures		
	Elections*	Candidates†	Receipts by parties	Receipts by candidates	Disbursements by parties	Disbursements by candidates		By corporations	By unions	Restrictions on amounts and sources‡	Character	Total by candidate	Total on behalf of candidate
South Carolina...	P, G	1,2,3,4,5	No	No	No	Yes	Before elections and after elections	No	No	No	Yes	No	No
South Dakota...	P, G	1,2,3,4,5	Yes	No	Yes	Yes	Within 30 days after elections	Yes	No	No	Yes	Yes(x)	Yes
Tennessee.....	P, G	1,2,3,4,5	No	No	Yes	Yes	Candidate's and manager's statements: within 30 days after election	Yes	No	No	No	No	No
Texas.....	P, G(e)	1,2,3,4,5(f)	Yes	Yes	Yes	Yes	1st report not earlier than 40th and not later than 31st day; 2nd, not earlier than 10th and not later than 7th day before election; 3rd not later than 31st day after election. Further statements are required at specified intervals until final account	Yes	Yes	Solicitation from employees of certain govt'l. agencies prohibited. Contributions by persons holding a license to make, distribute, or sell alcoholic beverages prohibited	Yes	No	No(y)
Utah.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	10th day of June, July, August and September	Yes	No	Solicitation from candidates illegal	Yes	Yes(z)	Yes(z)
Vermont.....	P	1,4,5	No	Yes	No	Yes	Within 10 days after primary election	No	No	No	Yes	Yes	Yes
Virginia.....	P, G	1,2,3,4,5	No	Yes	No	Yes	Candidates' treasurers; no earlier than the 14th day and no later than the 7th day prior to election, 30 days after election or prior to taking office, whichever is first; if any unpaid bills or deficits remain—60 days after election; if any unpaid bills or deficits remain when 60 day report is filed—6 months after election; if any unpaid bills or deficits remain when 6 month report is filed—1 year after election	No	No	No	No	No	No
Washington.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	19th and 5th days before election; within 10 days after primary election, 21 days after date of all other elections	No	No	Contributions from out-of-state political committee unless contribution reported to Public Disclosure Commission	No	No	No

West Virginia...	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Not less than 7 nor more than 15 days before, 30 days after all elections	Yes	No	Limitation on individual contributions and prohibition on soliciting contributions from state employees and candidates	Yes	No	Yes
Wisconsin.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Candidates: Tues. preceding election; parties: Tues. after election	Yes	No	Contributions by cooperative associations and solicitation from state employees and candidates prohibited	Yes	Yes	Yes
Wyoming.....	P, G	1,2,3,4,5	Yes	Yes	Yes	Yes	Within 30 days after election	Yes	No	Solicitation from state employees prohibited	Yes	Yes(aa)	Yes
Dist. of Columbia	P, G	5	Yes	Yes	Yes	Yes	Within 30 days after election	No	No	Limit of \$5,000 from any one person; no independent committee shall receive contributions aggregating more than \$100,000	No	Yes	No
Guam.....	P, G	2	Yes	Yes	Yes	Yes	Within 15 days after election	No	No	Solicitations from classified civil service employees prohibited	Yes	Yes	Yes
Puerto Rico.....	G	1,2,3	Yes	Yes	Yes	Yes	Quarterly: within 30 days after expiration of each quarter	Yes	No	Individual contributions are restricted up to the amount of \$600 in an election year and \$400 in other years	(ab)	No	No

*P—primary election; G—general election.

†The following numbers are used as codes for the following offices: 1, statewide; 2, State Senator; 3, State Representative; 4, United States Senator; 5, United States Representative.

‡This column does not include procedural limitations such as prohibitions on making gifts directly to candidates shortly before elections.

(a) No limitation on campaign contributions and expenditures in Alaska, Delaware, Idaho, Rhode Island, American Samoa, TTP1, and Virgin Islands.

(b) Newspaper, television, and radio advertising exempt.

(c) Expenditures limited at primary election only, exclusive of money expended for stationery, postage, printing, and advertisements in newspapers, motion pictures, radio and television broadcasts, outdoor advertising signs, and necessary personal, traveling, or subsistence expenses.

(d) Statements must contain all disbursements greater than \$25.

(e) Also to special, municipal, and school elections.

(f) Also to candidates for county, municipal, and school district offices, and to all public questions.

(g) Only if candidate incurred personal expense; but if he is required to file, he must include everything including receipts.

(h) By agent and/or committee acting on behalf of any candidate.

(i) Does not apply to candidates covered by the federal campaign expenditure statute.

(j) Illinois: by insurance corporations only; New Jersey: by public utilities, banks, and insurance corporations.

(k) State statute prohibits contribution only if union is a corporation.

(l) Certain corporations only.

(m) Personal funds only.

(n) Expenditures of relatives and associates deemed to be those of candidate himself.

(o) Contributions are not prohibited, but are required to be reported. Strict penalties can

be imposed for failure to comply.

(p) Excludes presidential preference and delegate primaries.

(q) Candidates for State Senator or Representative to the General Court, Councilor or county officers who have expended a sum in excess of \$200 are required to file second statement only (if not later than 2nd Friday after primary or election).

(r) Candidate's contribution to the state committee, his filing fee, personal travel and subsistence expenses, or services of his regular employees in discharging duties of a public office are exempt.

(s) Also receipts and expenditures of political committees and political information organizations.

(t) The law requires that all money be channeled through a campaign treasurer; except that an individual may spend his own money and, if the amount is over \$100, file his own report.

(u) Fifty cents per voter voting at the last presidential election in district where candidate is running.

(v) Only in primary election.

(w) Congressional and statewide offices: 15 cents times number of registered voters eligible to vote. All others: 25 cents times registered voters or \$1,000, whichever is greater, or media expenditures.

(x) Printing or circulation of written or printed matter exempted.

(y) Individuals acting alone may make direct expenditures of up to \$100 in behalf of candidates.

(z) Governor, Secretary of State, Attorney General.

(aa) Traveling expenses exempted.

(ab) Act No. 11, 1957, created an electoral fund against which each principal political party in the Commonwealth can draw up to \$75,000 annually, or up to \$150,000 in election years. The act enumerates the character of the expenditures which can be paid from the fund.

PROVISIONS FOR REFERENDUM ON STATE LEGISLATION

State or other jurisdiction	Established by constitutional provision	Basis of referendum (a)	Petition requirement (b)	Referendum provisions are also available to all or some local government units (c)
Alaska.....	★	Petition of people	10% of votes cast in last general election for Governor and resident in at least $\frac{3}{4}$ of election districts	★
Arizona.....	★	Petition of people Submitted by Legislature	5% of qualified voters	★
Arkansas.....	★	Petition of people	6% of votes cast in last general election for Governor	★
California.....	★	Petition of people (d) Constitutional requirement	5% of votes cast in last general election for Governor	★
Colorado.....	★	Petition of people Submitted by Legislature	5% of votes cast in last general election for Secretary of State	★
Florida.....	★	Constitutional requirement	.....	...
Georgia.....	★ (e)	Submitted by Legislature Constitutional requirement	.....	★
Idaho.....	★	Petition of people	10% of votes cast in last general election for Governor	★
Illinois.....	★	Submitted by Legislature	.....	★
Iowa.....	★	Constitutional requirement	.....	★
Kansas.....	★	Constitutional requirement	.....	...
Kentucky.....	★	Petition of people (f) Constitutional requirement	5% of votes cast in last general election for Governor	★
Maine.....	★ (e)	Petition of people Submitted by Legislature Constitutional requirement	10% of votes cast in last general election for Governor	★
Maryland.....	★ (e)	Petition of people Submitted by Legislature	3% of votes cast in last general election for Governor	★
Massachusetts..	★	Petition of people	2% of votes cast in last general election for Governor	★
Michigan.....	★	Petition of people Submitted by Legislature Constitutional requirement	5% of votes cast in last general election for Governor	★
Missouri.....	★	Petition of people Submitted by Legislature	5% of legal voters in each of $\frac{3}{4}$ of congressional districts	★
Montana.....	★	Petition of people Submitted by Legislature	5% of total qualified electors and 5% in at least $\frac{1}{4}$ of legislative districts	★
Nebraska.....	★	Petition of people	5% of votes cast in last general election for Governor	★
Nevada.....	★	Petition of people	10% of votes in last general election	★
New Hampshire..	★	Submitted by Legislature	.....	...
New Jersey.....	★	Submitted by Legislature Constitutional requirement	.....	★
New Mexico.....	★	Petition of people Constitutional requirement	10% of votes cast in last general election for Governor	...
New York.....	★	Constitutional requirement	.....	...
North Carolina..	★	Submitted by Legislature Constitutional requirement	.....	...
North Dakota...	★	Petition of people	7,000 signatures	...
Ohio.....	★	Petition of people Constitutional requirement	6% of electors	★
Oklahoma.....	★	Petition of people Submitted by Legislature Constitutional requirement	5% of votes cast for state office receiving largest number of votes in last general election	★
Oregon.....	★	Petition of people Submitted by Legislature	5% of votes cast in last election for Supreme Court justice	★
Rhode Island...	★	Constitutional requirement	.....	★

(a) Three forms of referendum exist: (1) Petition of people—the people may petition for a referendum, usually with the intention of repealing existing legislation; (2) Submitted by Legislature—the Legislature may voluntarily submit laws to the electorate for their approval; and (3) Constitutional requirement—the state constitution may require certain questions to be submitted to the people, often debt authorization.

(b) In each State where referendum may occur, a majority of the popular vote is required to enact a measure. In Massachusetts the measure must also be approved by at least 30 percent of the ballots cast.

(c) In addition to those listed in this column, the following

States have a referendum process that is available only to local units of government: Kansas, home rule cities; Minnesota, North Carolina, Pennsylvania, South Carolina, Texas, Virginia, West Virginia, and Wyoming.

(d) Amendments or repeals of initiative statutes by another statute must be submitted to the electorate for approval unless the initiative statute provides to the contrary.

(e) The type of referendum held at the request of the Legislature is not established by a constitutional provision.

(f) Applies only to referendum on legislation classifying property and providing for differential taxation on same.

CONSTITUTIONS AND ELECTIONS
PROVISIONS FOR REFERENDUM—Concluded

49

<i>State or other jurisdiction</i>	<i>Established by constitutional provision</i>	<i>Basis of referendum (a)</i>	<i>Petition requirement (b)</i>	<i>Referendum provisions are also available to all or some local government units (c)</i>
South Carolina..	★	Submitted by Legislature Constitutional requirement	.....	...
South Dakota...	★	Petition of people	5% of votes cast in last general election for Governor	★
Utah.....	★	Petition of people	10% of votes cast in last general election for Governor	★
Vermont.....	...	Submitted by Legislature	.....	★
Virginia.....	★	Submitted by Legislature Constitutional requirement	.....	★
Washington.....	★	Petition of people Submitted by Legislature Constitutional requirement	4% of votes cast in last general election for Governor	★
Wisconsin.....	★ (e)	Submitted by Legislature Constitutional requirement	.....	★
Wyoming.....	★	Petition of people Constitutional requirement	15% of those voting in last general election and resident in at least $\frac{3}{8}$ of counties of State	★
Puerto Rico.....	...	Submitted by Legislature	.....	...
Virgin Islands...	★	Submitted by Legislature Constitutional requirement	.....	★

THE BOOK OF THE STATES

INITIATIVE PROVISIONS FOR STATE LEGISLATION

<i>State</i>	<i>Type (a)</i>	<i>Established by constitutional provision</i>	<i>Petition requirement (b)</i>	<i>Initiative provisions are also available to all or some local government units (c)</i>
Alaska.....	D	X	10% of those voting in the last general election and resident in at least $\frac{2}{3}$ of election districts	X
Arizona.....	D	X	10% of qualified electors	X
Arkansas.....	D	X	8% of those voting in the last general election for Governor	X
California.....	D	X	5% of votes cast in the last general election for Governor	X
Colorado.....	B	X	8% of votes cast in the last general election for Secretary of State	X
Idaho.....	D	X	10% of votes cast in the last general election for Governor	X
Maine.....	I	X	10% of votes cast in last general election for Governor	X
Massachusetts.....	I	X	3% of votes cast in last general election for Governor	X
Michigan.....	I	X	8% of votes cast in last general election for Governor	X
Missouri.....	D	X	5% of voters in each of $\frac{2}{3}$ of congressional districts	X
Montana.....	D	X	5% of qualified electors in each of at least $\frac{1}{3}$ of legislative representative districts; total must equal 5% of total qualified electors	X
Nebraska.....	D	X	7% of votes cast in last general election for Governor	X
Nevada.....	I	X	10% of voters in last general election	X
North Dakota.....	D	X	10,000 electors	X
Ohio.....	B	X	3% of electors	X
Oklahoma.....	D	X	8% of total vote for state office receiving largest number of votes in last general election	X
Oregon.....	D	X	8% of votes cast in last election for Supreme Court Justice	X
South Dakota.....	I	X	5% of votes cast in last general election for Governor	X
Utah.....	B	X	10% of electors (direct); 5% from majority of counties (indirect) (d)	X
Washington.....	B	X	8% of votes cast in last general election for Governor	X
Wyoming.....	D	X	15% of voters in last general election and resident in at least $\frac{2}{3}$ of counties in State	X

(a) The initiative may be direct or indirect. The direct type, designated D in this table, places a proposed measure on the ballot for submission to the electorate, without legislative action. The indirect type, designated I, requires the Legislature to act upon an initiated measure within a reasonable period before it is voted upon by the electorate. In some States both types, designated B, are used.

(b) In each State where the initiative may occur, a majority of the popular vote is required to enact a measure. In Massa-

chusetts the measure must also be approved by at least 30 percent of the ballots cast.

(c) In addition to those listed in this column, the following States have an initiative process that is available only to local units of government: Georgia, Kentucky, Louisiana, Minnesota, New Jersey, Pennsylvania, South Carolina, Texas, Vermont, Virginia and West Virginia.

(d) These requirements are established by law.

Section II

LEGISLATURES AND LEGISLATION

1. Legislative Organization
and Services
2. Legislation

Legislative Organization and Services

THE STATE LEGISLATURES

BY KARL T. KURTZ*

1. THE LEGISLATURES IN STATE GOVERNMENT

THE SAME FACTORS which have led to the renewed vigor of state government in the last several years—greater financial security of the States, the commitment of the federal government to turn back power and money to the States, and the general conviction after a generation in which governmental power had gravitated toward Washington that the federal government does not have all the answers—have also given major impetus to the regeneration of State Legislatures. Indeed, one of the themes of state government administration in recent years has been the effort of the legislative branch to assert itself as an equal and independent partner of the executive branch. This theme was restated wherever one found legislators gathered in 1973–74.

This emphasis on the independence and equality of the legislative branch has contributed substantially to two principal features of the State Legislatures in 1972–73: the major efforts made at legislative improvement, and the growing effort to assert the role of State Legislatures in state-federal relations. In the area of state-federal relations, the Legislatures have come to realize that if they are ignored in

the passage of federal legislation or the promulgation of administrative regulations it is because their voice has not been heard enough in Washington. This has led the Legislatures, working both individually and through the National Legislative Conference, to redouble their efforts to work with the National Governors' Conference and the Council of State Governments as advocates of an increased role for state government in the federal system.

The major themes of the movement for legislative improvement can be stated in abbreviated form prior to their detailed discussion. First, the reapportionment "revolution" resulting from the Supreme Court decisions of the 1960s has made a major contribution to the movement for legislative independence by producing a new generation of legislators whose characteristics reflect more accurately an increasingly urbanized population. Second, lengthened sessions of the Legislatures are tending to increase their power in relation to the executive branch. This has also increased the visibility of legislators as well as their workload. Third, sustained efforts are being made to streamline legislative rules and procedures, to alleviate the burden of an expanded workload, and to eliminate end-of-session logjams. Fourth, although compensation for legislators is still generally low, legislators have received substantial pay increases over the last decade.

Fifth, the most significant efforts toward legislative improvement have

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been made in the area of improving the Legislatures' ability to make independent judgments concerning taxation and spending by state government. This has been achieved primarily through the addition of specialized fiscal staff. Sixth, a major emerging trend is for the Legislatures to provide professional staff to their standing committees and to make the committees more effective instruments in the interim. This results from a desire to improve the quality of information and legislation available for consideration by the legislators. Seventh, the Legislatures appear to be placing more and more emphasis on overseeing the performance of the executive branch in the administration of state programs.

Each of these themes will be elaborated in detail and an attempt will be made to identify the major changes which have occurred over the last decade; to specify the changes which occurred in the 1972-73 biennium; and to signal the problems which will receive attention in coming years.

Legislative Branch Expenditures

Widespread activities of Legislatures to improve their operations, increase their pay, hire more staff, and increase office space have resulted in an absolute increase of 229 percent in total legislative branch expenditures in the States from \$140 million in the 1961-62 biennium to \$461 million in 1971-72, as reflected in Table A. Yet legislative branch expenditures as a proportion of total state expenditures on "general control" (defined as "the legislative and judicial branches of the government, the office of the chief executive, and auxiliary agencies and staff services responsible for law, recording, general public reporting, personnel administration, and the like") have declined slightly during the same period. An analysis of individual States indicates that over the past decade legislative branch expenditures have increased in proportion to the other branches of government in 21 States, while they have stayed the same or decreased in 29 States. Apparently, expenditures of the judicial and executive branches have increased at a rate at least equal to that of the legislative branch.

TABLE A
TOTAL STATE LEGISLATIVE BRANCH
EXPENDITURES AS A PROPORTION
OF TOTAL EXPENDITURES FOR
GENERAL CONTROL OF
STATE GOVERNMENT
(In thousands)

Year	Legislative branch	Total	Percent
1961-62	\$140,053	\$517,424	27.1
1963-64	158,228	600,720	26.3
1965-66	188,099	727,609	25.9
1967-68	258,486	960,116	26.9
1969-70	346,098	1,318,051	26.3
1971-72	460,689	1,787,509	25.7

Source: U.S. Bureau of the Census, *State Government Finances in 1972, Series GF72-No. 3*, U.S. Government Printing Office, Washington, D.C., 1973.

2. STRUCTURES AND PROCEDURES OF THE LEGISLATURES

Size and Apportionment

Tables 1 and 2 reveal that Minnesota has the largest Senate with 67 members, while Alaska and Nevada have the smallest with 20 members each. Alaska and Nevada also have the smallest lower houses with 40 members each, while by far the largest lower house is New Hampshire's with 400 members. Eight States altered the size of at least one house of the Legislature during the 1972-73 biennium, but most of these were minor adjustments of one or two seats brought about by reapportionment considerations. The only change in size of greater than 10 percent occurred in Florida where the Senate was reduced from 48 to 40 members.

During the 1972-73 biennium, 28 States reapportioned at least one house of their Legislature. The largest percent deviation of district population from total population equality was 45.47 percent in the Wyoming House, while the smallest was 0.0 percent, achieved in both the House and Senate in Iowa and Michigan. However, percentage deviation from absolute equality of district population generally clustered between 2 and 6 percent.¹

One result of the one man, one vote

¹For a much more detailed treatment of reapportionment activities following the 1970 Census, see the Council of State Governments, *Reapportionment in the Seventies* (Lexington, Kentucky: January 1973).

principle has appeared in the characteristics of the legislators themselves. While other factors have doubtless been influential, reapportionment has been the major factor leading to an influx of younger, more urban and suburban, and more minority group legislators to the state capitols.

The extent of the conflict between the Legislatures and the courts is partially indicated by the fact that in 15 of the States the final apportionment plan in effect at the end of 1973 was carried out by some agency, usually a court, other than the one with the initial responsibility for reapportionment, usually the Legislature (see Tables 1 and 2). This occurred whenever the courts found the plan drawn by the Legislatures unacceptable, or when the Legislature was unable to agree on a plan.

Four Supreme Court cases handed down in 1973 are of substantial importance to Legislatures. They indicate that the Court is beginning to draw the line on its application of the one man, one vote principle. In the most important of these cases, *Mahan v. Howell*, involving a Virginia reapportionment plan, the Court shifted its emphasis from the principle of equality of districts set forth in *Reynolds v. Sims* to another principle also stated in *Reynolds*. In *Reynolds*, the Court had suggested that in state legislative apportionment, substantial consideration may be given to preserving the integrity of political subdivision lines. In the *Mahan* decision, the Supreme Court pointed out that the Virginia Legislature had considerable responsibility for local legislation and that therefore consideration for local political boundaries in deciding the size of constitutionally acceptable deviations was particularly justified. The Court did not, however, specifically decide how much deviation will be allowed on this basis.

In a Connecticut case, *Gaffney v. Cummings, et al.*, the Supreme Court ruled that a "political fairness principle," designed to achieve a rough approximation of the statewide political strengths of the two major parties in the drawing of legislative district boundaries, did not violate the equal protection clause. The Court

said that reapportionment plans which are within tolerable population limits should not be invalidated because they take into account political considerations.

In a 1972 Minnesota case, the Supreme Court established the principle that its concern for apportionment based upon equality of population did not extend so far that the lower courts could order radical changes in the size of a State's Legislature. In the course of a reapportionment decision in late 1971, a federal district court had maintained that the one man, one vote principle could not be adhered to given the existing size of the Minnesota Legislature. The district court therefore ordered the Minnesota Senate to reduce its size from 67 to 35 and the House from 135 to 105. The Supreme Court struck down this decision in *Sixty-Seventh Minnesota State Senate v. Richard A. Beers, et al.*, saying that "such radical surgery in reapportionment" was unprecedented.

Finally, in *White, Secretary of State of Texas v. Regester*, the Supreme Court signalled that its string of state-by-state reapportionment decisions on the validity of each specific reapportionment plan adopted might be coming to an end. In overturning a district court decision, the Supreme Court said that the Court should not become "bogged down" in deciding reapportionment cases with "minor deviations."

Legislative Sessions

One of the most frequently recurring themes of the movement for legislative improvement has been the attempt to increase both the amount and the flexibility of time available to Legislatures. This has been achieved in many States by such means as instituting annual rather than biennial sessions, relaxing constitutional restrictions on the length of sessions, giving the Legislature the authority to call itself back into special session, imposing deadlines for the various stages of the legislative process so as to avoid logjams and, particularly in recent years, making greater use of pre-session periods. Consequences of this greater flexibility include less time when the Legislature is not in session, a larger workload and more time on official duties for legislators, and

greater visibility in the public eye for the Legislature.

During the 1972-73 biennium, Montana, Ohio, and Wyoming switched to annual sessions. North Carolina also decided to experiment with an annual session in 1974 without changing its constitution. In addition, Minnesota removed constitutional limitations on how the maximum number of days in session can be used. This is likely to result in what Minnesota has termed a "flexible" session in which the total days of session time are divided between two years. This is, in effect, an informal annual session system similar to that already in existence in Arkansas, Tennessee and Vermont. This brings to 42 the number of States which, by formal or informal arrangements, will hold regular sessions in both 1974 and 1975 (see Table 11). This contrasts with the 1962-63 period when only 20 States had annual sessions. Annual session amendments were defeated by voters in Alabama in 1972 and in Kentucky and Texas in 1973.

California and Washington also experimented with new types of sessions during 1972-73. In 1972, California voters approved a continuous, two-year Legislature. The effect of this change is to make California much like the U.S. Congress and the Legislatures of Michigan, New Jersey, and Pennsylvania in that they meet virtually year-round and bills carry over from one session to the next.

By informal agreement with the Governor, the Washington Legislature has overcome its limitation of a 60-calendar-day session in odd-numbered years by developing a system for extending special sessions. Thus during 1973 and 1974, the Washington Legislature held "mini" special sessions about a week in length when it had a calendar developed through interim committee work.

Ohio and Montana have adopted new constitutional procedures whereby the Legislature can call itself back into special session, but there are still 26 States where the Legislature cannot go into special session independently of the call of the Governor.

Along with these changes in the frequency with which the Legislatures meet,

has come an increase in the actual number of days spent in session, both regular and special. A recent comparison of the 1964-65 and 1971-72 bienniums shows that the total number of days spent in regular and special sessions increased by 20 or more days in 25 States, while it decreased 20 or more days in three States.

Pre-session activities are another means of expanding the time available to legislators in session. The earliest and most widespread form of pre-session activity was the pre-filing of bills, shown in Table 8. More recently, pre-session activities have been expanded to include the election of leaders, appointment of committee members, committee hearings, and consideration of legislation by committees. A survey completed in 1972 showed that one half the States select their legislative leaders, either formally or informally, prior to the session. Twenty-two States make appointments to regular standing committees prior to the opening of the session.

Fourteen States allow committees to draft legislation prior to the session, and 13 permit hearings on bills to be conducted. In only two States, Florida (Senate only) and Wyoming, are the committees permitted to vote to report legislation on the floor before the Legislature convenes.

Committees

One of the reforms most frequently urged on Legislatures has been the reduction of the number of committees. A recent comparative analysis of legislative committee systems indicates that the fewer the number of committees, the more likely the committee system will perform effectively. Reducing the number of committees, it is argued, leads to a more rational division of labor among legislators, the development of expertise and specialized knowledge, a greater likelihood of adequate staffing, and more rooms for committee meetings.²

²See Alan Rosenthal, "Legislative Committee Systems: An Exploratory Analysis," *Western Political Quarterly*, XXVI, June 1973, 252-62; and Malcolm E. Jewell, "Trends in the Organization of State Legislative Committees," Select Committee on Committees, U.S. House of Representatives, Washington, D.C., 1973.

The Legislatures have been undertaking this reform gradually over the last decade. Table 7 reveals that there are now 30 Houses and 39 Senates which have 20 or fewer standing committees (including joint committees). This contrasts with 18 Houses and 22 Senates a decade ago. During the 1972-73 biennium, six States made substantial reductions in the number of committees in both houses of their Legislature, and another 11 made reductions in one house or the other. The most sweeping changes were made in Arkansas and Texas. In Arkansas, the number of committees was reduced from 26 and 25 in the House and Senate respectively to 10 in each house, and in Texas from 46 to 21 in the House and from 27 to 9 in the Senate.

Another recent trend has been to make the structure of the committees and their jurisdictions parallel between the houses. There are 12 States where the committees are the same or almost the same in both houses. Connecticut and Maine are the only States which make exclusive use of joint committees, while Massachusetts has primarily joint committees.

As the number of committees has been reduced and their subject matters made more uniform between houses, more States appear to be adopting uniform rules of committee procedure. Table 7 indicates that there are now 24 States which have adopted uniform rules of committee procedure.

Debate over opening committee meetings to the public has intensified. Several organizations have strongly advocated absolute open meetings laws which would preclude all closed-door sessions of committees or caucuses. One difficulty with such prescriptions from the legislators' standpoint is that they eliminate the freedom of discussion which is said to be possible behind closed doors. Also, it has proven difficult to write open meetings laws so that legitimate private conversations between individual legislators and other public officials concerning public business are not outlawed. Thus, considerable effort has gone into the search for suitable compromise language.

Florida was the first State to adopt an extensive and widely publicized "sun-

shine law" in 1967, but most States were slow to follow suit until the 1972-73 period when 18 either enacted new legislation or amended old legislation concerning open meetings. Probably the most extensive of these laws was passed in Colorado, but it has generated a great deal of criticism from legislators for what are felt to be unrealistic restrictions. Noteworthy efforts toward effective compromise language were made in legislation passed by Texas and Oregon.

Closely related to the open meetings controversy is the issue of access to information. A number of States took steps in 1972 and 1973 to require recordings, minutes, or summaries of all meetings to be made available to the public and to require roll call votes in committees to be recorded.

Another major trend involving committees has been to make the Legislatures more continuous by expanding their interim activities. Interim operations vary greatly. In some States the legislative council is the only interim committee. In others, the legislative council has been expanded so that all standing committees operate as subcommittees of the council. Some States appoint special interim committees, while others merge the standing committees of both houses into joint committees for the interim. A growing number simply provide that all standing committees continue to function during the interim. There are 13 States where meetings of the standing committees constitute the primary interim activities of the Legislature; in 15 other States specially appointed interim committees constitute the primary interim activity; and in 12 others there is some combination of standing committees and specially appointed interim committees.

Rules of Procedure

The rules by which bills are introduced and acted upon in the Legislature can have a significant effect on the outcome of legislation. Many States have recently enacted rules to streamline the legislative process and to attempt to avoid the traditional end-of-session logjam. There are 41 States with some type of deadline for the introduction of bills and an addi-

tional three where the House but not the Senate has a bill introduction deadline. Thirteen other States have a more elaborate system of deadlines, including limitations on when committee and floor actions both within the house of origin and from the other house may take place. Mississippi, Oklahoma, and Wisconsin have developed some of the more extensive systems of deadlines for scheduling legislative action.

A unique system for the introduction of bills was initiated in Connecticut in 1973. All bills by individual legislators are required to be introduced in proposal form and in non-legal language. Committees then decide whether the proposal should be formally drafted into a bill. This system not only reduces the workload of the bill drafting staff but also enables the committees to combine more readily the best aspects of similar proposals. In 1971, before this procedure was introduced, approximately 6,600 bills were drafted and introduced, and 1,300 passed the Legislature. In 1973, 4,800 proposals were submitted to the committees, 2,100 were drafted, and 900 passed. A number of other States have similar systems for the introduction of "skeleton" bills, but Connecticut's system is unique in its sole reliance on proposals and the potential power it gives to committees.

Facilities and Equipment

Despite substantial gains in the past decade, it must be said that legislators and their staffs are ill-housed. They are without adequate office space, lacking in room for staff, and short of committee hearing rooms. To remedy this situation without building new capitol buildings, many Legislatures are moving executive branch offices other than the Governor's out of the capitol and taking over most capitol office space themselves. During the 1972-73 period, new legislative buildings were completed and occupied for the first time in Florida and New York. Substantial renovation of the capitol, new capitol buildings, or new legislative office buildings have been either undertaken or are under serious consideration in Illinois, Michigan, Minnesota, Nebraska, Oregon, Tennessee, and West Virginia.

Legislatures are in the process of utilizing more widely new data processing equipment to aid in the legislative process. The majority of the lower houses of the Legislatures now utilize electronic roll call voting machines. Oklahoma, South Dakota, Washington, and Wisconsin were among the States adopting such machines in the 1972-73 period. Sophisticated data processing equipment is also widely used for bill-drafting and statutory retrieval purposes. By and large, however, 1972-73 was a period when already introduced technology was diffused among the States rather than a period of innovation in data processing. Although most Legislatures have access to computers under the executive branch, they generally lag far behind the executive in their use of computers for information-processing purposes.

3. THE LEGISLATORS

Terms of Service

No changes in the length of terms served by state legislators occurred in 1972-73 except in a few States where senators with four-year terms were forced to run again after only two years because of reapportionment. This was only a temporary change, however. The great majority of state senators serve four-year terms (see Table 3), while representatives in the lower house serve two years in all States except Alabama, Louisiana, Maryland, and Mississippi, where terms are four years.

Party Affiliations

Table 3 reflects the fact that the Democratic party made substantial gains in the Legislatures in 1972 and 1973. Of the 7,562 state legislators in the 50 States, 4,475 were Democrats, 3,000 were Republicans, 26 represented other parties, 49 were nonpartisan, and there were 12 vacancies as of mid-November 1973. Twenty-nine State Senates are controlled by the Democrats, 19 by the Republicans, one is evenly divided, and one is nonpartisan. The Democrats control 31 lower houses, the Republicans 17, and one is evenly divided. This Democratic predominance is, however, due to the Southern States, which, at least in the Legisla-

tures, are still dominated by one party. In only two Southern States, Florida and Tennessee, do the Republicans hold as many as one third of the seats.

Membership Turnover

High turnover in membership has always been a salient characteristic of State Legislatures. The consequence of this feature is that there is frequently an absence of any substantial number of legislators with experience and expertise in the legislative process in many States. Table 4 shows that there is a great deal of variation from State to State in the rate of turnover, and a comparison to other years would show variation from year to year. The figures for the 1971 and 1972 elections are particularly high because of the extent of reapportionment. Reapportionment tends to have the effect of making it easier to defeat incumbents because their districts have been changed as well as leading more incumbents to retire voluntarily. There were only six Senates and nine lower houses in which the ratio of new members to potential new members, i.e., the number up for election, was 30 percent or less.³

The causes of high turnover in the State Legislatures lie with (a) those factors, such as shifting party fortunes, reapportionment, and rotation agreements, which make it difficult for incumbents to get reelected and (b) those factors, such as inadequate compensation for intensive commitments of time, low prestige of the office, and ambition for higher office, which make the Legislature an unattractive office in which to serve. Of these, low compensation for the amount of time required is considered the most important.

Legislative Compensation

The raw data on legislative salaries and expense allowances is provided in Tables 5 and 6. For comparative pur-

poses these figures have been combined into an estimate of actual compensation received for regular session activity during the 1972-73 biennium in Table B. This table shows an extreme range in legislative compensation from \$200 for the biennium in New Hampshire to \$53,490 in California. As many analysts have pointed out, the most significant variable in determining size of legislative salaries appears to be state population. The only State in the top 10 in population which is not in the top 15 in salaries is Texas. Alaska and Hawaii, the two newest States and both with high costs of living, are the only small population States which rank near the top in salaries.

Despite these low biennial compensation figures in the majority of States, legislators have made quite substantial gains in salaries over the last decade. For 1962-63 the median estimated biennial compensation of legislators was \$3,950, while in 1972-73 it was \$14,520. During the 1972-73 period, 14 States increased their salaries, and 18 increased expense allowances. States with the most substantial relative increases in salaries were Minnesota, which went from \$4,800 annually to \$8,400, New York from \$15,000 to \$23,500 (effective 1975), and Georgia from \$4,200 to \$7,200.

A trend toward voter approval of legislative and executive pay raises in 1972 and early 1973 waned in the final months of the biennium as a reflection of general voter distrust of politicians. The resounding defeat of pay issues on November 1973 ballots in Rhode Island and Texas and reduction of a legislative pay raise in Washington indicated that unless this crisis of confidence ends, the trend toward improved legislative compensation may be stalled for a period of time.

Among methods of compensation, there appears to be a slight tendency for the States to move toward providing all compensation in the form of salaries and vouchered expenses and away from large, daily, unvouchered expense allowances. There are still, however, 15 States which provide compensation on a daily pay basis and 23 States which provide unvouchered expense allowances of \$20 a day or more during regular sessions.

³Turnover could also be calculated as the ratio of new members to total number of seats, in which case the figures for the Senates would be substantially lower. Such a ratio is a better indicator of the proportion of members lacking experience, while the ratio that has been used in Table 4 is a better indicator of the proportion of legislators who were defeated or chose not to run for reelection.

TABLE B

ESTIMATED BIENNIAL COMPENSATION OF LEGISLATORS, 1972-73

State or other jurisdiction	Estimated total biennial compensation*	State or other jurisdiction	Estimated total biennial compensation*	State or other jurisdiction	Estimated total biennial compensation*
ALABAMA	\$11,670	MICHIGAN	\$34,000	RHODE ISLAND	\$600
ALASKA	27,835	MINNESOTA	21,420	SOUTH	
ARIZONA	16,980	MISSISSIPPI	14,740	CAROLINA	14,300
ARKANSAS	4,380	MISSOURI	16,800	SOUTH	
CALIFORNIA	53,490	MONTANA	11,020	DAKOTA	5,000
COLORADO	15,200	NEBRASKA	9,600	TENNESSEE	18,050
CONNECTICUT	13,000	NEVADA	6,300	TEXAS	11,040
DELAWARE	12,000	NEW		UTAH	3,200
FLORIDA	27,275	HAMPSHIRE	200	VERMONT	5,500
GEORGIA	17,400	NEW JERSEY	20,000	VIRGINIA	14,190
HAWAII	28,940	NEW MEXICO	3,240	WASHINGTON	13,200
IDAHO	7,218	NEW YORK		WEST VIRGINIA	7,830
ILLINOIS	40,408	(Assembly)	43,000	WISCONSIN	
INDIANA	20,120	(Senate)	40,000	(Assembly)	20,025
IOWA	15,680	NORTH		(Senate)	20,675
KANSAS	11,970	CAROLINA	9,525	WYOMING	1,940
KENTUCKY	12,350	NORTH		AMERICAN	
LOUISIANA	16,500	DAKOTA	4,150	SAMOA	12,000
MAINE	4,308	OHIO	28,000	GUAM	43,328
MARYLAND	22,000	OKLAHOMA	18,960	PUERTO RICO	24,325
MASSACHUSETTS	36,502	OREGON	15,105	VIRGIN	
		PENNSYLVANIA	31,200	ISLANDS	21,600

*Includes salary, daily pay and unvouchered expense allowances, but excludes special session compensation, per diem interim business allowances, mileage and transportation allowances, and all vouchered expenses. In

instances where daily pay or expenses were provided, days in session were estimated for 1972-73 on the basis of days in session in 1971-72 from Table 12.

Legislative Ethics

One of the results of Watergate-related revelations of 1972-73 has been a focusing of public attention on how elections are conducted and on how legislation and administrative regulations are enacted at all levels of government. For the Legislatures this has meant efforts have intensified to solve the problems of conflict of interest, regulation of lobbyists, and financing of political campaigns. Nearly every Legislature struggled with these issues in 1973, and it is anticipated that every one that meets in 1974 will face the same problems.

At least 17 States made major efforts to deal with at least one of the three issues of campaign financing, lobbying regulation, and conflict of interest. Texas was the only State to enact major legislation touching on all three. Other noteworthy legislation included Illinois' and Alabama's conflict of interest laws and campaign financing laws in Florida, New Jersey, and Washington. Iowa, Maine, Rhode Island, and Utah have enacted tax systems whereby the taxpayer checks a box on the state tax form designating one

dollar of his taxes to his party's state committee. Seven other States provide tax credits or deductions for campaign contributions.

Satisfactory legislative solutions to these problems will be a long time in the making, simply because the distinctions between behavior that is considered moral or immoral, legitimate or illegitimate, are frequently so fine that they are difficult to write into law. In an effort to assist the Legislatures with these thorny problems, the National Legislative Conference established a Committee on Legislative Ethics and Campaign Financing which published a set of guidelines for legislation on government ethics and campaign financing.⁴

4. LEGISLATIVE STAFF SERVICES

As was predicted in the 1972-73 volume of *The Book of the States*, the early 1970s

⁴The National Legislative Conference Committee on Legislative Ethics and Campaign Financing, *Guidelines for State Legislation on Government Ethics and Campaign Financing* (Lexington, Kentucky: The Council of State Governments, 1974).

appears to be a period for the diffusion of the innovations of the 1960s in staff services to a larger number of States and for the expansion of existing staffs. Only in the area of post-audit services does there appear to be substantial change occurring.

Administrative Services

The offices of clerk and secretary are the oldest of legislative staff positions. In general they perform most of the formal functions involved in the passage of legislation, including reading of bills, calling the roll, enrolling and engrossing of bills, production of a journal, and so on. Most also serve as parliamentarian, either officially or unofficially. In most instances clerks and secretaries are formally elected by the membership of the body. There is a great deal of variation in the extent to which the positions are full time and the extent to which they are partisan or tied to the tenure of a particular leader. The gradual trend, however, appears to be toward full-time, nonpartisan, career administrators.

As the size and number of legislative staff offices have grown, a number of States have felt the need for another type of administrative service, that of management and coordination of legislative staff. For years the legislative councils, as the only significant legislative service agencies, performed this task, and in many States they continue to do so. This is true both in States where they are still the sole agency and in States where legislative service agencies have proliferated. But in a number of other States where a legislative council does not exist or, notably in Florida and Connecticut where the legislative council has been abolished, there has developed another type of agency known as a management or coordinating committee. Common functions performed by these committees include preparation of the legislative budget, employment of personnel, establishment of pay plans and job descriptions, procurement of supplies and equipment, and general coordination of the various service agencies.

States which established such joint coordinating committees in the 1972-73 bi-

ennium included Washington, which has a legislative council in its statutes though it has not been funded for the last two years, and Minnesota, whose legislative council was abolished in 1969. In California, the Joint Rules Committee has also taken on additional management responsibilities.

Research and Policy Analysis

The development of legislative management committees is closely related to the evolution of the research and policy analysis function. Until the 1960s virtually all research and policy analysis in the Legislatures was carried out either by legislative reference bureaus or by legislative council staffs.

While these agencies have a variety of names, all of them share the common features of being joint, permanent, bipartisan committees of the Legislature with staff to conduct research. All of them were created to facilitate the analysis of public policy problems by the Legislature during the interim. In many States, however, the interim research function has come to be only one of many functions, since bill drafting, management, fiscal analysis, and research during sessions have been added as part of their responsibilities. At their peak, lasting into the early 1960s, there were legislative councils in 44 States.

Toward the late 1960s, States began developing more specialized agencies, particularly for fiscal analysis. The result has been that, while the councils are still the major research agency, they are no longer the only ones carrying out research and policy analysis. At the same time, in many Legislatures demands have increased for the provision of specialized staff directly to each committee. In some States this demand has been met by expanding the council staffs and assigning personnel directly to committees, but in other States it has been done independently of the council. A further factor in some States has been the addition of partisan and personal staffs to legislative leaders, to rank-and-file members, and to the committees. All of these factors have led in about one fourth of the States to the legislative council being one among many

offices doing research and policy analysis.

These were the conditions under which five of the States abolished their legislative councils and replaced them with joint management or coordinating committees. While it can safely be predicted that more States will follow the lead of Florida, Connecticut, Kansas, Minnesota, and Washington in this regard, it is by no means inevitable that the legislative councils will disappear. In many States the councils have successfully coped with the demands for new and more specialized services by providing them within their own agencies, and there is no reason to suspect that they cannot continue to do so. In other States, particularly the ones with smaller staffs and little tradition of legislative independence, the demands for a proliferation of staff services have not yet arisen and are not likely to do so in the immediate future.

There appear to be two basic patterns by which committees are being staffed in the State Legislatures, regardless of whether partisan or nonpartisan staffs are utilized. Committee chairmen are either permitted to hire their own staff, or staff is assigned from some central agency. The central agency may be a joint management committee, the legislative council, the leader's office, or a caucus staff. The first two of these central agencies are best suited to the hiring of nonpartisan staff, while the latter two are more likely to be utilized for the hiring of partisan staff. The use of a central agency to provide committee staff is thought to result in better coordination of work and better management of the time of staff in peak and slack periods. Permitting committee chairmen to control the selection of staff, on the other hand, is believed to make staff more responsive to the committee's needs. During the 1972-73 biennium, Louisiana adopted an interesting hybrid of these two methods by requiring the legislative council director to submit the names of three qualified persons to each committee chairman who then makes the choice himself.

Legal Services

Basic legal services provided in the State Legislatures include bill drafting,

preparation of bill and law summaries, legal counsel for legislators, and revision of statutes. Table 13 shows that bill-drafting services are provided by a legislative service agency, usually the legislative council staff, in all of the States. The major innovation in this field over the last decade has been the advent of computer technology, which has substantially reduced the time and clerical work required in the drafting of legislation.

The practice of preparing summaries of bills and laws has now spread to 43 States. In a large number of these States the summaries are required to be attached to every bill. Although the practice of providing legal counseling for legislators does not show in every State in Table 13, there are a number of States where such legal services are increasingly provided by special counsel to the leadership. Statutory revision services are provided by the Legislatures of all but 10 States.

Fiscal Services

One of the most important aspects of the growing effort of the Legislatures to assert their independence has been the development of a capacity for independent analysis and review of the state budget. Such a capacity is provided by fiscal staffs which are now available in all but four Legislatures. In 34 States there are one or more specialized legislative agencies, usually committee staffs, for this purpose, while in 12 others fiscal analysis is provided by some general agency like the legislative council. This contrasts with a decade ago when such services were available in only 27 States.

In 1972-73, fiscal staffs were added in Idaho, where the legislative council had some responsibility for budgetary analysis in the past; in Alabama, which had authorized such positions in 1971; and in Louisiana, which had previously borrowed staff from the executive branch. Ohio also established a Legislative Budget Office which will have staff for each party.

By and large, however, the 1972-73 period was one of consolidation of gains and strengthening of capabilities rather than one of innovation in fiscal services. Georgia did, however, join Texas and

New Mexico as one of the few States which prepares its own legislative budget.

Post-Audit Services

The Legislatures have gradually placed more emphasis on fulfilling their responsibility for oversight of the executive branch. This can best be seen in the area of post auditing where there are three trends worth noting. First, there has been a long-term trend toward placing state post auditors under the legislative branch rather than under the executive or as an independently elected official. There are now 28 States where the auditor is selected by the Legislature, and an additional five States where the auditor is at least partially responsible to the Legislature. This compares with 15 States in 1960 and eight in 1951 where the post auditor was selected by the Legislature.⁵

During 1972-73, Illinois, Minnesota, and Rhode Island transferred their post-audit function to the Legislature, and Mississippi, Oklahoma, and Virginia established new audit committees or subcommittees.

Second, the post auditors are developing more interest in carrying out evaluations of the performance of state agencies and reviewing the effectiveness of programs. Traditionally, post auditing has focused on reviewing compliance with the law and the fiscal integrity of the state agencies. The major problem with carrying out performance evaluation, however, is that neither adequate data nor agreed-upon criteria are available, at least not in a form which lends itself to developing measures of performance. States which have made significant progress in carrying out such performance evaluation under the auspices of the post auditor include Hawaii, Michigan and Idaho.

Third, and closely related to the second, a number of Legislatures have established separate committees, independent of the post-audit function, whose major purpose is program review and performance evaluation. New York was the first State to establish a Legislative Commission on Expenditure Review, although

the Legislative Analyst's office in California has also viewed program review as part of its function for some time. In 1972-73, three other States gave major responsibility for program review either to newly created committees or to old ones with new responsibilities. Connecticut established a Program Review Committee in 1972, and hired a staff director in 1973. Illinois changed the name of its Budgetary Commission to the Economic and Fiscal Commission and gave it the responsibility for carrying out performance evaluations of state programs. Washington also gave major program review responsibility to its Joint Legislative Budget Committee.

The advantage of such specialized committees is that they provide a mechanism for following up on the results of a staff evaluation of performance. Although it is impossible to predict how widely the State Legislatures will carry out reviews of programs and evaluations of performance, it seems certain that the expanded demand for the Legislature to exercise its oversight responsibilities will lead to intensive work by a few States to develop the data, the indicators, and the criteria which are necessary for a thorough review of the performance of legislative programs. As these tools are perfected, more States are likely to undertake performance evaluations.

Patterns of Legislative Staff Administration

Unlike the study of executive branch administration, the administration of the legislative branch has not received much attention from scholars. The information contained in Table 13 tells a good deal about the types of services provided by Legislatures and the functions performed by various offices, but there is little information on how the services are provided. Therefore, a brief preliminary effort will be made here to set forth several patterns (a typology) of legislative administration generally found among Legislatures. The typology will be somewhat oversimplified in that it is based on only three factors and it does not take into account caucus and leadership staffs, about which too little is known. The three

⁵See the Council of State Governments, *The Legislative Auditor* (Lexington, Kentucky: 1973).

factors are the degree of partisanship,⁹ the extent to which there is central management, and the number of staff agencies. Combinations of these three variables, then, result in the following model for a system of classifying the administration of state legislative staffing:

1. *Nonpartisan, centrally managed, one or two agency Legislatures.* The States with the largest staffs which fall in this category are probably Ohio and Kentucky. Most of the smaller States with only one or two small staff agencies, such as Delaware and North Dakota, also fall in this category. Numerically, this category is the largest.

2. *Nonpartisan, centrally managed, multiple agency Legislatures.* Most of the States with management committees, such as Connecticut and Florida, belong in this category. This type of system is rapidly gaining in popularity.

3. *Nonpartisan, decentralized, multiple agency Legislatures.* Michigan and Wisconsin are probably the best examples of this category (with the specific proviso that caucus staffs are excluded).

4. *Partisan, centrally managed, multiple agency Legislatures.* The only striking example of this is the New York Senate where the leadership office serves as central coordinator and controller of a number of "unofficial" offices which serve the Senate, in addition to controlling the amount of money allocated to individual senators for staff.

5. *Partisan, decentralized, multiple agency Legislatures.* The Legislature which best represents this category is, of course, the U.S. Congress. Among the States, Illinois and Pennsylvania are by far the leading examples of this type of organization.

5. NATIONAL LEGISLATIVE ORGANIZATIONS

In 1972-1973 major efforts were made to bring about an amalgamation of the three national organizations of state legislators, the National Legislative Confer-

ence, the National Conference of State Legislative Leaders, and the National Society of State Legislators. These efforts were brought about by a belief that the present system results in too many meetings, needless duplication of effort, and weakened influence with the federal government in Washington. It is anticipated that an amalgamation will take place during 1974-75.

Major increases in the activities of state legislators in state-federal relations came about during the 1972-1973 biennium through the Intergovernmental Relations Committee of the National Legislative Conference. This committee, consisting of over 200 legislators from all States, organized into task forces in specific policy areas. Through the development of stronger policy positions, more congressional testimony, and the development of closer working relationships with federal agencies, the committee has substantially increased its voice in the Congress, the White House, and the federal bureaucracy on matters involving state-federal relations.

Other committees and special projects of the three national organizations and the regional conferences of the Council of State Governments continued to make major efforts to bring about improvements in the state legislative process. A number of other non-legislator organizations including the Citizens Conference on State Legislatures, the Eagleton Institute of Politics, the Comparative Development Studies Center of the State University of New York at Albany, the League of Women Voters, and Common Cause, also carried out studies and made recommendations for legislative improvement in individual States.

6. TRENDS FOR THE 1970s

Several major issues which are relatively new to most States and which will preoccupy the Legislatures in their efforts to improve as institutions in the remainder of the 1970s have been identified. They include the expansion of legislative oversight through more extensive review of legislative programs and evaluation of executive branch performance, provision of more specialized policy analysis

⁹With regard to the designation of some States' staffs as "partisan" it is not intended to mean that all staff of the Legislature are hired on a partisan basis but rather that these States utilize substantially more partisan staff than do those which are dominated by nonpartisan staff.

through staff to committees, and better coordination of proliferating staff agencies and services. Of these, probably the most important for reasserting the authority of the legislative branch is the increasing focus on the importance of legislative oversight.

Other problems with which a large number of the Legislatures already have been dealing include the lengthening of time spent in session and the expansion of interim activities, the streamlining of

legislative rules, increases in the compensation of legislators, and improvements in the amount and quality of fiscal staff services. Gradually, as the institutions improve, one can expect some decreases in the frequency of membership turnover as well.

Finally, it can also be expected that legislators will pay increasing attention to utilizing opportunities to influence the outcome of decisions made by the federal government.

TABLE 1
 APPORTIONMENT OF LEGISLATURES
 SENATE
 (As of late 1973)

State	Initial reapportioning agency	Present apportionment by	Year of most recent apportionment	Number of seats	Number of districts	Number of multi-member districts	Largest number of seats in district	Percent deviation in actual v. average population per seat		Average population each seat (a)
								Greatest +	—	
Alabama.....	L	FC	1972(b)	35	35	0	1	0.67	0.72	98,406
Alaska.....	GB	SC	1972	20	11	2	8	4.3	22.5	15,118
Arizona.....	L	L	1971	30	30	0	1	0.4	0.4	59,083
Arkansas.....	B	B	1971	35	35	0	1	2.0	1.49	54,923
California.....	L	SC	1973	40	40	0	1	1.92	1.02	499,322
Colorado.....	L	L	1972	35	35	0	1	2.48	0.67	63,129
Connecticut.....	L(c)	B	1971	36	36	0	1	3.9	3.9	84,228
Delaware.....	L	L	1971	21	21	0	1	1.4	0.9	26,100
Florida.....	L(c)	L	1972	40	19	14	3	0.62	0.53	169,773
Georgia.....	L	L	1972	56	56	0	1	2.3	2.0	81,955
Hawaii.....	B	Con	1968	25	8	7	4	23.5	6.1	9,514(d)
Idaho.....	L	L	1971(e)	35	35	0	1	8.8	10.6	20,371
Illinois.....	L(c)	L	1973	59	59	0	1	0.8	0.6	188,372
Indiana.....	L	L	1972	50	50	0	1	1.7	1.6	103,872
Iowa.....	L(c)	SC	1972	50	50	0	1	0.0	0.0	56,507
Kansas.....	L	FC	1972	40	40	0	1	2.56	2.02	56,231
Kentucky.....	L	L	1972	38	38	0	1	3.07	3.02	84,791
Louisiana.....	L	L	1972	39	39	0	1	5.6	8.8	93,415
Maine.....	L(c)	SC	1972	33	33	0	1	1.52	1.5	30,111
Maryland.....	G	GL	1973	47	47	0	1	5.3	4.7	83,455
Massachusetts.....	L	L	1973	40	40	0	1	3.53	3.67	138,493(f)
Michigan.....	B	SC	1972	38	38	0	1	0.0	0.0	233,753
Minnesota.....	L	FC	1972	67	67	0	1	1.88	1.83	56,870
Mississippi.....	L	L	1973	52	33	10	5	9.6	9.3	41,887
Missouri.....	B	B	1971	34	34	0	1	4.9	4.9	137,571
Montana.....	L	L	1971(e)	50	23	13	6	5.66	5.29	13,888
Nebraska.....	L	L	1971	49	49	0	1	1.4	1.1	30,280
Nevada.....	L	L	1973	20	10	3	7	7.7	9.6	24,437
New Hampshire.....	L	L	1972	24	24	0	1	3.25	4.0	30,154(g)
New Jersey.....	B	B, SC	1973(h)	40	40	0	1	2.85	1.39	179,278
New Mexico.....	L	L, SC	1972	42	42	0	1	4.85	4.48	24,190
New York.....	L	L	1971	60	60	0	1	0.9	0.9	304,021
North Carolina.....	L	L	1971	50	27	18	4	6.30	6.89	101,641
North Dakota.....	L	FC	1972(e)	51	38	5	5	8.8	13.1	12,113
Ohio.....	B	B	1971	33	33	0	1	1.05	0.95	322,788
Oklahoma.....	L(c)	L	1971	48	48	0	1	0.5	0.5	53,317
Oregon.....	L	S, SC	1971	30	30	0	1	1.2	0.7	69,713
Pennsylvania.....	B	B	1971(e)	50	50	0	1	2.29	2.02	235,949
Rhode Island.....	L	L	1966	50	50	0	1	18.6	12.2	17,190
South Carolina.....	L	L	1972	46	16	13	5	3.18	6.75	56,316
South Dakota.....	L(c)	L	1971	35	28	3	5	2.4	3.3	19,035
Tennessee.....	L	L	1973	33	33	0	1	7.1	7.4	118,914
Texas.....	L(c)	B	1971	31	31	0	1	2.3	2.2	361,185
Utah.....	L	L	1972	29	29	0	1	4.64	6.38	36,527
Vermont.....	L(c)	L	1973(e)	30	13	11	6	8.17	8.48	14,824
Virginia.....	L	FC	1971	40	38	1	3	5.2	4.5	116,212(g)
Washington.....	L	FC	1972	49	49	0	1	0.91	0.7	68,428
West Virginia.....	L	L	1964(e)	34	17	17	2	34.5	31.0	54,718
Wisconsin.....	L	L	1972	33	33	0	1	0.71	0.55	133,877
Wyoming.....	L	L	1971	30	16	9	5	27.9	21.6	11,080

Abbreviations: B—Board or Commission; FC—Federal Court; SC—State Court; G—Governor; Con—Constitution; L—Legislature; S—Secretary of State.

(a) Population figures given are those that were valid at the time of the last legislative apportionment and do not in all cases reflect 1970 census data.

(b) Effective 1974 election.

(c) Constitution or statutes provide for another agent or agency to reapportion if the Legislature is unable to do so.

(d) Average number of registered voters per seat.

(e) Further consideration anticipated in 1974. Idaho by court decree by February 1974.

(f) Based on 1971 special State Decennial Census of state citizens.

(g) Based on civilian or nonstudent population.

(h) Plan enacted in 1973 declared unconstitutional by state appellate court. An appeal is now pending in the State Supreme Court.

TABLE 2
APPORTIONMENT OF LEGISLATURES
HOUSE
(As of late 1973)

State	Initial reapportioning agency	Present apportionment by	Year of most recent apportionment	Number of seats	Number of districts	Number of multi-member districts	Largest number of seats in district	Percent deviation in actual v. average population per seat		Average population each seat (a)
								Greatest +	—	
Alabama.....	L	FC	1972(b)	105	105	0	1	1.08	1.15	32,802
Alaska.....	G, B	SC	1972	40	20	8	6	4.3	22.5	7,559
Arizona.....	L	L	1971	60	30	30	2	0.4	0.4	29,541
Arkansas.....	B	B	1971	100	84	10	3	6.3	3.1	19,233
California.....	L	SC	1973	80	80	0	1	1.94	1.90	249,661
Colorado.....	L	L	1972	65	65	0	1	0.97	1.09	33,993
Connecticut.....	L(c)	B	1971	151	151	0	1	1.0	1.0	20,081
Delaware.....	L	L	1971	41	41	0	1	2.6	2.3	13,368
Florida.....	L(c)	L	1972	120	45	24	6	0.2	0.1	56,591
Georgia.....	L	L	1972(d)	180	128	32	6	4.26	4.79	25,502
Hawaii.....	B	Con	1968	51	25	19	3	15.3	16.0	4,966(e)
Idaho.....	L	L	1971(d)	70	35	35	2	8.8	10.6	10,186
Illinois.....	L(c)	L	1973	177	59	59	3	0.8	0.6	62,791
Indiana.....	L	L	1972	100	73	20	3	1.0	1.0	51,936
Iowa.....	L(c)	SC	1972	100	100	0	1	0.0	0.0	28,253
Kansas.....	L	L	1973	125	125	0	1	6.5	4.8	18,223
Kentucky.....	L	L	1972	100	100	0	1	3.1	3.9	32,193
Louisiana.....	L	L	1972	105	105	0	1	4.6	4.6	34,697
Maine.....	L	L	1964(d)	151	114	15	11	68.8	38.6	6,229
Maryland.....	G	G, L	1973	141	57	46	3	5.3	4.7	27,818
Massachusetts.....	L	L	1973	240	240	0	1	9.94	9.06(f)	23,232(g)
Michigan.....	B	SC	1972	110	110	0	1	0.0	0.0	80,751
Minnesota.....	L	FC	1972	134	134	0	1	1.99	1.97	28,404
Mississippi.....	L	L	1973	122	46	34	12	9.9	9.8	17,854
Missouri.....	B	SC	1971	163	163	0	1	1.2	1.3	28,696
Montana.....	L	L	1971(d)	100	23	23	12	8.63	5.28	6,943
Nebraska.....	Unicameral Legislature			...	...	...	...	...	...	...
Nevada.....	L	L	1973	40	40	0	1	10.9	12.1	12,218
New Hampshire.....	L	L	1971	400	159	109	11	25.3	19.3	1,813(h)
New Jersey.....	B	B, SC	1973(i)	80	40	40	2	2.85	1.39	89,639
New Mexico.....	L	L, SC	1972	70	70	0	1	4.92	4.95	14,514
New York.....	L	L	1971	150	150	0	1	1.8	1.6	121,608
North Carolina.....	L	L	1971	120	45	35	8	8.2	10.2	42,350
North Dakota.....	L	FC	1972(d)	102	38	38	10	8.8	13.1	6,056
Ohio.....	B	B	1971	99	99	0	1	1.05	0.95	107,596
Oklahoma.....	L(c)	L	1971	101	101	0	1	1.0	1.2	25,338
Oregon.....	L	S, SC	1971	60	60	0	1	1.33	0.88	34,856
Pennsylvania.....	B	B	1971	203	203	0	1	2.98	2.48	58,115
Rhode Island.....	L	L	1966(d)	100	100	0	1	18.6	9.7	8,593
South Carolina.....	L	L	1973	124	28	26	12	7.26	5.93	20,891
South Dakota.....	L(c)	L	1971	70	28	28	10	2.4	3.3	9,516
Tennessee.....	L	L	1973	99	99	0	1	2.0	1.6	39,638
Texas.....	L	B, FC	1971	150	128	9	9	5.8	4.1	74,645
Utah.....	L	L	1972	75	75	0	1	6.72	5.95	14,124
Vermont.....	L(c)	L	1965(d)	150	72	36	15	11.5	14.3	1,395
Virginia.....	L	L	1972	100	52	28	7	9.6	6.8	46,485
Washington.....	L	FC	1972	98	49	49	2	0.91	0.7	34,214(h)
West Virginia.....	L	L	1973	100	36	25	13	8.17	8.01	17,442
Wisconsin.....	L	L	1972	99	99	0	1	0.96	0.93	44,626
Wyoming.....	L	L	1971	62	23	12	11	41.16	45.47	5,362

Abbreviations: B—Board or Commission; FC—Federal Court; SC—State Court; G—Governor; Con—Constitution; L—Legislature; S—Secretary of State.

(a) Population figures given are those that were valid at the time of the last legislative apportionment and do not in all cases reflect 1970 census data.

(b) Effective 1974 election.

(c) Constitution or statutes provide for another agent or agency to reapportion if the Legislature is unable to do so.

(d) Further consideration anticipated in 1974. Idaho by

court decree by February 1974.

(e) Average number of registered voters per seat.

(f) This figure excludes two geographical island districts whose deviations are -73.5 and -81.77.

(g) Based on 1971 special State Decennial Census of state citizens.

(h) Based on civilian or nonstudent population.

(i) Plan enacted in 1973 declared unconstitutional by state appellate court. An appeal is now pending in the State Supreme Court.

TABLE 3
THE LEGISLATORS
Numbers, Terms and Party Affiliations
As of late 1973

State or other jurisdiction	Senate					House					House and Senate totals
	Democ- rats	Repub- licans	Va- can- cies	Total	Term	Democ- rats	Repub- licans	Va- can- cies	Total	Term	
Alabama.....	35	0	...	35	4	104	2	...	106	4	141
Alaska.....	9	11	...	20	4	20	19	...	40(a)	2	60
Arizona.....	12	18	...	30	2	22	38	...	60	2	90
Arkansas.....	34	1	...	35	4	99	1	...	100	2	135
California.....	20	19	1	40	4	49	31	...	80	2	120
Colorado.....	13	22	...	35	4	28	37	...	65	2	100
Connecticut.....	13	23	...	36	2	58	93	...	151	2	187
Delaware.....	10	11	...	21	4	20	21	...	41	2	62
Florida.....	25	14	...	40(a)	4	78	42	...	120	2	160
Georgia.....	48	8	...	56	2	150	29	1	180	2	236
Hawaii.....	17	8	...	25	4	35	16	...	51	2	76
Idaho.....	12	23	...	35	2	19	51	...	70	2	105
Illinois.....	29	30	...	59	(b)	88	89	...	177	2	236
Indiana.....	21	29	...	50	4	27	73	...	100	2	150
Iowa.....	22	28	...	50	4	45	55	...	100	2	150
Kansas.....	13	27	...	40	4	45	80	...	125	2	165
Kentucky.....	29	9	...	38	4	80	20	...	100	2	138
Louisiana.....	38	1	...	39	4	101	4	...	105	4	144
Maine.....	11	22	...	33	2	73	78	...	151	2	184
Maryland.....	33	10	...	43	4	121	21	...	142	4	185
Massachusetts.....	32	8	...	40	2	184	51	3	240(a)	2	280
Michigan.....	19	19	...	38	4	60	50	...	110	2	148
Minnesota.....	38	28	...	67(a)	4	78	56	...	134	2	201
Mississippi.....	50	2	...	52	4	119	2	...	122(a)	4	174
Missouri.....	21	13	...	34	4	97	65	1	163	2	197
Montana.....	27	23	...	50	4	54	46	...	100	2	150
Nebraska.....	Nonpartisan election					Unicameral Legislature					49
Nevada.....	14	6	...	20	4	25	15	...	40	2	60
New Hampshire.....	10	14	...	24	2	137	263	...	400	2	424
New Jersey.....	29	10	...	40(a)	4(c)	66	14	...	80	2	120
New Mexico.....	30	12	...	42	4	50	20	...	70	2	112
New York.....	21	37	2	60	2	69	79	2	150	2	210
North Carolina.....	35	15	...	50	2	85	35	...	120	2	170
North Dakota.....	11	40	...	51	4	26	76	...	102	2	153
Ohio.....	16	17	...	33	4	58	41	...	99	2	132
Oklahoma.....	38	10	...	48	4	74	27	...	101	2	149
Oregon.....	18	12	...	30	4	33	27	...	60	2	90
Pennsylvania.....	26	24	...	50	4	94	107	2	203	2	253
Rhode Island.....	37	13	...	50	2	72	27	...	100(a)	2	150
South Carolina.....	43	3	...	46	4	103	21	...	124	2	170
South Dakota.....	18	17	...	35	2	35	35	...	70	2	105
Tennessee.....	19	13	...	33(a)	4	51	48	...	99	2	132
Texas.....	28	3	...	31	4	132	17	1	150	2	181
Utah.....	13	16	...	29	4	31	44	...	75	2	104
Vermont.....	7	23	...	30	2	58	91	...	150(a)	2	180
Virginia.....	34	6	...	40	4	65	20	...	100(a)	2	140
Washington.....	31	18	...	49	4	57	41	...	98	2	147
West Virginia.....	24	10	...	34	4	57	43	...	100	2	134
Wisconsin.....	15	18	...	33	4	62	37	...	99	2	132
Wyoming.....	13	17	...	30	4	17	44	...	62(a)	2	92
All States.....	1,161	761	3	1,978(a)	...	3,311	2,242	10	5,585(a)	...	7,563
American Samoa.....	...	...	1	18	...	...	...	...	21	...	39
Guam.....	14	7	...	21	2	Unicameral Legislature					21
Puerto Rico.....	20(d)	8(e)	...	29(a)	4	38(d)	14(e)	...	54(a)	4	83(f)
Virgin Islands.....	6	2	...	15(a)	2	Unicameral Legislature					15

(a) The following members in current Legislatures are not Democrats or Republicans: Alaska 1; Florida 1; Massachusetts 2; Minnesota 1; Mississippi 1; New Jersey 1; Rhode Island 1; Tennessee 1; Vermont 1; Virginia 15; Wyoming 1; Puerto Rico, Senate 1, House 2; Virgin Islands 7. Total Senate, 4; total House, 22.

(b) All Senators ran for election in 1972 and will run every 10 years thereafter. Senate districts are divided into thirds. One group shall elect Senators for terms of 4 years, 4 years, and 2 years; the second group for terms of 4 years, 2 years, and 4

years; the third group for terms of 2 years, 4 years, and 4 years.

(c) Senate terms beginning in January of second year following the U.S. decennial census are for 2 years only.

(d) Popular Democratic Party.

(e) New Progressive Party.

(f) The constitution provides for selection of additional members from the minority party after a general election in which it elects fewer than 9 members in the Senate and 17 members in the House. Total house and senate composition can reach a maximum of 104 members.

TABLE 4
MEMBERSHIP TURNOVER IN THE LEGISLATURES
Number of New Members in the Legislature as a Percentage of Total
Number of Seats up for Election, 1971 and 1972

State	Senate			House		
	Number of seats up for election	Number of membership changes	Percent	Number of seats up for election	Number of membership changes	Percent
U.S. Total	1,370	587	43	5,334	2,042	38
Alabama.....	No Election			No Election		
Alaska.....	10*	8	80	40	19	48
Arizona.....	30	11	37	60	18	30
Arkansas.....	35	7	20	100	32	32
California.....	20*	3	15	80	17	21
Colorado.....	18*	6	33	65	27	42
Connecticut.....	36	15	42	151	61	40
Delaware.....	11*	9	82	41	20	49
Florida.....	40	17	43	120	52	43
Georgia.....	56	13	23	180	42	23
Hawaii.....	No Election			51	8	16
Idaho.....	35	12	34	70	27	39
Illinois.....	59	23	39	177	57	32
Indiana.....	25*	15	60	100	48	48
Iowa.....	50	30	60	100	63	63
Kansas.....	40	17	43	125	48	38
Kentucky.....	19*	13	68	100	42	42
Louisiana.....	39	20	51	105	71	68
Maine.....	33	16	49	151	64	42
Maryland.....	No Election			No Election		
Massachusetts.....	40	13	33	240	67	28
Michigan.....	No Election			110	28	25
Minnesota.....	No Election			135	54	40
Mississippi.....	52	24	46	122	47	30
Missouri.....	17*	7	41	163	70	43
Montana.....	34*	11	32	100	39	39
Nebraska.....	25*	12	48	Unicameral Legislature		
Nevada.....	10*	6	60	40	21	53
New Hampshire.....	24	11	46	400	172	43
New Jersey.....	40	21	53	80	47	59
New Mexico.....	34*	17	50	70	15	21
New York.....	60	19	32	150	46	31
North Carolina.....	50	26	52	120	50	42
North Dakota.....	25*	16	64	98	36	37
Ohio.....	17*	10	59	99	39	39
Oklahoma.....	24*	9	38	101	31	31
Oregon.....	15*	8	53	60	28	47
Pennsylvania.....	25*	10	40	203	45	22
Rhode Island.....	50	12	24	100	38	38
South Carolina.....	46	16	35	124	51	41
South Dakota.....	35	10	28	70	22	31
Tennessee.....	17*	4	24	99	39	39
Texas.....	31	15	48	150	79	53
Utah.....	29	12	41	75	39	57
Vermont.....	30	8	17	150	55	30
Virginia.....	40	17	43	100	41	41
Washington.....	25*	10	40	98	32	33
West Virginia.....	17*	14	82	100	39	39
Wisconsin.....	17*	7	41	99	31	31
Wyoming.....	15*	7	47	62	25	40

Source: The Council of State Governments, *State Elective Officials and the Legislatures*, 1971 and 1973.

*Entire Senate not up for election.

TABLE 5
LEGISLATIVE TRAVEL AND EXPENSE ALLOWANCE

State or other jurisdiction	TRAVEL ALLOWANCE			EXPENSE ALLOWANCE				
				Living expenses per day				
	During session (Regular & special)		Between sessions, per mile	During session (Regular & special)		Between sessions		Other
	Per mile	Round trips home to Capitol		Vouchered	Not vouchered	Vouchered	Not vouchered	
Alabama.....	10¢	one	10¢	...	\$20, 7 days/wk.	...	...	\$300/mo., 12 mo./yr. (unvouchered)
Alaska.....	12¢(a)	one	...	...	\$35/L day	...	\$35/L day for all official business	\$4,000/yr. for secretarial services, stationery & postage (unvouchered)
Arizona.....	10¢	unlimited	10¢	...	\$20; \$10 for legislators from Maricopa County	...	...	\$10 max. inside county of residence; \$20 max. outside county of residence; \$30 max. out of State
Arkansas.....	5¢	one	10¢	...	...	...	...	Members are entitled to reimbursement not to exceed \$250/mo. for expenses incurred in the interim
California.....	(b)	(b)	(b)	...	\$30	...	\$30	...
Colorado.....	10¢	daily(c)	10¢	(c)	...	(d)	...	...
Connecticut.....	10¢	unlimited	10¢	...	...	...	...	...
Delaware.....	15¢	unlimited	...	...	...	...	...	...
Florida.....	10¢	weekly	10¢	...	\$25	...	...	\$25 supplies per yr.
Georgia.....	10¢	weekly	10¢	...	\$36	...	\$36	\$300 max./mo. for intradistrict expenses; office rental equip., supplies & travel (vouchered)
Hawaii.....	20¢	unlimited	20¢	...	\$20 for legislators from outside Oahu	...	...	Stationery
Idaho.....	10¢	five	12¢	...	\$25 + \$10 housing for 2nd residence or up to \$10/day for mileage	(d)	...	Travel: \$10 inside island of residence; \$30 away from residence; \$45 away from State; \$750 total allowance for incidental expenses connected with legislative duties
Illinois.....	15¢	weekly	15¢	...	\$32	...	...	\$3.50/day during interim, \$750 total annual allowance for incidental expenses connected to legislative duties (unvouchered)
Indiana.....	10¢	weekly	10¢	...	\$25	\$25	...	Not more than \$10,000/yr. for legislative staff, secretarial, clerical, research, technical, telephone & other utility services, stationery, postage, office equip. rental and office rental costs.
Iowa.....	10¢	weekly	10¢	...	\$20, 7 days/wk.	(d)	...	\$10/day, 6 days/wk., paid monthly during interim only for supplies, etc. (unvouchered)
Kansas.....	10¢	weekly	10¢(d)	...	\$35, 7 days/wk.	...	...	...
Kentucky.....	15¢	one	10¢(d)	...	\$25	(d)	...	\$200/mo. April to Dec. to defray expenses, travel, postage, telephone, office (unvouchered)
Louisiana.....	10¢	8¢ during 60-day session; 4¢ during 30-day session	10¢	...	...	...	...	\$50 supplies per biennium; \$400 monthly expense allowance between sessions (unvouchered)
								\$550 monthly for rent for home, utilities, dist. office (vouchered); \$6,000 annual for office expense, secretary, travel, telephone, other (unvouchered)

Maine.....	10¢	weekly	10¢	\$10 lodging or up to \$10 daily travel	8 meals	(d)	...	Telephone & telegraph services, postage, newspapers
Maryland.....	10¢	daily if not lodging; weekly if lodging	10¢	\$25	...	...	...	Senate \$5,300. House \$3,500 annual for office rent, staff, equipment, telephone (vouchered)
Massachusetts.....	(e)	unlimited	...	...	(e)	...	...	\$1,200 annual expense allowance (unvouchered)
Michigan.....	12¢	weekly	...	\$22 up to maximum of \$3,000 annually	...	...	...	...
Minnesota.....	10¢	weekly	10¢	...	\$25; \$33 for legislators who change residence during session; paid for 7-day wk.	...	...	...
Mississippi.....	10¢ for 1st 1,000 mi.; 8¢ next 800 mi.; 7¢ thereafter	weekly	10¢ 1st 1,000 mi.; 8¢ next 800 mi.; 7¢ thereafter	...	\$20 actual daily attendance	(d)	...	\$100 monthly during interim (unvouchered)
Missouri.....	10¢	weekly	...	\$25	...	...	...	...
Montana.....	12¢	unlimited	12¢	...	\$33	(d)	...	...
Nebraska.....	12¢	one	12¢	...	...	(d)	...	\$160 postage/yr.
Nevada.....	14¢	one	14¢	...	\$30/C day up to 90 C days	...	\$25	Travel out of State at reasonable rate; \$60 postage & stationery; \$60 printing allowance; \$250 telephone allowance (unvouchered)
New Hampshire.....	25¢ 1st 45 mi.; 8¢ next 25 mi.; 6¢ thereafter	unlimited	12¢	...	...	(d)	...	...
New Jersey.....	Railroad pass for intrastate travel		...	...	...	...	...	Free stationery, postage, Western Union telegraph
New Mexico.....	10¢	one	10¢	...	...	...	...	Stationery, postage, telephone & telegraph
New York.....	11¢	weekly	11¢	(f)	...	(f)	...	In lieu of other expense allowance, \$6,500 annual in House (unvouchered); \$5,000 annual in Senate (unvouchered); void after Jan. 1, 1975
North Carolina.....	11¢(a)	weekly	11¢	...	\$25	...	\$25	\$50/mo., annually, for office expenses in home district office (unvouchered)
North Dakota.....	12¢	seven	12¢	...	\$50, 7 days/wk.	\$11 lodging, up to \$7 food	...	\$300 biennially for expense allowance (unvouchered)
Ohio.....	15¢	weekly	...	...	...	...	...	...
Oklahoma.....	10¢	weekly	9¢	...	...	...	...	Telephone credit card up to \$480/yr.; 3,000 8¢ stamps
Oregon.....	10¢	unlimited	10¢	...	\$30	...	...	\$150/mo. interim expenses (unvouchered)
Pennsylvania.....	12¢	weekly	12¢	...	...	\$35 non-legislative days, and/or outside Capitol	...	\$5,000 annual for expenses (vouchered)
Rhode Island.....	8¢	unlimited	...	...	...	...	...	...
South Carolina.....	12¢	weekly	12¢	\$25	...	\$16.50	...	...
South Dakota.....	5¢	one	10¢	...	...	\$16.50	...	...
Tennessee.....	12¢	weekly	12¢	...	\$44	...	\$44	\$100/mo. for telephone, secretary, and other assistance (unvouchered)

TABLE 5—Concluded
LEGISLATIVE TRAVEL AND EXPENSE ALLOWANCE

State or other jurisdiction	EXPENSE ALLOWANCE								Other
	TRAVEL ALLOWANCE			Living expenses per day					
	During session (Regular & special)		Between sessions, per mile	During session (Regular & special)		Between sessions			
	Per mile	Round trips home to Capitol		Vouchered	Not vouchered	Vouchered	Not vouchered		
Texas.....	10¢	one	...	...	\$12 1st 120- day reg. session, 30- day special session	...	...	Senate: \$2,800/mo. allowance for salaries only (vouchered); House: \$1,225/mo. allowance for salaries, \$875/mo. for sal., gen. office
Utah.....	12¢	weekly	12¢	...	\$15	...	...	...
Vermont.....	11¢, not to exceed \$10/day	weekly	11¢	\$12.50 daily or \$50 weekly	\$8 daily for meals	(d)	...	...
Virginia.....	10¢	weekly	10¢	...	\$36	...	\$35 for at- tendance at standing committee meetings	\$1,300 annually for secy. or admin. asst.	
Washington.....	10¢	weekly	10¢	...	\$40	...	\$40	Postage, stationery, \$50/mo., 12 mo./yr. (unvouchered)	
West Virginia.....	10¢(a)	weekly	10¢(a)	\$15 lodging	\$10 meals	...	...	...
Wisconsin.....	10¢ 1st 400 mi.; 7¢ thereafter	weekly	(d)	\$25	...	(d)	...	\$75 Senators, \$25 Representatives month- ly interim expense allowance (unvouch- ered)	
Wyoming.....	10¢	one	10¢(a)	...	\$26, 7 days/ wk.(f)	...	\$26(f)	Stationery, postage, telephone credit cards, miscellaneous supplies	
American Samoa.....	(g)	...	(g)	(g)	...	(g)	...	...
Guam.....	...	...	(a)	...	\$50	(a)	...	...
Puerto Rico.....	15¢ per km. and no less than \$10	weekly	15¢	...	\$20 if resi- dence with- in 50 km. of Capitol; \$25 if resi- dence ex- ceeds 50 km.	...	\$20 if resi- dence with- in 50 km. of Capitol; \$25 if resi- dence ex- ceeds 50 km.	Postal & telegraphic	
Virgin Islands.....	(h)	unlimited	(h)	...	...	...	...	\$150/mo. for telephone, transportation, secretary, basic clerical, other office material (unvouchered)

Abbreviations: L—Legislative days; C—Calendar days.

(a) In lieu of air fare/common carrier.

(b) Each legislator is allowed the use of a car purchased and maintained by the State for use on legislative business. Each legislator is also reimbursed for the actual expense of any public transportation used.

(c) For legislators living outside the Denver metropolitan area only: daily round trip or one weekly round trip and \$10 per diem, vouchered for lodging. Legislators from Denver receive no expense allowance. Effective January 1975: For legislators living outside the Denver metropolitan area only: daily round trip at 12¢ per mile and \$10 per diem vouchered for

actual expenses or one weekly round trip at 12¢ per mile and \$20 per diem vouchered for lodging and actual expenses. Legislators from Denver \$10 per diem vouchered for actual expenses and travel. Mileage increase only effective for legislators elected in 1974.

(d) Actual and necessary expenses incurred for attendance at official legislative functions.

(e) Each member depending on where he lives receives a per diem allowance for mileage, meals, and lodging from \$2 to \$32 per day.

(f) Effective January 1, 1975: New York \$40 actual and necessary; Wyoming \$36.

(g) Same as all other government employees.

(h) Use of legislative cars, travel vouchers.

TABLE 6
LEGISLATIVE SALARIES AND RETIREMENT SYSTEMS
As of late 1973

State or other jurisdiction	Compensation set by	Regular sessions			Other income			Retirement	
		Per diem		Salary (biennial total)	Special sessions		Committee business, amount per day	Retirement system—type	Membership—type
		Amount per day	Limit on days		Amount per day	Limit on days			
Alabama.....	C	\$10	36L	.....	\$10	36L	\$25	None	...
Alaska.....	L	..	..	\$18,000	..	..	..	PE	Op
Arizona.....	C,CC	..	..	12,000	..	..	..	PE	Cm
Arkansas.....	C	20	60C(a)	2,400	6	None(b)	25	PE(c)	Cm
California.....	L	..	..	38,400(d)	..	..	..	SL	Op
Colorado.....	L	..	..	15,200	30	20C	35(e)	PE	Op
Connecticut.....	L	..	..	13,000	25(f)	None	..	SL	Op
Delaware.....	C	..	..	12,000	..	..	..	PE	Cm
Florida.....	L	..	..	24,000	25	None	25	(g)	(g)
Georgia.....	L	..	..	14,400	..	..	..	PE	Cm
Hawaii.....	L,CC	..	..	24,000	..	..	..	PE	Op
Idaho.....	L,CC	10	60C	..	10	20C	25	PE	Cm
Illinois.....	L	..	..	35,000	..	..	..	SL	Op
Indiana.....	L	..	..	12,000	25	30L	..	None	...
Iowa.....	L	..	..	11,000(h)	40	None	40	None	...
Kansas.....	L	10	None(i)	.....	10	None	10	PE	Op
Kentucky.....	L	25	60L(j)	.....	25	None	25	PE	Cm
Louisiana.....	L	50	60C(i)	.....	50	30C	50	PE	Op
Maine.....	L	..	..	3,500	25	None	25	PE	Op
Maryland.....	CC	..	..	22,000	..	..	25	SL	Op
Massachusetts.....	L	..	..	25,376	..	..	..	PE	Op
Michigan.....	CC	..	..	34,000	..	..	..	SL	Op
Minnesota.....	L	..	..	16,800	..	..	..	SL	Cm
Mississippi.....	L	..	..	10,000	22.50(k)	None	22.50	PE	Cm(l)
Missouri.....	L	..	..	16,800	..	..	..	PE	Cm
Montana.....	L,CC	20	60L	..	20	None	20	PE	Op
Nebraska.....	C,L	..	..	9,600	..	..	..	None	...
Nevada.....	L	60	60L	..	60	20L	25(m)	SL	Cm
New Hampshire.....	C	..	..	200	3	15L	..	None	...
New Jersey.....	C,L	..	..	20,000	..	..	..	PE,SL	Cm
New Mexico.....	C,L	36	60C(l)	..	36	30C	36	PE(c)	Op
New York.....	C,L	..	..	30,000(h)	..	..	..	PE(n)	Op
North Carolina.....	L	..	..	4,800	..	..	..	SL	Cm
North Dakota.....	C	5	60L	..	5	None	30	None	...
Ohio.....	L	..	..	28,000(h)	..	..	..	None	...
Oklahoma.....	CB	..	..	18,960	..	..	25(o)	PE	Cm
Oregon.....	L	..	..	9,600	..	..	..	None	...
Pennsylvania.....	L	..	..	31,200	..	..	..	PE	Op
Rhode Island.....	C	5	60L	..	..	..	..	PE(c)	Op
South Carolina.....	L	100	40L	..	100	40L	25	SL	Cm
South Dakota.....	L	..	..	5,000	67.67	None	25	None	...
Tennessee.....	L	..	..	11,030(p)	..	..	..	PE	Op
Texas.....	C	..	..	9,600	..	..	..	SL	Op
Utah.....	C,L	25	60C(l)	..	25	30C	25	SL	Op
Vermont.....	L	30	(q)	..	..	..	30	None	...
Virginia.....	L	..	..	10,950	..	..	..	PE	Cm
Washington.....	L	..	..	7,200(h)	..	..	..	SL	Op
West Virginia.....	CC,L	..	..	6,600	35	None	35(m)	SL	Op
Wisconsin.....	(r)	..	..	19,800(h)	..	..	..	PE	Op
Wyoming.....	L	15	(s)	..	15	None	15	None	...
American Samoa.....	C,L	..	..	12,000	..	..	..	PE	Op
Guam.....	L	..	..	24,128	..	..	..	PE	Op
Puerto Rico.....	L	..	..	19,200	..	..	..	PE	Cm
Virgin Islands.....	L	..	..	18,000	..	..	..	PE	Op

Key: C—Constitution
L—Legislature
CC—Compensation Commission
CB—Constitutional Board
PE—Statewide Public Employee
SL—Special Legislative
Op—Optional
Cm—Compulsory

(a) Daily pay continues if session extended by $\frac{1}{2}$ vote in both houses

(b) Legislature may not remain in session more than 15 days after disposing of matters in Governor's call.

(c) Special provisions for legislators.

(d) Effective December 2, 1974: \$42,400.

(e) \$35 per day for committee attendance up to \$1,050 maximum. Joint Budget Committee members have a \$3,500 maximum for budget committee attendance in addition to \$1,050 maximum.

(f) For each day beyond the ninth day.

(g) Legislators may choose to join the compulsory statewide public employee pension system or the optional (elected officers class) special legislative retirement system.

(h) Effective January 1975: Iowa: \$16,000; New York: \$47,000; Ohio: \$35,000; Washington: \$7,600 for members elected in 1974; Wisconsin: \$31,362.

(i) Limit on first session; second session limitation: Kansas 60C days unless extended by $\frac{1}{2}$ vote of all members; Louisiana 30C; New Mexico 30C; Utah 20C.

(j) Legislators are paid for Sundays and holidays during sessions. Thus compensation period usually is 72 to 74 days.

(k) Paid for seven days per week while in session.

(l) Unless over age 65.

(m) Applicable to members of certain committees only. West Virginia: payable only to members of Joint Committee on Government and Finance and Commission on Interstate Cooperation to a limit of \$1,050 per year.

(n) Repealed for all legislators elected after July 1, 1973.

(o) For 20 days.

(p) Income will be adjusted annually on July 1 to correspond to the percentage of change in the per capita personal income in the State for the preceding fiscal year.

(q) Paid at \$150 per week during session to a maximum of \$4,500 for biennium.

(r) Beginning with the 1975 session, legislative salaries will be set according to salary ranges determined by the Bureau of Personnel.

(s) The Legislature is limited to meeting no more than 40L days in the odd year out of 60L days during the biennium. The legislators are paid on a calendar day basis.

TABLE 7
LEGISLATIVE PROCEDURE: STANDING COMMITTEES AND HEARINGS

State or other jurisdiction	Committee members appointed by		Number of standing committees during 1973 regular session			Maximum or average number of individual committee assignments		Committee meeting schedules required		Uniform rules of committee procedure		Hearings open to public
	House	Senate	House	Senate	Joint	House	Senate	House	Senate	House	Senate	
Alabama.....	S	P	22	20	0	2	6	..	..	..	..	Dis.
Alaska.....	CC, E	CC, E	9	9	0	..	..	..	..	..	..	Yes
Arizona.....	S	P	14	11	0	4	3	★	★	★	★	Yes
Arkansas.....	S	CC	10	10	0	2	2	★	★	★	★	Dis.
California.....	S	CR	25	17	0	..	..	★	★	★	★	Yes
Colorado.....	S	R	13	11	0	3	3	★	★	★	★	Yes
Connecticut.....	S	Pt	0	0	18	2-3	5-6	..	..	..	..	Yes
Delaware.....	S	Pt	13	12	1	..	..	..	..	..	..	Dis.
Florida.....	S	P	20	12	0	3	..	★	★	★	★	Yes
Georgia.....	S	P	27	25	0	3	4	..	..	..	..	Dis.
Hawaii.....	S	P	25	16	0	..	..	..	..	..	..	Dis.
Idaho.....	S	P	13	9	0	2	2	★	★	★	★	Yes
Illinois.....	S	CC	20	14	0	4	3	★	★	★	★	Yes
Indiana.....	S	Pt	22	16	0	3	3	★	★	★	★	Yes
Iowa.....	S	P	14	14	0	3	3-4	..	..	..	..	Yes
Kansas.....	S	CC	21	17	1	2-3	4-5	★	★	★	★	Yes
Kentucky.....	CC	CC	14	14	0	3	3	★	★	★	★	Dis.
Louisiana.....	S(a)	P	16	12	0	2	2	★	★	..	..	(b)
Maine.....	S	P	5	3	21	1	2	..	..	..	..	Yes
Maryland.....	S	P	7	5	2	1	1	★	★	★	★	Yes
Massachusetts.....	S	P	3	3	19	1-2	3-4	..	..	..	..	Dis.
Michigan.....	S	CC	33	16	1	3-4	3-4	..	..	..	..	Dis.
Minnesota.....	S	CC	19	12	0	4	3	★	★	..	..	Yes
Mississippi.....	S	P	28	32	4	..	..	..	..	..	..	Dis.
Missouri.....	S	Pt	41	24	2	..	..	★	★	★	★	Dis.
Montana.....	S	CC	23	22	0	..	..	★	★	..	..	Yes
Nebraska.....	(c)	CC	(c)	13	(c)	(c)	..	(c)	★	(c)	..	Yes
Nevada.....	S	P	13	10	0	3	5	★	★	★	★	Yes
New Hampshire.....	S	P	22	14	0	2	4	★	★	★	★	Yes
New Jersey.....	S	P	18	10	7	2	2	..	..	★	★	Dis.
New Mexico.....	S	CC	15	8	0	2	2	★	★	★	★	Dis.
New York.....	S	Pt	21	24	1	4	5	★	★	★	★	Dis.
North Carolina.....	S	P	38	27	0	7-9	10	..	..	★	★	Yes
North Dakota.....	S	CC	12	11	1	..	2	..	★	..	★	Dis.
Ohio.....	S	Pt	14	9	0	3	..	..	..	★	★	Yes
Oklahoma.....	S	CC, R	32	29	0	2-3	3-4	..	..	..	..	Dis.
Oregon.....	S	P	13	15	0	..	..	★	★	★	★	Yes
Pennsylvania.....	CC, E	Pt	20	16	0	2-4	4-6	★	★	..	..	(d)
Rhode Island.....	S	CR	6	6	6	..	..	★	★	..	..	Dis.
South Carolina.....	S	E	8	26	0	2	..	..	..	..	..	Dis.
South Dakota.....	S	P	14	14	0	2	3	★(e)	★(e)	★	★	Yes
Tennessee.....	S	S	10	7	0	2	2-3	..	..	★	★	(f)
Texas.....	S	P	21	9	0	3	..	..	..	★	★	Yes
Utah.....	S	P	15	11	1	3	3	★(e)	★(e)	★	★	Yes
Vermont.....	S	CC	15	13	2	1	3	..	..	..	..	Yes
Virginia.....	S	E	22	21	2	..	4	..	..	..	..	Dis.(b)
Washington.....	S	P	17	17	0	3	3	★	★	★	★	Yes
West Virginia.....	S	P	13	17	3	3-4	5-8	..	..	..	..	Yes
Wisconsin.....	S	CC, E	26	13	6	2-3	1-3	★	★	★	★	Yes
Wyoming.....	S	P	12	12	1	2	2	..	..	..	..	Dis.
American Samoa.....	S	P	19	9	1	5	3	..	..	..	..	Yes
Guam.....	(c)	CR	(c)	9	(c)	(c)	6	(c)	..	(c)	★	Yes
Puerto Rico.....	S	P	11	14	5	..	..	..	..	★	★	Dis.
Virgin Islands.....	(c)	P	(c)	15	(c)	(c)	5-7	(c)	★	(c)	★	Dis.

Symbols:

S—Speaker
P—President
CC—Committee on Committees
CR—Committee on Rules
Pt—President Pro Tem
E—Elected
R—Resolution
Dis.—Discretionary

(a) Seven members of the House Appropriations Committee are appointed, eight are elected by House members.

(b) Final vote must be in open session. Louisiana: House committees may meet in executive session only when discussing personnel matters.

(c) Unicameral Legislature.

(d) House: yes; Senate: discretionary with committee chairman.

(e) Not formally required.

(f) House: discretionary; Senate: yes.

TABLE 8
LEGISLATIVE PROCEDURE: BILL INTRODUCTION AND REFERENCE

State or other jurisdiction	Time limits on introduction of bills	Exceptions to limitations				Pre-session bill filing permitted	Bills referred to committee by		Committee must report all bills	Bill carry-over	
		By indicated vote of appropriate house	For committee bills	Revenue and appropriation bills	At request of Governor		Other	House			Senate
Alabama	30th legislative day						Yes	Speaker	President	No	...
Alaska	1st session, no limit; 2nd session, 35th calendar day	2/3 membership	..	..	★	...	Yes	Speaker	President	No	Yes
Arizona	1st session, 36th day; 2nd session, 29th day	...	..	..	..	By action of Rules Committees	Yes	Speaker	President	No	No
Arkansas	Approp. bills—50th calendar day; other bills—55th calendar day; none last 3 days	2/3 membership	..	..	..	...	No	Speaker	President	No(a)	...
California	Session calendar adopted(b)	2/3	..	..	..	...	No	Speaker	Rules Comm.	Yes	No
Colorado	60th day	Majority	..	★	..	Resolutions	Yes	Speaker	President	Yes(c)	No
Connecticut	3rd legislative Thursday	...	..	★(d)	★	Emergency and certain other bills	Yes	Speaker	President	No(e)	No
Delaware	Fixed by each house	Majority	..	..	..	...	Yes	Speaker	Presiding Off.	No	Yes
Florida	20th day of session	...	★	★	..	By action of Rules Committees	Yes	Speaker	President	No	(f)
Georgia	Senate—No limitation(g) House—30th calendar day(g)	3/5 quorum	..	..	..	...	No	Speaker	President	No	Yes
Hawaii	Fixed at session(h)	Unanimous	..	..	..	...	No	Speaker	President	No	Yes
Idaho	Senate—15th day individual members; 30th day committees House—25th day individual members; 45th day committees	Unanimous	(i)	..	..	...	(j)	Speaker	President	(k)	No
Illinois	Senate—April 14	Majority elected	..	..	..	...	Yes	Speaker	Pres. Pro Tem	Yes	Yes
Indiana	House—April 14 Senate—12th session day House—21st session day	Maj. elected 2/3 elected	..	..	..	...	Yes	Speaker	President	No	No
Iowa	Senate: 1st session, Friday of 7th week; 2nd session, Friday of 2nd week(l) House: 1st session, 61st calendar day; 2nd session, 15th calendar day(l)	2/3	★	★	..	...	Yes	Speaker	President	Yes(m)	Yes
Kansas	Fixed by concurring resolution(n)	...	(o)	★	..	...	Yes	Speaker	President	No	Yes
Kentucky	No limitations	...	..	..	..	...	Yes	Committee on Committees	Committee on Committees	Yes	...
Louisiana	Regular—15th calendar day Budget session—10th calendar day	2/3 elected	..	..	..	Const. amendments, 21 days	Yes	Speaker	President	No	No
Maine	4th Friday after convening(p)	(q)	★	..	..	Bills to facilitate legislative business	Yes	Majority vote of members on recommendation of Joint Standing Committee on reference of bills		No(a)	...
Maryland	Last 35 calendar days	2/3	..	..	..	...	Yes	Speaker	President	No	No
Massachusetts	Must be introduced one month before session	4/5 present and voting	..	..	★	Bills in reports due after convening; home rule measures	Required(r)	Clerk(s)	Clerk(s)	Yes	No
Michigan	No limitations	...	..	..	..	...	Yes(t)	Speaker	President(u)	No	Yes
Minnesota	No limitations	...	..	..	..	...	No	Speaker	President	No	(v)

TABLE 8—Continued
LEGISLATIVE PROCEDURE: BILL INTRODUCTION AND REFERENCE

State or other jurisdiction	Time limits on introduction of bills	Exceptions to limitations				Other	Pre-session bill filing permitted	Bills referred to committee by		Committee must report all bills	Bill carrying over
		By indicated vote of appropriate house	For committee bills	Re-nue and appropriation bills	At request of Governor			House	Senate		
Mississippi.....	(w)	2/3 present and voting	..	★	..	Local and private bills	Yes	Speaker	President	No	No
Missouri.....	60th legislative day	Majority	..	★	★	...	Yes	Speaker	Pres. Pro Tem	No	(j)
Montana.....	Senate—18th day	2/3	..	..	..	Substitute bills for bills pending	No	Speaker	President	Yes	Yes
Nebraska.....	House—18th day	2/3	..	★	..	...	...	...	...	...	...
	20th day odd-year sessions;	3/5 elected	★(x)	★(y)	★	...	Yes	(z)	Ref. Comm.	No	Yes
	10th day even-year sessions	...	...	...	...	...	...	...	...	...	...
Nevada.....	40th calendar day	2/3	★	..	..	Resolutions	No	Introducer	Introducer	No	...
New Hampshire...	12th legislative day(aa)	2/3 elected	(ab)	..	..	...	Yes	Speaker	President	Yes(c)	...
New Jersey.....	No limitations	...	..	..	..	...	Yes	Speaker	President	No	Yes
New Mexico.....	30th legislative day; odd-year session only	...	..	★	★	Substitute bills for bills pending	No	Speaker	President	No	No
New York.....	Fixed at session	...	..	..	..	...	Yes	Speaker	Pres. Pro Tem	No	Yes
North Carolina...	No limitations except for local bills	...	..	..	No	...	No	Speaker	President	No	(v)
North Dakota...	15th legislative day	2/3 elected members(ac)	(ac)	..	..	...	Yes	Speaker	President	Yes	...
Ohio.....	Senate: No limitations	...	..	..	..	...	No	Reference Comm.	Maj. Leader	No	(v)
Oklahoma.....	House: By decree of Speaker	...	..	..	..	...	Yes	Speaker	President	No	Yes
Oregon.....	(ad)	2/3 elected	..	(ae)	..	Approved by Rules Committee	Yes	Presiding Off.	Presiding Off.	No	...
Pennsylvania.....	No limitations	...	..	..	..	Unanimous consent	Yes	Speaker	Presiding Off.	No	Yes
Rhode Island.....	50th day	...	..	..	..	...	No	Speaker	President	No	Yes
South Carolina...	Senate—No limitations	...	..	..	..	...	...	...	...	...	...
	House—May 1 or, if received from Senate, May 15	Majority	..	★(d)	..	...	No	Presiding Off.	Presiding Off.	No	Yes
South Dakota....	Fixed annually by rule	2/3 elected	..	..	..	Local bills	Yes	Speaker	President	No(af)	No
Tennessee.....	Within 10 legislative days of adjournment sine die	...	..	..	..	...	(j)	Speaker	Speaker	No(e)	(v)
Texas.....	60th calendar day	4/5 members	..	..	★	...	No	Speaker	President	No	...
Utah.....	Senate—30th day	Unanimous	..	(d)	..	...	Yes	Speaker	President	Yes	No
	House—30th day	2/3 present	..	..	..	...	...	...	...	...	...
Vermont.....	House—5 weeks(ag)	...	★	★	..	Consent of the Comm. on Rules	No	Speaker	President	No	(v)
	Senate(ah)	...	..	..	..	Consent of the Rules Committee	...	...	...	...	...
Virginia.....	(ai)	...	..	..	..	Substitute bills for bills pending	Yes	Speaker	Clerk	No	Yes
Washington.....	40th day(aj)	2/3 elected	★	★	★	...	Yes(ak)	Speaker	President	No(e)	...
West Virginia....	50th calendar day	2/3 present and voting(al)	..	★(d)	..	...	Yes	Speaker	President	No	No
Wisconsin.....	(am)	...	..	..	..	...	(an)	Speaker	Presiding Off.	No	Yes
Wyoming.....	18th day	Unanimous	..	..	..	...	Yes	Speaker	President	No	No
American Samoa.	No limitations	...	..	..	..	...	Yes	Speaker	President	Yes	No
Guam.....	No limitations	...	..	..	..	...	No	Comm. on Rules	(z)	No	Yes
Puerto Rico.....	60th day	Majority	★(ao)	..	..	...	Yes	Speaker	President	No	Yes
TTPI.....	No limitations	...	..	..	..	...	Yes	Speaker	President	Yes	Yes
Virgin Islands...	No limitations	...	..	..	..	...	No	(z)	President	No	Yes

TABLE 8—Concluded
LEGISLATIVE PROCEDURE: BILL INTRODUCTION AND REFERENCE
(Footnotes)

- (a) Done as a matter of practice.
- (b) Joint rules prohibit introduction after the Friday following the Easter recess.
- (c) In practice, those not acted upon are reported back on last day of session without recommendation. Colorado: with recommendation to postpone indefinitely; in New Hampshire, all bills still in committee at time of adjournment are declared "inexpedient to legislate" by concurrent resolution.
- (d) Appropriation bills only.
- (e) Bills may be forced out of committee. Connecticut: by signature of majority of House; Tennessee: by $\frac{2}{3}$ majority vote; Washington: by majority of elected members in the House.
- (f) In House, bills clearing all committees of reference are carried over.
- (g) Any bill changing the compensation or allowance of any elected or appointed state official, and any bill affecting the retirement systems of state, county, or municipal officials or employees must be introduced in the General Assembly during the first 10 days of a session.
- (h) Both houses usually select a cut-off date about 33rd to 35th day.
- (i) Exceptions for the following committees: Senate State Affairs, Finance; House State Affairs, Appropriations, Revenue and Taxation, and Ways and Means.
- (j) Idaho: Senate, yes; House, no. Tennessee: Senate, no; House, yes.
- (k) Senate: yes, unless excused by majority vote; House: no.
- (l) Requests for bill drafting must be filed with the Legislative Service Bureau by these dates.
- (m) Can be excepted in House by affirmative vote of not less than a majority of the elected members.
- (n) Both houses (odd years)—individual, 35th legislative day; committee, 49th legislative day. Both houses (even years)—individual, 14th legislative day; committee, 21st legislative day.
- (o) Ways and Means and Assessment and Taxation.
- (p) Requests shall be submitted to the Director of Legislative Research not later than the fourth Friday, and in final form shall be introduced not later than the sixth Tuesday following.
- (q) Approval of a majority of the joint committee on reference of bills is needed first.
- (r) Bills must be introduced in December one month in advance of session.
- (s) Subject to approval of presiding officer.
- (t) Pre-session filing permitted only at second session of biennium.
- (u) Senate may determine by motion where bill is to go.
- (v) The Legislature may and usually does divide its session to meet in even years also. This is a division of time only and no change in bill status is affected.
- (w) 90-day session: 24th day; 125-day session: 50th day.
- (x) A standing committee (by majority vote) may introduce a bill only if approved by a vote of $\frac{3}{5}$ of the elected members of the Legislature.
- (y) Nebraska: certain appropriation bills only.
- (z) Unicameral Legislature.
- (aa) Bills from state officers and departments must be filed with Legislative Services prior to October 1, preceding the session. Revenue bills must be filed with Legislative Services by 9th day and introduced in House by March 1. This also applies to special appropriations bills.
- (ab) Only those reported by Committee on Rules.
- (ac) Only bills approved by Delayed Bills Committee.
- (ad) Senate: no limitations. House: 1st session, 19th legislative day; 2nd session, 10th legislative day.
- (ae) As introduced by Committee on Ways and Means.
- (af) Committees must act and record action on all bills and resolutions, but they do not have to report all measures to the floor.
- (ag) Except for proposals delivered to the Legislative Drafting Division by that time.
- (ah) 1st session: 53rd calendar day. 2nd session: must be filed with the Legislative Drafting Division no later than 25 days preceding the opening of the session.
- (ai) Limit for introduction of general bills established by resolution, for municipal charter bills, 10-day limit required by law.
- (aj) In House, department requests bills by 20th day; revenue, tax and executive request bills before 50th day.
- (ak) Senate: beginning 1st Monday in December preceding regular session or 20th day prior to extra session. House: 15th day of November preceding regular session or 10 days prior to extra session.
- (al) Permission of both houses must be granted by concurrent resolution setting out title of bill.
- (am) Early in each biennial session period, the Legislature establishes a proposed session schedule. Schedule for the 1974-75 biennial session period stipulates that all measures still in the house of origin at the close of Floor periods III and IV be considered adversely disposed of unless specifically carried forward by resolution.
- (an) Bills are printed to a limited extent.
- (ao) In substitution of a bill already introduced.

TABLE 9
LEGISLATIVE PROCEDURE: HOUSE AND SENATE ACTION

State or other jurisdiction	Number	Readings		Formal floor debate after reading number...	Roll call on final passage; mandatory on request of (b)		Majority of members required to pass bill (c)
		On separate days	In full (a)		Senate members	House members	
Alabama.....	3	Yes	3rd, very few	2	All bills	All bills	Present & voting
Alaska.....	3	Yes(d)	2nd, rarely	2	All bills	All bills	Membership
Arizona.....	3	Yes	3rd	(e)	All bills	All bills	Elected
Arkansas.....	3	Yes(f)	1st, 3rd, rarely	3	All bills	All bills	Elected
California.....	3	Yes(f)	None	3	All bills	All bills	Elected
Colorado.....	3	(g)	2nd, 3rd, less than 1%	(e)	All bills	All bills	Elected
Connecticut.....	3	(h)	None	2	1/5 present	1/5 present	Present & voting(l)
Delaware.....	2	Yes	None	2	All bills, joint and concurrent resolutions	All bills	Elected
Florida.....	3	Yes(f)	None, unless 1/3 present desire it	2	All bills	All bills	Present
Georgia.....	3	Yes	(j)	3	1/5 present	1/5 present	Elected
Hawaii.....	3	Yes	None	3	All bills	All bills	Membership
Idaho.....	3	Yes(f)	None	3	All bills	All bills	Present
Illinois.....	3	Yes	None	3(k)	All bills	All bills	Elected
Indiana.....	3	Yes(f)	None	3	All bills	All bills(l)	Elected
Iowa.....	2	Yes(m)	None	2	All bills	All bills	Elected
Kansas.....	3	Yes(f)	3rd, all	(e)	All bills and certain resolutions		Elected
Kentucky.....	3	Yes	1st, all(n)	3	All bills	All bills	2/5 elected and majority voting
Louisiana.....	3	Yes	One reading	3	All bills	All bills	Elected
Maine.....	2	Yes(f)	None	2	1/5 present	1/5 present	Present & voting
Maryland.....	3	Yes(f)	None	2	All bills and joint resolutions		Elected
Massachusetts.....	3	Yes(m)	None	2	1/5 present(l)	30(l)	Present & voting(l)
Michigan.....	3	(g)	3rd(o)	(p)	All bills	All bills	Elected & serving
Minnesota.....	3	Yes(f)	None	2	All bills	All bills	Elected
Mississippi.....	3	Yes(f)	3rd, all(q)	3	All bills	All bills	Present & voting(l)
Missouri.....	3	Yes	None	(r)	All bills and joint resolutions		Elected
Montana.....	3	Yes	(s)	2	All bills and joint resolutions		Present
Nebraska.....	2	Yes	(t)	1	1	Unicameral	Elected
Nevada.....	3	Yes(f)	3rd, practically none	3	All bills and joint resolutions		Elected
New Hampshire.....	3	(g)	(u)	2	2	2	(v)
New Jersey.....	3	Yes(w)	None	3	All bills	All bills	Elected
New Mexico.....	3	(x)	None	3	1	1	Present
New York.....	3	(y)	None	(z)	1	1	Elected
North Carolina.....	3	Yes(f)	None	2	1/5	1/5	Present & voting(l)
North Dakota.....	2	Yes	None	2	All bills	All bills	Elected(aa)
Ohio.....	3	Yes(ab)	None	(e)	All bills	All bills	Elected
Oklahoma.....	4	Yes	All(f)	3	All bills	All bills	Elected
Oregon.....	3	Yes(f)	3rd, rarely	3	All bills and joint resolutions		Elected
Pennsylvania.....	3	Yes	Very rarely	3	All bills	All bills	Elected
Rhode Island.....	2(ac)	Yes(ac)	2nd, very few	2	1/5 present(l)	1/5 present(l)	Present & voting
South Carolina.....	3	Yes	2nd, all	2	5	10	Present & voting(l)
South Dakota.....	2	Yes	Less than 1%	2	All bills	All bills	Elected
Tennessee.....	3	Yes	3rd, rarely	3	All bills(l)	All bills(l)	Membership
Texas.....	3	Yes	1st, 2nd, 3rd, virtually none	2	3	3	Present & voting
Utah.....	3	Yes(m)	By title only	(ad)	All bills	All bills	Elected
Vermont.....	3	Yes(ac)	2nd, 3rd, very few	2	1	5	Present & voting(l)
Virginia.....	3(af)	Yes(af)	None	3	1/5 present	1/5 present	2/5 elected & maj. voting
Washington.....	3	Yes(ag)	2nd, 3rd, less than 1%(ah)	2	1/6 present	1/6 present(al)	Elected
West Virginia.....	3(aj)	Yes(aj)	Almost never	3	All bills	(ak)	Present & voting(al)
Wisconsin.....	3	(am)	Almost never	2	1/6 present	15	Present & voting(l)
Wyoming.....	3	Yes(an)	3rd, sometimes	(e)	All bills	All bills	Elected
American Samoa.....	3	Yes	3rd, all	3	All bills	All bills	Membership
Guam.....	3(ao)	Yes	All	2(ap)	3	Unicameral	Majority(aq)
Puerto Rico.....	3	No	2nd, all	N.A.	All bills	All bills	Elected
TTPI.....	2	Yes	None	N.A.	All bills	All bills	Membership
Virgin Islands.....	2	No	2nd, all	2	All bills(l)	Unicameral	Present & voting

TABLE 9—Continued
LEGISLATIVE PROCEDURE: HOUSE AND SENATE ACTION
(Footnotes)

N.A.—Not available.

(a) The entries indicate approximately what proportion of bills are read in full at a particular reading. When no determination was made, the reading or readings at which bills may be read in full were recorded.

(b) Constitutionally mandatory unless indicated otherwise.

(c) Special constitutional provisions requiring special majorities for passage of emergency legislation, appropriation, or revenue measures not included.

(d) Second and third readings on same day when $\frac{3}{4}$ of members agree.

(e) Committee of the Whole.

(f) Except by $\frac{2}{3}$ vote.

(g) Second and third readings. New Hampshire: first and second readings are by title upon introduction and before referral to committee. Bill remains on second reading until acted on by House or Senate.

(h) Bills or joint resolutions originating with a committee may receive second reading same day.

(i) Determined by house rules or custom.

(j) All general bills are read in full on third reading, local bills by title.

(k) Amendments to bill must be submitted at second reading.

(l) Except concurrence in Senate amendments.

(m) Unless rules suspended. Massachusetts and Utah: then all readings in one day.

(n) Second and third readings at length dispensed with by majority vote of elected members.

(o) Need not be read in full if Senate consents unanimously or if $\frac{4}{5}$ of House members present and voting consent.

(p) Senate: Committee of the Whole; House: 2.

(q) Local and private bills excepted.

(r) After the committee report and formal printing.

(s) Appropriation bills only, not more than 5 percent.

(t) All bills read in full on final reading.

(u) It occurs rarely, when printing of bill and referral to committee is dispensed with under suspension of the rules.

(v) House: a majority of the members is a quorum for doing business, but when less than $\frac{2}{3}$ of elected members are present, the assent of $\frac{2}{3}$ of those members present is necessary to render acts and proceedings valid. Senate: not less than 13 Senators shall make a quorum for doing business; if less than 16 are present, the assent of 10 is necessary to render acts and proceedings valid.

(w) First and second readings may be on same day and second and third readings may be on same day upon roll call vote of $\frac{3}{4}$ of members.

(x) Limit of two readings on the same day.

(y) Assembly: second and third readings on same day by unanimous consent or special provision of Rules Committee; Senate: first and second readings are upon introduction before referral to committee.

(z) Assembly: 3; Senate: Committee of the Whole.

(aa) $\frac{2}{3}$ vote required for amendment or repeal of initiated or referred measures.

(ab) Except by $\frac{2}{3}$ vote.

(ac) Except by unanimous consent.

(ad) House: 3; Senate: 2 and 3.

(ae) If bill is advanced at second reading, it may be read third time on the same day.

(af) Dispensed with for a bill to codify the laws and by a $\frac{4}{5}$ vote in case of emergency.

(ag) Except two readings permitted on same day by $\frac{2}{3}$ vote. In Senate, majority vote only required after 49th day.

(ah) Senate only. The House rules do not call for full readings at any of the three readings.

(ai) Roll call by electric roll call device in House, but $\frac{1}{6}$ of members present may demand an oral roll call.

(aj) Dispensed with by $\frac{4}{5}$ vote of members present.

(ak) Ordinarily on request of one member. Budget bill, supplementary appropriation bill, House bill amended by Senate, and passage over Governor's veto all require roll call vote.

(al) To repass a bill amended by the other house a majority of elected members is needed.

(am) Senate: no two readings on same day. Assembly: second and third readings on separate days.

(an) Requirements often waived.

(ao) Bills are occasionally passed with two readings and rarely with one.

(ap) Budget legislation: Committee of the Whole.

(aq) Number of votes required depends in most cases on the lapse of time from introduction (1st reading to 3rd). The longer the time the lesser the vote required.

TABLE 10
LEGISLATIVE PROCEDURE: EXECUTIVE ACTION

State or other jurisdiction	Days after which bill becomes law (before adjournment) unless vetoed*	Fate of bill after adjournment		Legislature may recall bill before Governor acts	Governor may return bill before action	Item veto on appropriation bills; amount	Item veto on appropriation bills; other	Votes required in House and Senate to pass bills or items over veto(a)
		Days after which bill is law unless vetoed*	Days after which bill is law unless vetoed*					
Alabama.....	6	..	10	★	★	★(b)	★	Majority elected
Alaska.....	15	20	..	..	..	★(b)	..	Three-fourths elected
Arizona.....	5	10	..	★	..	★	..	Two-thirds elected
Arkansas.....	5	20(c)	..	★	..	★	..	Majority elected
California.....	12(c)	(d)	..	..	★	★(b)	..	Two-thirds elected
Colorado.....	10(c)	30(c)	..	..	..	★	★	Two-thirds elected
Connecticut.....	5(e,f)	15(c,f)	..	..	..	★	..	Two-thirds elected
Delaware.....	10	5(e,f)	30(c)	★(g)	..	★	..	Three-fifths elected
Florida.....	7(c)	15(c)	..	..	..	★	..	Two-thirds present
Georgia (h).....	5	30(f)	..	..	..	★	..	Two-thirds elected
Hawaii (h).....	10(e)	45(e,f)	(e,f)	..	..	★(b)	..	Two-thirds elected
Idaho.....	5	10	..	..	..	★	..	Two-thirds present
Illinois.....	60	60(k)	..	..	★	★	..	Three-fifths elected
Indiana.....	7	7	..	..	..	..	..	Majority elected
Iowa.....	3	(l)	..	..	..	★	★	Two-thirds elected
Kansas.....	3	..	(m,n)	..	..	★	..	Two-thirds elected
Kentucky.....	10	10	..	..	..	★	..	Majority elected
Louisiana (h).....	10(c,f)	10(c,f)	..	..	..	★	..	Two-thirds elected
Maine.....	5	(o)	..	..	..	..	..	Two-thirds present
Maryland (h).....	6	..	..	..	★	★(p)	..	Three-fifths elected
Massachusetts.....	10(e)	..	10(f)	..	..	★(b)	★	Two-thirds present
Michigan.....	14(c,f)	..	14(c,f)	..	..	★	★	Two-thirds elected
Minnesota.....	3	..	14	..	..	★	..	Two-thirds present and serving
Mississippi.....	5	15(q)	..	..	..	★	..	Two-thirds elected
Missouri.....	(r)	(s)	..	..	..	★(b)	..	Two-thirds elected
Montana.....	5	..	15(c)	..	..	★	..	Two-thirds present
Nebraska.....	5	5	..	..	..	★	..	Three-fifths elected
Nevada.....	5	10	..	..	..	..	..	Two-thirds elected
New Hampshire.....	5	45	5(f)	..	..	..	..	Two-thirds present
New Jersey.....	10(u)	..	(v)	..	..	★(b)	..	Two-thirds present
New Mexico.....	3	..	20(w)	..	..	★	..	Two-thirds present
New York.....	10(f)	(x)	30(c)	..	..	★	★	Two-thirds elected
North Carolina.....	10	15(c)	(x)	..	..	★(z)	..	Two-thirds elected
North Dakota.....	3(c)	10	..	..	..	★	..	Two-thirds elected
Ohio.....	10	10	..	..	..	★	..	Three-fifths elected
Oklahoma.....	5	..	15	..	..	★	..	Two-thirds elected(y)
Oregon.....	5	20	..	..	..	★	..	Two-thirds present
Pennsylvania.....	10(c)	30(c)	..	..	..	★(b)	..	Two-thirds elected
Rhode Island.....	6	10(c)	..	..	..	..	..	Three-fifths present
South Carolina.....	3	(o)	..	..	..	★	★	Two-thirds present

South Dakota.....	5	15	..	★	★	★	★	Two-thirds elected
Tennessee.....	5	10	..	★	..	★(b)	..	Majority elected
Texas.....	10	20	..	★	..	..	..	Two-thirds present
Utah.....	5	10	..	★	..	..	..	Two-thirds elected
Vermont.....	5	..	(m)	★	..	..	..	Two-thirds present
Virginia.....	7(c)	..	30(c)	..	★	★	★	Two-thirds present(z)
Washington.....	5	10	..	..	..	★	★	Two-thirds present
West Virginia.....	5	15(aa)	..	★	..	..	..	Majority elected(ab)
Wisconsin.....	6(f)	..	6(f)	..	..	★	★	Two-thirds present
Wyoming.....	3	15(c,ac)	..	★	★	★	..	Two-thirds elected
American Samoa...	..	60	..	★	★	★	..	Two-thirds elected(ad)
Guam.....	10	..	30	..	..	★	..	14 members
Puerto Rico.....	10	10	30(c)	..	..	★	★	Two-thirds elected
TTPI.....	10	30	..	..	..	★	..	Three-fourths elected
Virgin Islands.....	10(f)	..	30(c,f)	..	★	★	★	Two-thirds elected

*Sundays excluded.

(a) Bill returned to house of origin with objections, except in Kansas where all bills are returned to House.

(b) The Governor can also reduce items in appropriations measures.

(c) Sundays included; Pennsylvania, if the last day falls on Sunday Governor has following Monday in which to act.

(d) Regular sessions: The last day which either house may pass a bill except statutes calling elections, statutes providing for tax levies or appropriations for usual current expenses of the state, and urgency statutes, is August 31 of even-numbered years. All other bills given to the Governor during the 12 days prior to August 31 of that year become law unless vetoed by September 30. Special sessions: 12 days.

(e) Except Sundays and legal holidays; Hawaii: except Saturdays, Sundays, holidays, and any days in which the Legislature is in recess prior to its adjournment.

(f) After receipt by Governor.

(g) Only by originating house.

(h) Constitution withholds right to veto constitutional amendments.

(i) Vetoed bills shall be returned to the presiding officer of the house in which they originated within 35 days from date of adjournment. Such bills may be considered at any time within the first 10 days of the next regular session for the purpose of overriding the veto.

(j) If bill is presented to Governor less than 10 days before adjournment and he indicates he will return it with objections, Legislature can convene on 45th day after adjournment to consider the objections. If, however, Legislature fails to convene, bill does not become law.

(k) If a recess or adjournment prevents the return of the vetoed bill, the bill and the Governor's objections shall be filed with the Secretary of State within 60 calendar days. The Secretary of State shall return the bill and the objections to the originating house promptly upon the next meeting of the same Legislature.

(l) Bills forwarded to Governor during the last three days of the session must be deposited by Governor with Secretary of State within 30 days after the adjournment of the General Assembly. Governor must give his approval or his objections if disapproved.

(m) Bills unsigned at the time of adjournment do not become law. In Vermont, if adjournment occurs within three days after passage of a bill and Governor refuses to sign it, the bill does not become law.

(n) In practice, Legislature closes consideration of bills three days before adjournment sine die. However, some bills may be "presented" to Governor during last three days of session.

(o) Bill passed in one session becomes law if not returned within five days after the next meeting in Maine, and within two days after convening of the next session in South Carolina.

(p) Maryland: right of item veto on supplementary appropriation bills and capital construction bill, only. The general appropriation bill may not be vetoed.

(q) Governor is required to return bill to Legislature with his objections within three days after beginning of the next session.

(r) If Governor does not return bill in 15 days, a joint resolution is necessary for bill to become law.

(s) When the Legislature adjourns, or recesses for a period of 30 days or more, the Governor may return within 45 days any bill or resolution to the office of the Secretary of State with his approval or reasons for disapproval. A bill vetoed in odd years shall be returned for consideration when the Legislature reconvenes the following year. In even years Legislature to reconvene first Wednesday following first Monday in September for not more than 10 days to consider vetoed bills.

(t) Items vetoed in any appropriations bills may be restored by $\frac{3}{4}$ vote. No appropriations can be made in excess of the recommendations contained in the Governor's budget unless by a $\frac{3}{4}$ vote. The excess approved by the $\frac{3}{4}$ vote is not subject to veto by the Governor.

(u) If house of origin is in temporary adjournment on 10th day, Sundays excepted, after presentation to Governor, bill becomes law on day house of origin reconvenes unless returned by Governor on that day. Governor may return bills vetoed, suggesting amendments, and bills may be passed in amended form, subject to approval by Governor in amended form within 10 days after presentation to him.

(v) Bills not signed by Governor do not become law if the 45th day after adjournment sine die comes after the legislative year.

(w) Vetoed bills of odd-year session are subject to override at the following even-year session.

(x) No veto; bill becomes law 30 days after adjournment of session unless otherwise expressly directed.

(y) $\frac{3}{4}$ in case of an emergency measure.

(z) Including majority elected.

(aa) Five days for appropriations bills.

(ab) Budget bill and supplementary appropriation bill require $\frac{3}{4}$ elected.

(ac) Bill becomes law if not filed with objections with the Secretary of State within 15 days after adjournment.

(ad) Requires approval by Secretary of Interior.

TABLE 11
LEGISLATIVE SESSIONS—LEGAL PROVISIONS

State or other jurisdiction	Regular sessions				Special sessions		
	Year	Legislature convenes*		Limitation on length of session	Legislature may call	Legislature may determine subject	Limitation on length of session
		Month	Day				
Alabama.....	Odd	May	1st Tues.(a)	36 L	No	$\frac{3}{4}$ vote those present	36 L
Alaska.....	Annual(b)	Jan.	3rd Mon.	None	$\frac{3}{4}$ of membership	Yes(c)	30 C
Arizona.....	Annual	Jan.	2nd Mon.	None	Petition $\frac{3}{4}$ members	Yes(c)	None
Arkansas.....	Odd(d)	Jan.	2nd Mon.	60 C(d)	No	(e)	None(e)
California.....	Even(f)	Dec.	1st Mon.	None	No	No	None
Colorado.....	Annual(g)	Jan.	Wed. after 1st Tues.	None	No	No	None
Connecticut.....	Annual(g)	Odd—Jan. Even—Feb.	Wed. after 1st Mon. Wed. after 1st Mon.	(h) (h)	Yes	Yes	None(l)
Delaware.....	Annual(b)	Jan.	2nd Tues.	June 30	Jt. call, presiding officers, both houses	Yes	None
Florida.....	Annual	Apr.	Tues. after 1st Mon.	60 C(d)	Jt. call, presiding officers, both houses	Yes	20 C(d)
Georgia.....	Annual(b)	Jan.	2nd Mon.	(j)	Petition $\frac{3}{4}$ members, each house	Yes(c)	(k)
Hawaii.....	Annual(b)	Jan.	3rd Wed.	60 L(d)	Petition $\frac{3}{4}$ members, each house(l)	Yes(l)	30 L(d)
Idaho.....	Annual	Jan.	2nd Mon.	60 C(m)	No	No	20 C(m)
Illinois.....	Annual(b)	Jan.	2nd Wed.	None	Jt. call, presiding officers, both houses	Yes	None
Indiana.....	Annual	Nov.	3rd Tues. after 1st Mon.(n)	(o)	No	Yes	(p)
Iowa.....	Annual(b)	Jan.	2nd Mon.	None	No	Yes	None
Kansas.....	Annual(b)	Jan.	2nd Tues.	90 C(m) 60 C(d,m)	Petition $\frac{3}{4}$ members	Yes	30 C(m)
Kentucky.....	Even	Jan.	Tues. after 1st Mon.	60 L	No	No	None
Louisiana.....	Annual(g)	May	2nd Mon.	Even 60 C Odd 30 C	Petition $\frac{3}{4}$ members, each house(q)	Yes(c)	30 C
Maine.....	Odd	Jan.	1st Wed.	None	Majority of each party	Yes	None
Maryland.....	Annual	Jan.	2nd Wed.	90 C(d)	Petition of majority of members	Yes	30 C
Massachusetts.....	Annual	Jan.	1st Wed.	None	Yes	Yes	None
Michigan.....	Annual(b)	Jan.	2nd Wed.	None	No	No	None
Minnesota.....	Odd(r)	Jan.	Tues. after 1st Mon.	120 L	No	Yes	None
Mississippi.....	Annual	Jan.	Tues. after 1st Mon.	(s)	No	No	None
Missouri.....	Annual	Jan.	Wed. after 1st Mon.	Odd June 30 Even May 15(t)	No	No	60 C
Montana.....	Annual(b)	Jan.	1st Mon.	60 L	Petition of majority of members	Yes	None
Nebraska.....	Annual(b)	Jan.	1st Tues.	Odd 90 L(d) Even 60 L(d)	Petition $\frac{3}{4}$ members	Yes	None
Nevada.....	Odd	Jan.	3rd Mon.	60 C(m)	No	No	20 C(m)
New Hampshire.....	Odd	Jan.	1st Wed.	(m)	Yes	Yes	None(m)
New Jersey.....	Annual(b)	Jan.	2nd Tues.	None	Petition of majority of members	Yes	None
New Mexico.....	Annual(g)	Jan.	3rd Tues.	Odd 60 C Even 30 C	Petition $\frac{3}{4}$ members, each house	Yes(c)	30 C
New York.....	Annual(b)	Jan.	Wed. after 1st Mon.	None	No	No	None
North Carolina.....	Odd(r)	Jan.	Wed. after 2nd Mon.	None	Petition $\frac{3}{4}$ members, each house	Yes	None
North Dakota.....	Odd	Jan.	Tues. after 1st Mon.(u)	60 L	No	Yes	None
Ohio.....	Annual	Jan.	1st Mon.(aa)	None	Jt. call, presiding officers, both houses	Yes	None

Oklahoma	Annual(b)	Jan.	Tues. after 1st Mon.	90 L	No	No	None
Oregon	Odd	Jan.	2nd Mon.	None	No	Yes	None
Pennsylvania	Annual(b)	Jan.	1st Tues.	None	Petition of majority of members	No	None
Rhode Island	Annual(b)	Jan.	1st Tues.	60 L(m)	No	No	None
South Carolina	Annual(b)	Jan.	2nd Tues.	None	No	Yes	None
South Dakota	Annual	Jan.	Odd—Tues. after 3rd Mon. Even—Tues. after 1st Mon.	45 L 30 L	No	No	None
Tennessee	Odd(r)	Jan.	1st Tues.(v)	90 L(m)	Petition $\frac{3}{4}$ members	Yes	30(m)
Texas	Odd	Jan.	2nd Tues.	140 C	No	No	30 C
Utah	Annual(g)	Jan.	2nd Mon.	Odd 60 C Even 20 C	No	No	30 C
Vermont	Odd(r)	Jan.	Wed. after 1st Mon.	None(m)	No	Yes	None
Virginia	Annual(b)	Jan.	2nd Wed.	Odd 30 C Even 60 C	Petition $\frac{3}{4}$ members	Yes	30 C(d)
Washington	Odd	Jan.	2nd Mon.	60 C	No	Yes	None
West Virginia	Annual	Jan.	2nd Wed.(w)	60 C(d,x)	Petition $\frac{3}{4}$ members	No(y)	None
Wisconsin	Annual(b)	Jan.	1st Tues. after Jan. 15(z)	None	Petition of majority of members	No(y)	None
Wyoming	Annual	Jan.	Odd—2nd Tues. Even—4th Tues.	40 L 20 L	No	Yes	None
American Samoa	Annual	Jan.	2nd Mon.	30 L	No	No	None
Guam	Annual(b)	Jan.	2nd Mon.	30 L	No	No	None
Puerto Rico	Annual(b)	Jan.	2nd Mon.	None	No	No	20
TTPI	Annual(b)	Jan.	2nd Mon.	50 C	No	No	None
Virgin Islands	Annual(b)	Jan.	2nd Mon.	75 L	No	No	None

Abbreviations: L—Legislative days; C—Calendar days.

*All States elect new Legislatures in November of even-numbered years except Kentucky, Louisiana, Mississippi, New Jersey and Virginia (see "General Elections in 1974 and 1975").

(a) Legislature convenes quadrennially on second Tuesday in January after election to organize.

(b) The Legislature meets in two annual sessions but the sessions are considered to be continuous since bills carry over from the first session to the second session and the Legislature does not adjourn sine die until the end of the second session.

(c) If Legislature convenes itself.

(d) Session may be extended for an indefinite period of time by vote of members in both houses. Arkansas: $\frac{3}{4}$ vote (This extension can permit the Legislature to meet in even years.); Florida: $\frac{3}{4}$ vote; Hawaii: petition of $\frac{3}{4}$ membership; Kansas: $\frac{3}{4}$ vote for 15 L days; Maryland: $\frac{3}{4}$ vote for 30 additional days; Nebraska: $\frac{3}{4}$ vote; Virginia: $\frac{3}{4}$ vote for 30 days; West Virginia: $\frac{3}{4}$ vote; Puerto Rico: joint resolution.

(e) After the Legislature has disposed of the subject(s) in the Governor's call, it may by a $\frac{3}{4}$ vote of members in both houses take up subject(s) of its own choosing in a session of up to 15 days.

(f) Regular sessions commence on the first Monday in December of each even-numbered year (following the general election) and continue until November 30 of the next even-numbered year. It may recess from time to time, and may be recalled into regular session.

(g) Second session of Legislature is basically limited to budget and fiscal matters. Even year in all States but Louisiana.

(h) Odd years: not later than first Wednesday after first Monday in June; even years: not later than first Wednesday after first Monday in May.

(i) Special sessions for reconsideration of bills vetoed by the Governor after the close of regular sessions are limited to three days.

(j) Odd years: Legislature convenes for 12 days to organize. It reconvenes on second Monday in February for limit of 33 days or an aggregate of 45 L days; even years: 40 L days.

(k) Limited to 70 days if called by Governor and 30 days if called at petition of Legislature, except for impeachment proceedings.

(l) If Governor notifies Legislature he plans to return bills with objections which were submitted to him less than 10 days before adjournment, a special session to reconsider such bills may be convened without call on 45th day after adjournment.

(m) Indirect restriction only since legislators pay, per diem, or daily allowance stops but session may continue. Nevada: no limit on allowances; New Hampshire: constitutional limit on expenses of 90 days or July 1, whichever occurs first, 15 days salary and expenses for special sessions; Tennessee: constitutional limit or per diem and travel allowance only; Vermont: statutory limit.

(n) Organizational session of one day. Legislature then recesses to reconvene no later than the second Monday in January of the following year.

(o) Odd years: 61 L days or April 30; even years: 30 L days or March 15.

(p) 30 L days in a 40 C day period.

(q) $\frac{3}{4}$ elected members must petition for special session during the 30 days before or 30 days after the regular fiscal sessions in odd years. A simple majority of each house may convene a special session on 31st day after sine die adjournment to act on one or more vetoed measures.

(r) The Legislature may and in practice has divided the session to meet in even years also.

(s) Regular sessions in 1972 and every fourth year thereafter are limited to 125 C days; other years 90 C days. By concurrent resolution of $\frac{3}{4}$ of those present and voting in each house, session may be extended for 30 C days with no limit on number of extensions.

(t) If the Governor returns any bill with his objections after adjournment of the Legislature in even-numbered years, the Legislature shall automatically reconvene on the first Wednesday following the first Monday in September for a period not to exceed 10 days for the sole purpose of considering the bills vetoed by the Governor.

(u) The Legislature meets for an organization and orientation meeting in December following the general election. The Legislature then recesses the first Tuesday after the first Monday in January or any other time prescribed by law, but no later than January 8.

(v) Legislature convenes for 15 days in January to organize and introduce bills. It reconvenes the fourth Tuesday in February.

(w) Following each gubernatorial election, the Legislature convenes on the second Wednesday of January to organize but recesses until the second Wednesday in February for the start of the 60-day session.

(x) Governor must extend until the general appropriation is passed.

(y) No, if called by Governor alone; questionable if called as a result of petition of members.

(z) The Legislature by joint resolution establishes the calendar dates of session activity for the remainder of the biennium at the beginning of the odd-numbered year.

(aa) 1st Monday in January or the day after if the 1st Monday falls on a legal holiday.

Table 12
1971 AND 1972 SESSIONS, INTRODUCTIONS, AND ENACTMENTS

State or other jurisdiction	Duration of session*	Regular Sessions						Extra Sessions							
		Introductions		Enactments		Measures vetoed	Length of session†	Duration of session*	Introductions		Enactments		Measures vetoed	Length of session†	
		Bills	Resolutions	Bills	Resolutions				Bills	Resolutions					
Alabama.....	May 4-Sept. 22, 1971	4,150	297	2,314(a)	195	19	36 L	Jan. 12-Jan. 19, 1971	0	38	0	26	0	8 L	
								March 31-May 3, 1971	227	107	72	81	0	17 L	
								Nov. 15-Nov. 19, 1971	154	44	44	26	3	5 L	
								Nov. 30, 1971-Feb. 4, 1972	689	198	218	134	8	26 L	
								None	...	...	...	...	...	...
Alaska.....	Jan. 11-May 11, 1971	717	135	131	45	5	121 C								
	Jan. 10-June 18, 1972	552	107	208	98	8	161 C								
Arizona.....	Jan. 11-May 14, 1971	573	34	204	9	4	124 C	Sept. 27-Oct. 22, 1971	14	2	4	0	0	26 C	
	Jan. 10-May 14, 1972	712	68	218	25	1	125 C								
Arkansas.....	Jan. 11-April 19, 1971	1,437	332	829	N.A.	26	99 C	Feb. 7-Feb. 16, 1972	161	46	68	0	4	10 C	
California.....	Jan. 4, 1971-Jan. 3, 1972	4,738	545	1,821	274	157	364 C	None	...	...	...	...	...	...
	Jan. 3, 1972-Jan. 5, 1973	4,979	305	1,442	192	167	367 C								
Colorado.....	Jan. 6-May 17, 1971	1,035	141	390	68	7	132 C	None	...	...	...	...	...	...
	Jan. 5-June 4, 1972	227	168	106	80	0	152 C								
Connecticut.....	Jan. 6-June 9, 1971	6,696	322	1,361	214	166	86 L	June 11-Aug. 12, 1971	18	29	8	23	2	14 L	
	Feb. 9-May 3, 1972	872	66	297(a)	46	55	42 L	Aug. 2-Aug. 3, 1971	(b)	0	0	0	0	1 L	
								Sept. 7-Sept. 7, 1971	(b)	0	0	0	0	1 L	
								May 16-May 23, 1972	8	14	1	14	0	2 L	
								June 12-June 12, 1972	(b)	0	0	0	0	1 L	
								July 26, 1971-Jan. 11, 1972	113	42	8	27	0	7 L	
Delaware.....	Jan. 12-June 30, 1971	1,079	259	312	193	5	(c)	Jan. 27-Feb. 4, 1971	47	17	9	6	0	9 C	
	Jan. 11-June 30, 1972	690	177	186	9	2	49 L	June 9-June 24, 1971	101	18	33	10	0	16 C	
Florida.....	April 6-June 4, 1971	3,925	252	953	25	8	60 C	Nov. 29-Dec. 9, 1971	99	19	21	4	0	11 C	
	Feb. 1-April 7, 1972	3,315	191	728	31	10	67 C	April 8-April 8, 1972	1	0	0	0	0	1 C	
								April 11-April 11, 1972	3	1	2	1	0	1 C	
								Nov. 28-Dec. 1, 1972	59	10	15	1	0	4 C	
								Sept. 24-Oct. 8, 1971	26	60	17	59	0	15 C	
Georgia.....	Jan. 11-March 12, 1971	1,447	694	830	459	20(d)	45 C(e)	None	...	...	...	...	...	...
	Jan. 10-March 9, 1972	1,339	708	779	482	32(d)	40 C								
Hawaii.....	Jan. 20-April 16, 1971	2,950	657	215	227	9	60 L	None	...	...	...	...	...	...
	Jan. 19-April 14, 1972	1,776	892	219	490	12	60 L								
Idaho.....	Jan. 11-March 20, 1971	660	103	365	38	6	70 C	March 22-April 8, 1971	43	4	10	0	2	18 C	
	Jan. 10-March 25, 1972	766	127	409	54	10	76 C								
Illinois.....	Jan. 6-June 30, 1971	...	...	...	...	...	...	Nov. 27-Dec. 17, 1972	14	16	0	0	0	6 L
	Oct. 5-Nov. 13, 1971	...	...	...	...	...	...		
	Jan. 12-June 30, 1972	...	...	...	...	...	...		
	Nov. 26, 1972-Jan. 9, 1973	11,427(f)	958(f)	3,016(a, f)	N.A.	188(f)	169 L(f)								
Indiana.....	Jan. 12-April 16, 1971	1,688	91	494(a)	11	17	60 L	None	...	...	...	...	...	...
	Nov. 15, 1971-Feb. 28, 1972	794	90	233	6	6	30 L								
Iowa.....	Jan. 11-June 18, 1971	1,337	26	287	6	11	159 C	None	...	...	...	...	...	...
	Jan. 10-March 24, 1972	518	16	426	4	2	75 C								
Kansas.....	Jan. 12-April 20, 1971	1,064	137	334(a)	34	13	109 C	None	...	...	...	...	...	...
	Jan. 11-March 28, 1972	918	147	381(a)	36	27	61 L								
Kentucky.....	Jan. 4-March 17, 1972	1,048	261	384	209	25	60 C(g)	June 8-June 15, 1972	13	46	6	43	0	7 C(g)	
Louisiana.....	May 8-July 6, 1972	2,372	567	771	305	18	60 C	Aug. 20-Aug. 31, 1972	49	83	21	63	0	12 C	
	May 14-June 12, 1973	425	467	213	174	13	30 C								
Maine.....	Jan. 6-June 24, 1971	1,772	4	746	4	7	101 L	Jan. 24-March 10, 1972	155	4	118	2	4	34 L	
Maryland.....	Jan. 13-April 12, 1971	2,214	210	798	74	41	90 C	None	...	...	...	...	...	...
	Jan. 12-April 10, 1972	2,485	185	780	52	45	90 C								
Massachusetts.....	Jan. 6-Nov. 10, 1971	8,155	N.A.	1,119(a)	86	8	318 C	None	...	...	...	...	...	...
	Jan. 5-July 9, 1972	8,530	N.A.	814(a)	92	7	187 C								
Michigan.....	Jan. 13, 1971-Dec. 29, 1972	3,914	120	621	7	5	(c)	None	...	...	...	...	...	...
Minnesota.....	Jan. 5-May 24, 1971	6,012	N.A.	966	5	7	104 L	May 25-Oct. 30, 1971	502	7	48	1	2	54 L	
Mississippi.....	Jan. 4-May 9, 1972	2,193	272	662	123	8	125 C	None	...	...	...	...	...	...
	Jan. 2-April 1, 1973	2,366	250	632	116	22	90 C								
Missouri.....	Jan. 6-June 30, 1971	1,368	75	247	5	10	175 C	Sept. 6-Sept. 30, 1972	1	0	1	0	0	25 C	
	Jan. 5-May 15, 1972	910	59	225	3	12	131 C								
Montana.....	Jan. 4-March 24, 1971	963	140	444	103	10	60 C	March 8-April 3, 1971	50	28	11	19	0	31 C	
								June 7-June 25, 1971	51	15	19	6	0	19 C	

Nebraska.....	Jan. 5-May 26, 1971	1,042	0	555(a)	0	8	90 L	None	...	...	...	...	...	...	...
	Jan. 4-April 5, 1972	475	0	367(a)	0	10	60 L								
Nevada.....	Jan. 18-April 26, 1971	1,505	184	681	91	3	99 C	None							
New Hampshire.....	Jan. 6, 1971-Jan. 6, 1972	1,356	148	559(a)	45	3	(c)	Feb. 8-March 23, 1972	106	12	61	3	1	15 L	
New Jersey.....	Jan. 11, 1972-Jan. 9, 1973	2,898	363	213(a)	45	22	363 C	None	...	...	...	...	...	...	...
	Jan. 9, 1973-														
New Mexico.....	Jan. 19-March 20, 1971	1,018	59	327	15	45	60 C	None	...	...	...	...	...	...	...
	Jan. 18-Feb. 18, 1972	258	21	98	5	5(h)	30 C								
New York.....	Jan. 6-July 6, 1971	15,193	175	1,214	63	305	182 C	Dec. 14-Dec. 18, 1971	2	9	1	9	0	2 L	
	Jan. 5-May 9, 1972	7,777	333	1,016	93	282	(c)	Dec. 27, 1971-Jan. 4, 1972	36	7	10	6	0	5 L	
North Carolina.....	Jan. 13-Oct. 30, 1971	2,390	232	1,248	139	(i)	141 L	None	...	...	...	...	...	...	...
North Dakota.....	Jan. 5-March 16, 1971	1,072	188	611	111	13	60 L	None	...	...	...	...	...	...	...
Ohio.....	Jan. 4, 1971-Dec. 30, 1972	1,842	105	356	11	4	260 L	None	...	...	...	...	...	...	...
Oklahoma.....	Jan. 5-June 11, 1971	874	315	356	260	3	90 L	None	...	...	...	...	...	...	...
	Jan. 4-March 31, 1972	550	207	257	176	7	52 L	July 1-July 1, 1971	0	2	0	2	0	1 L	
Oregon.....	Jan. 11-June 10, 1971	1,911	155	781	24	1	151 C	None	...	...	...	...	...	...	...
Pennsylvania.....	Jan. 5-Dec. 28, 1971	3,042	192	287	46	4	108 L	Aug. 14-Nov. 30, 1972	26	11	5	2	0	27 L	
	Jan. 4-Nov. 30, 1972	1,320	135	446	41	12	78 L	Aug. 14-Nov. 30, 1972	11	1	1	0	0	25 L	
Rhode Island.....	Jan. 5-July 22, 1971	2,541	N.A.	292	427	4	(c)	Sept. 6-Sept. 6, 1972	17	16	11	14	0	1 L	
	Jan. 11-April 29, 1972	3,185	N.A.	287	267	26	66 L	None	...	...	...	...	...	...	...
South Carolina.....	Jan. 12-Nov. 9, 1971	1,755	136	959	103	3	(c)	None	...	...	...	...	...	...	...
	Jan. 11-July 28, 1972	1,940	508	1,046	N.A.	6	(c)	None	...	...	...	...	...	...	...
South Dakota.....	Jan. 19-March 19, 1971	630	12	303	2	10	45 L	None	...	...	...	...	...	...	...
	Jan. 4-Feb. 11, 1972	651	26	292	5	6	30 L								
Tennessee.....	Feb. 23-May 31, 1971(j)	2,690	205	643	102	9	48 L	March 23-March 23, 1971	0	2	0	2	0	1 L	
	Feb. 7-April 14, 1972	2,197	419	648	307	14	37 L								
Texas.....	Jan. 12-May 31, 1971	2,932	453	1,067	12	22	140 C	June 1-June 4, 1971	32	20	13	0	0	4 C	
								March 28-March 30, 1972	6	34	2	0	0	3 C	
								June 14-July 7, 1972	2	42	1	0	0	24 C	
								Sept. 18-Oct. 17, 1972	152	39	22	0	0	30 C	
								Aug. 2-Aug. 6, 1971	32	3	9	2	0	5 C	
								Jan. 31-Feb. 11, 1972	11	1	5	1	0	12 C	
								None	...	...	...	...	...	...	...
Utah.....	Jan. 11-March 11, 1971	599	66	221	27	9	60 C	March 12-May 10, 1971	(k)	(k)	(k)	(k)	(k)	(k)	
	Jan. 10-Jan. 29, 1972	6	1	5	1	0	20 C	Jan. 10-Feb. 23, 1972	1,026	112	157	2	(l)	42 C	
Vermont.....	Jan. 6-April 20, 1971	446	96	136	63	1	67 L	April 27-April 30, 1971	53	21	15	14	0	4 C	
	Jan. 5-April 7, 1972	252	66	133	44	0	58 L	Oct. 26-Nov. 4, 1971	13	31	6	18	1	9 C	
Virginia.....	Jan. 12-March 11, 1972	1,722	256	889	56	22	60 C	April 19-April 22, 1972 and							
	Jan. 10-Feb. 24, 1973	1,100	223	533	136	15	46 C	June 7-June 9, 1972	45	45	12	30	0	7 C	
Washington.....	Jan. 11-May 10, 1971(k)	2,065	95	391	9	7	120 C	April 19-April 28, 1972	9	8	3	2	0	10 C	
West Virginia.....	Jan. 13-March 16, 1971	1,202	204	183(a)	89	9	63 C								
	Jan. 12-March 11, 1972	1,154	168	135	79	9	60 C								
Wisconsin.....	Jan. 4-Oct. 28, 1971	...	...	...	...	...	...		
	Jan. 18-March 10, 1972	...	...	...	...	...	...		
	July 13-July 15, 1972	2,568(f)	412(f)	336(f)	139(f)	32(f)	(c, f)								
Wyoming.....	Jan. 12-Feb. 20, 1971	692	18	270	7	0	40 C	July 7-July 8, 1971	20	3	5	2	0	2 C	
Guam.....	Jan. 1, 1971-Dec. 1972	1,072	681	210	569	55	384 L	None	...	...	...	...	...	...	...
Puerto Rico.....	Jan. 11-May 25, 1971	836	2,107	126	70	44	94 C	May 26-June 10, 1971	1	0	13	6	1	11 C	
	Jan. 10-April 30, 1972	240	313	97	66	42	111 C	Sept. 16-Oct. 5, 1971	1	0	0	0	0	13 C	
								Dec. 1-Dec. 13, 1971	0	1	0	0	0	4 C	
								May 8-May 26, 1972	33	37	31	36	3	19 C	
								June 26-July 10, 1972	2	1	2	1	0	15 C	
								Sept. 7-Sept. 8, 1972	0	2	1	0	0	2 C	
								Sept. 21-Sept. 21, 1972	0	1	1	0	0	1 C	
Virgin Islands.....	Jan. 11-March 1, 1971	...	...	...	...	...	60 C								
	May 10-May 14, 1971	...	...	...	...	...	5 C								
	Oct. 11-Oct. 15, 1971	...	...	...	...	...	5 C								
	Jan. 10-Feb. 28, 1972	478(f)	72(f)	231(f)	47(f)	10(f)	60 C								

N.A.—Not available.

* Actual adjournment dates are listed regardless of constitutional limitations.

† C—Calendar days; L—Legislative days.

‡ Legislatures in these States run from even-numbered year to even-numbered year. These figures reflect this calendar. See table on legislative sessions.

(a) Includes measures passed over Governor's veto. Alabama 3; Connecticut 1; Illinois 1; Indiana 6; Kansas 1971—3, 1972—13; Massachusetts 1971—2, 1972—2; Nebraska 1971—4, 1972—3; New Hampshire 1; New Jersey 1972—3; West Virginia 1.

(b) Mandatory veto session. No introductions possible.

(c) Delaware: House 56L, Senate 57L; Michigan: 1971 House 155L, Senate 144L, 1972 House 120L, Senate 119L; New Hampshire: House 86L, Senate 84L; New York: Connecticut 1; Illinois 1; Indiana 6; Kansas 1971—3, 1972—13; Massachusetts 1971—2, 1972—2; Nebraska 1971—4, 1972—3; New Hampshire 1; New Jersey 1972—3; West Virginia 1.

132L, Senate 135L, 1972 House 119L, Senate 117L; Wisconsin: Assembly 181L, Senate 179L.

(d) Includes four resolutions, 1971; eight resolutions, 1972.

(e) Includes two-week break.

(f) Figures are for both years of biennial period.

(g) Except Sundays and legal holidays.

(h) Includes line item vetoes.

(i) The Governor has no veto power.

(j) The Legislature met for 12 calendar days January 5–16, 1971, in organizational session prior to the regular session.

(k) Extended special session from March 12 to May 10, 1971, included in figures for regular session.

(l) Fourteen part veto, one veto.

TABLE 13
PERMANENT LEGISLATIVE SERVICE AGENCIES

State or other jurisdiction	Date agency estab- lished	Service agency	Refer- ence library facili- ties	Bill drafting for Legis- lature	Statu- tory revision	Legal coun- seling for legis- lators	Pre- pares bill and law sum- maries	Recom- mends substan- tive legis- lative program	Pre- pares research reports	Spot research	Program and expenditure review and analysis	Budg- etary review and analysis	Leg- isla- tive post audit	Central man- age- ment
Alabama.....	1945	Legislative Council	—	—	—	—	—	★	—	—	—	—	—	—
	1945	*Legislative Reference Service	★	★	★	★	★	—	★	★	—	—	—	—
	1947	Legislative Committee on Public Accounts	—	—	—	★	—	—	—	—	—	—	★	—
	1947	†Dept. of Examiners of Public Accounts	—	—	—	★	—	—	—	—	—	—	★	—
	1967	State Law Institute	—	—	★	—	—	—	—	—	—	—	—	—
	....	Senate Committee on Finance and Taxation & House Committee on Ways and Means	—	—	—	—	—	—	—	—	—	★	—	—
Alaska.....	1953	Legislative Council	—	—	—	—	—	★	—	—	—	—	—	—
	1953	*Legislative Affairs Agency	★	★	★	★	★	—	★	★	—	—	—	★
	1955	Legislative Budget and Audit Committee	—	—	—	—	—	—	—	—	★	★	★	—
	1955	†Legislative Audit Division	—	—	—	—	—	—	—	—	—	—	★	—
	1971	†Legislative Finance Division	—	—	—	—	—	—	—	—	★	★	—	—
American Samoa.....	....	Legislative Reference Bureau	★	★	★	—	—	—	—	★	—	—	—	★
Arizona.....	1953	Legislative Council	★	★	★	—	★	★	★	★	—	—	—	—
	1937	Department of Library and Archives	★	—	—	—	—	—	—	—	—	—	—	—
	1966	Joint Legislative Budget Committee	—	—	—	—	—	—	★	—	★	★	★	—
	....	House Committee on Administration	—	—	—	—	—	—	—	—	—	—	—	★
Arkansas.....	1947	Legislative Council	—	—	—	—	—	★	★	★	★	★(a)	—	—
	1947	*Bureau of Legislative Research	★	★	—	★	★	—	★	★	★	★(a)	—	—
	1953	Legislative Joint Auditing Committee	—	—	—	—	—	—	—	—	—	—	★	—
	1953	†Division of Legislative Audit	—	—	—	—	—	—	—	—	—	—	★	—
	—	—	—	—	—	—	—	—	—	—	—	—
California.....	1913	Legislative Counsel Bureau	—	★	★	★	★	—	★	★	—	—	—	—
	1904	Administrative-Legislative Reference Service (State Library)	★	—	—	—	—	—	—	★	—	—	—	—
	1941	Joint Legislative Budget Committee	★	—	—	—	—	★	★	★	★	★	—	—
	1953	Law Revision Commission	—	—	★	—	—	★	★	—	—	—	—	—
	1955	Joint Legislative Audit Committee	—	—	—	—	—	—	—	—	—	—	★	—
	1955	†Legislative Audit Bureau	—	—	—	—	—	—	—	—	—	—	★	—
	1969	Senate Office of Research	—	—	—	—	—	★	★	★	—	—	—	—
	1967	Office of Research (Assembly Rules Committee)	—	—	—	—	—	★	★	★	—	—	—	—
	....	Joint Rules Committee	—	—	—	—	—	—	—	—	—	—	—	★
	—	—	—	—	—	—	—	—	—	—	—	—
Colorado.....	1953	Legislative Council	★	—	—	—	—	★	★	★	—	—	—	—
	1969	Committee on Legal Services	—	—	★	★	—	—	—	—	—	—	—	—
	1968	Legislative Drafting Office (Committee on Legal Services)	—	★	—	★	★	—	—	★	—	—	—	—
	1956	Joint Budget Committee	—	—	—	—	—	—	—	—	★	★	—	—
	1965	Legislative Audit Committee	—	—	—	—	—	—	—	—	—	—	★	—
Connecticut.....	1969	Joint Committee on Legislative Management	—	—	—	—	—	—	—	—	—	—	—	★
	1970	*Office of Legislative Research	★	—	—	—	★	—	★	★	★	★	—	—
	1969	*Office of Fiscal Analysis	—	—	—	—	—	—	★	★	★	★	—	—
	1969	Legislative Commissioners Office	—	★	★	★	—	—	—	—	—	—	—	—
	1907	Legislative Reference Unit (State Library)	★	—	—	—	—	—	—	★	—	—	—	—
	1902	Auditors of Public Accounts	—	—	—	—	—	—	—	—	—	—	★	—
	1972	Program Review Committee	—	—	—	—	—	—	—	—	★	—	—	—

[illegible]

TABLE 13—Continued
PERMANENT LEGISLATIVE SERVICE AGENCIES

State or other jurisdiction	Date agency estab- lished	Service agency	Refer- ence library facili- ties	Bill drafting for Legis- lature	Statu- tory revision	Legal coun- seling for legis- lators	Pre- pares bill and law sum- maries	Recom- mends substan- tive legis- lative program	Pre- pares research reports	Spot research	Program and ex- penditure review and analysis	Budg- etary review and analysis	Legis- lative post audit	Central man- age- ment
Louisiana.....	1952	Legislative Council	★	★	—	★	★	★	★	★	—	—	—	—
	1946(c)	State Library	★	—	—	—	—	—	—	★	—	—	—	—
	1938	State Law Institute	—	—	★	—	—	—	—	—	—	—	—	—
	1962	Legislative Budget Committee	—	—	—	—	—	—	—	—	★	★	—	—
	1962	Office of Legislative Auditor	—	—	—	—	—	—	—	—	—	—	★	—
	1973	Legislative Fiscal Office	—	—	—	—	—	—	—	—	★	★	—	—
	1973	Legislative Budget Control Council	—	—	—	—	—	—	—	—	—	—	—	★
Maine.....	1973(b)	Legislative Council	—	★	★	★	★	—	★	★	★	★	—	★
	1971	Law and Legislative Reference Library (Legislative Council)	★	—	—	—	★	—	★	★	—	—	—	—
	1907	Department of Audit	—	—	—	—	—	—	—	—	—	—	★	—
Maryland.....	1939	Legislative Council	—	—	★	—	—	★	★	★	—	—	—	—
	1966	*Department of Legislative Reference	★	★	—	★	★	—	★	★	—	—	—	—
	1968	Department of Fiscal Services	—	—	—	—	—	—	★	★	★	★	★	—
	....	State Library	★	—	—	—	—	—	—	—	—	—	—	—
Massachusetts..	1954	Legislative Research Council	—	—	—	—	—	—	★	—	—	—	—	—
	1954	*Legislative Research Bureau	—	—	—	—	—	—	★	★	—	—	—	—
	1971	Joint Committee on Post Audit & Oversight	—	—	—	—	—	—	—	—	—	—	—	—
	1971	†Legislative Post Audit & Oversight Bureau	—	—	—	—	—	—	—	—	—	—	★	—
	1908	Legislative Reference Division (State Library)	★	—	—	—	—	—	—	★	—	—	—	—
	....	Senate Counsel	—	★	★	★	—	—	—	★	—	—	—	—
	....	House Counsel	—	★	★	★	—	—	—	★	—	—	—	—
	1946(d)	House Ways and Means Committee	—	—	—	—	—	—	—	★	★	★	—	—
Michigan.....	....	Senate Ways and Means Committee	—	—	—	—	—	—	—	★	★	★	—	—
	1965	Legislative Council	—	—	—	—	—	★	—	—	—	—	—	—
	1941	*Legislative Service Bureau	★	★	—	★	★	—	★	★	—	—	—	—
	1965	Legislative Auditor General	—	★	★	—	—	★	—	—	—	—	—	—
	1965	Law Revision Commission	—	—	—	—	—	—	—	—	—	—	★	—
	....	Senate Appropriations Committee	—	—	—	—	—	—	—	—	★	★	—	—
	1965	†Senate Fiscal Agency	—	—	—	—	—	—	—	—	★	★	—	—
	....	House Appropriations Committee	—	—	—	—	—	—	—	—	★	★	—	—
	1970	†House Fiscal Agency	—	—	—	—	—	—	—	—	★	★	—	—
	....	Senate Business Committee	—	—	—	—	—	—	—	—	—	—	—	★
Minnesota.....	....	House Policy Committee	—	—	—	—	—	—	—	—	—	—	—	★
	1973	Joint Coordinating Committee	—	—	—	—	—	—	★	★	—	—	—	—
	1973	*Office of Legislative Research	—	—	—	—	—	—	★	★	—	—	—	—
	1968(b)	Legislative Reference Library (Office of Legislative Research)	★	—	—	—	—	—	—	★	—	—	—	—
	1939(b)	Revisor of Statutes (Office of Legislative Research)	—	★	★	★	★	—	—	★	—	—	—	—
	1973	Legislative Audit Commission	—	—	—	—	—	—	—	—	—	—	★	—
	....	State Law Library	★	—	—	—	—	—	—	★	—	—	—	—
	....	Senate Majority Caucus Research	—	★	—	★	★	★	★	★	—	—	—	—
	....	Senate Minority Caucus Research	—	—	—	—	★	★	★	★	—	—	—	—
Minnesota.....	....	House Majority Caucus Research	—	★	—	—	★	★	★	★	—	—	—	—
	....	House Minority Caucus Research	—	★	—	—	★	★	★	★	—	—	—	—
	....	House Minority Caucus Research	—	★	—	—	★	★	★	★	—	—	—	—

Minn. (Cont'd.)..	1964(d)	Senate Finance Committee	—	—	—	—	—	—	—	—	★	★	★	—	—
	1964(d)	House Appropriations Committee	—	—	—	—	—	—	—	—	★	★	★	—	—
	.....	Senate Rules and Administration Committee	—	—	—	—	—	—	—	—	—	—	—	—	★
	.....	House Rules and Legislative Administration Committee	—	—	—	—	—	—	—	—	—	—	—	—	★
Mississippi.....	1938	Legislative Reference Bureau (State Library)	★	—	—	—	—	—	★	★	—	—	—	—	—
	1971	Senate Legislative Services Office	—	★	—	★	★	—	★	★	—	—	—	—	—
	.....	Office of Secretary of the Senate	—	—	—	—	—	—	—	—	—	—	—	—	★
	1970	House Management Committee	—	★	—	★	★	—	—	★	—	—	—	—	★
	1944	Revisor of Statutes (Department of Justice)	—	★	★	★	—	—	—	★	—	—	—	—	—
	1955	Commission of Budget and Accounting	—	—	—	—	—	—	—	—	★	★	—	—	—
Missouri.....	1973	Joint Legislative Committee on Performance Evaluation and Expenditure Review	—	—	—	—	—	—	—	—	—	★	★	—	—
	1943	Committee on Legislative Research	★	★	★	—	—	—	★	★	—	—	—	—	—
Montana.....	1965	Committee on State Fiscal Affairs	—	—	—	—	—	—	—	—	—	★	★	—	—
	1957	Legislative Council	★	★	—	★	★	★	★	★	—	—	—	—	—
Nebraska.....	1967	Legislative Audit Committee	—	—	—	—	—	—	—	—	—	★	—	★	—
	1937	Legislative Council	★	★	★	—	★	★	★	★	★	★	—	—	★
Nevada.....	1945	Legislative Commission	—	—	—	—	—	★	—	—	—	—	—	—	—
	1945	*Legislative Counsel Bureau	★	★	★	★	—	★	★	★	★	★	★	—	—
	.....	State Library	★	—	—	—	—	★	★	★	—	—	—	—	—
New Hampshire..	1963	Office of Legislative Services	—	★	—	★	—	—	★	★	—	—	—	—	—
	1913	Legislative Service (State Library)	★	—	—	—	—	—	★	★	—	—	—	—	—
	1969	Legislative Fiscal Committee	—	—	—	—	—	—	—	—	★	★	★	—	—
New Jersey.....	1954	Law Revision & Legislative Services Comm.	—	★	★	★	★	—	★	★	—	—	—	—	—
	1971	Office of Fiscal Affairs (Law Revision and Legislative Services Commission)	—	—	—	—	—	—	—	—	★	★	★	—	—
	1945	Law and Legislative Reference Bureau (Division of the State Library)	★	—	—	—	—	—	—	★	—	—	—	—	—
New Mexico.....	1951	Legislative Council	—	—	—	—	—	—	—	—	—	—	—	—	—
	1951	*Legislative Council Service	★	★	★	—	★	★	★	★	★	—	—	—	—
	1957	Legislative Finance Committee	—	—	—	—	—	★	—	—	—	—	★	—	—
New York.....	1954	Office of Legislative Research	★	—	—	—	—	★	★	★	—	—	—	—	—
	1891	Legislative Reference Library (State Library)	★	—	—	—	—	★	★	★	—	—	—	—	—
	1901	Legislative Bill Drafting Commission	—	★	—	★	—	—	—	★	—	—	—	—	—
	1934	Law Revision Commission	—	—	★	—	—	★	★	—	—	—	—	—	—
	1915	Legislative Library	★	—	—	—	—	—	—	★	—	—	—	—	—
	1969	Legislative Comm. on Expenditure Review	—	—	—	—	—	—	—	—	—	—	—	★	—
	.....	Senate Finance Committee	—	—	—	—	—	—	—	—	★	★	—	—	—
North Carolina..	.....	Assembly Ways and Means Committee	—	—	—	—	—	—	—	—	★	—	—	—	—
	1969	Assembly Standing Committee Central Staff	—	★	—	—	—	★	★	★	—	—	—	—	—
	1965	Legislative Research Commission	—	★	—	—	—	★	—	—	—	—	—	—	—
	1969	Legislative Services Commission	★	—	—	★	★	—	★	★	★	★	—	—	—
	1945	General Statutes Commission (Department of Justice)	—	—	★	—	—	★	—	—	—	—	—	—	—
	1939	Division of Legislative Drafting & Codification of Statutes (Department of Justice)	—	★	★	★	—	—	—	★	—	—	—	—	—
	1947	Revisor of Statutes (Department of Justice)	—	—	★	★	—	—	—	—	—	—	—	—	—
.....	.....	State Library	★	—	—	—	—	—	—	★	—	—	—	—	—
	1931	Institute of Government, University of North Carolina	—	★	—	★	★	—	★	★	—	—	—	—	—

TABLE 13—Concluded
PERMANENT LEGISLATIVE SERVICE AGENCIES

State or other jurisdiction	Date agency estab- lished	Service agency	Refer- ence library facili- ties	Bill drafting for Legis- lature	Statu- tory revision	Legal coun- seling for legis- lators	Pre- pares bill and law sum- maries	Recom- mends substan- tive legis- lative program	Pre- pares research reports	Spot research	Program and ex- penditure review and analysis	Budg- etary review and analysis	Leg- islative post audit	Central man- age- ment
North Dakota...	1969	Legislative Council	★	★	★	★	★	★	★	★	★	★	—	★
	1963(b)	Legislative Audit and Fiscal Review Comt. (Legislative Council Comt. on Budget)	—	—	—	—	—	—	—	—	—	—	★	—
Ohio.....	1953	Legislative Service Commission	★	★	★	★	★	★	★	★	★	★	—	—
	1910	Legislative Reference Bureau	★	★	—	★	★	—	—	★	—	—	—	—
	....	House Rules Committee	—	—	—	—	—	—	—	—	—	—	—	★
Oklahoma.....	1939	Legislative Council	—	★	★	—	—	★	★	★	★	★	★	—
	1969	Legislative Reference Division (Department of Libraries)	★	—	—	—	★	—	★	★	—	—	—	—
Oregon.....	1971	Legislative Counsel Committee	—	★	★	★	★	★	★	★	—	—	—	—
	1971	Joint Committee on Ways and Means and Emergency Board	—	—	—	—	—	—	★	★	★	★	—	—
	1971	Legislative Administration Committee	—	—	—	—	—	—	★	★	—	—	—	★
	1913(c)	State Library	★	—	—	—	—	—	—	★	—	—	—	—
Pennsylvania...	1937	Joint State Government Commission	★	—	—	—	—	★	★	★	—	—	—	—
	1909	Legislative Reference Bureau	★	★	—	★	★	—	—	★	—	—	—	—
	1959	Legislative Budget and Finance Committee	—	—	—	—	—	—	★	★	★	★	—	—
	1874	House Majority Appropriations Committee	—	—	—	—	—	—	—	★	★	★	—	—
	1966	House Minority Appropriations Committee	—	—	—	—	—	—	—	★	★	★	—	—
	1883	Senate Majority Appropriations Committee	—	—	—	—	—	—	—	★	★	★	—	—
	1966	Senate Minority Appropriations Committee	—	—	—	—	—	—	—	★	★	★	—	—
Puerto Rico.....	1954	Office of Legislative Services	★	★	—	★	★	—	★	★	—	★	—	—
	1950	Commission for the Codification of the Laws	—	—	★	—	—	—	—	—	—	—	—	—
	1954	Joint Legislative Committee on Reports from the Controller	—	—	—	—	—	—	—	—	—	—	—	—
	1952	†Office of the Controller	—	—	—	—	—	—	—	—	—	—	★	—
Rhode Island...	1939	Legislative Council	★	★	—	★	★	—	★	★	—	—	—	—
	1907	Legislative Reference Bureau (State Library)	★	—	—	—	★	—	—	★	—	—	—	—
	....	Assistant in Charge of Law Revision (Office of Secretary of State)	—	★	★	★	★	—	—	★	—	—	—	—
	1939	Finance Comt. of House of Representatives	—	—	—	—	—	—	—	—	★	★	★	—
	1959	†Fiscal Advisory Staff	—	—	—	—	—	—	—	—	★	★	★	—
	1960	Joint Committee on Legislative Affairs	—	—	—	—	—	—	—	—	—	—	—	★
	1973	Office of Auditor General	—	—	—	—	—	—	—	—	—	—	★	—
South Carolina..	1949	Legislative Council	★	★	—	★	★	—	★	★	—	—	—	—
	1954	Code Commissioner	—	—	★	★	—	—	—	—	—	—	—	—
South Dakota...	1951	Legislative Research Council	★	★	★	★	★	★	★	★	★	★	—	★
	1943	Department of Audits and Accounts	—	—	—	—	—	—	—	—	—	—	★	—
Tennessee.....	1953	Legislative Council Committee	★	★	—	★	★	★	★	★	—	—	—	—
	....	State Library and Archives	★	—	—	—	—	—	—	★	—	—	—	—
	1953	Code Commission	—	—	★	—	—	—	—	—	—	—	—	—
	1835	Department of Audit	—	—	—	—	—	—	—	—	★	★	★	—
	1967	Fiscal Review Committee	—	—	—	—	—	—	★	★	★	★	—	—

Texas.....	1949	Legislative Council	—	★	★	★	★	—	★	★	★	—	—	—
	1969	Legislative Reference Library	★	—	—	—	—	—	—	—	—	—	—	—
	1949	Legislative Budget Board	—	★	—	—	★	—	—	★	—	★	★(a)	—
	1943	Legislative Audit Committee	—	—	—	—	—	—	—	—	—	★	—	—
Utah.....	1947	Legislative Council	—	—	—	—	★	★	★	★	—	—	—	—
	1966	Joint Budget and Audit Committee	—	—	—	—	—	—	—	—	★	—	—	—
	1966	Joint Legal Services Committee	—	★	★	—	★	—	—	—	—	—	—	—
	1966	Joint Legislative Operations Committee	—	—	—	—	—	—	—	—	—	—	—	★
Vermont.....	1965	Legislative Council	★	★	—	★	★	★	★	★	—	—	—	—
	1957	Statutory Revision Commission	—	—	★	—	—	—	—	—	—	★	—	—
	1968	Joint Fiscal Committee	—	—	—	—	—	—	—	—	—	★	—	—
	1968	Joint Fiscal Committee	—	—	—	—	—	—	—	—	—	★	—	—
Virginia.....	1936	Advisory Legislative Council	—	—	—	★	—	★	★	—	—	—	—	—
	1973(b)	*Division of Legislative Services	★	★	★	★	★	★	★	★	—	—	—	—
	1948	Code Commission	—	—	★	★	—	—	—	—	—	—	—	—
	1970	Legislative Budget Director	—	—	—	—	—	—	—	—	—	—	—	—
Virgin Islands...	1970	House and Senate Rules Committees	—	—	—	—	—	—	—	—	—	★	—	—
	1970	House and Senate Rules Committees	—	—	—	—	—	—	—	—	—	—	★	—
	1928	†Auditor of Public Accounts	—	—	—	—	—	—	—	—	—	—	—	★
	1928	†Auditor of Public Accounts	—	—	—	—	—	—	—	—	—	—	—	★
Virgin Islands...	1928	†Auditor of Public Accounts	—	—	—	—	—	—	—	—	—	—	—	★
Washington.....	1853	State Library	★	—	—	—	—	—	—	★	—	—	—	—
	1951	Legislative Budget Committee	—	—	—	—	—	—	—	★	—	★	—	—
	1951	Statute Law Committee	—	★	★	★	—	—	—	—	—	—	—	—
	1951	Statute Law Committee	—	★	★	★	—	—	—	—	—	—	—	—
16 West Virginia...	1947	Joint Committee on Government and Finance	—	—	—	—	—	—	★	—	—	—	—	—
	1965	Office of Legislative Services	—	★	★	★	—	—	★	—	—	—	—	—
	1965	(Joint Committee on Government and Finance)	—	—	—	—	—	—	—	—	—	—	—	—
	1953	Legislative Auditor (Joint Committee on Government and Finance)	★	—	—	—	—	—	★	★	★	★	★	—
Wisconsin.....	1947	Joint Legislative Council	—	—	—	—	★	★	★	—	—	—	—	—
	1963	Legislative Reference Bureau	★	★	—	—	★	—	★	—	—	—	—	—
	1967	Revisor of Statutes Bureau	—	—	★	—	—	—	—	—	—	—	—	—
	1966	Legislative Audit Bureau	—	—	—	—	—	—	—	—	—	—	—	—
Wyoming.....	1968	Legislative Fiscal Bureau	—	—	—	—	—	—	—	—	★	★	—	—
	1963	Joint Committee on Legislative Organization	—	—	—	—	—	—	—	—	—	—	—	★
	1971	Legislative Management Council	—	—	—	—	—	★	—	—	—	—	—	★
	1971	*Legislative Services Office	—	★	★	★	★	★	★	★	★	★	★	—
	....	State Library	★	—	—	—	—	—	—	★	—	—	—	—

*Agency which provides staff services for legislative council or other central research agency, by statute given a different name, in 14 States.

†Agency which provides staff services for legislative fiscal review or audit committee in nine States and Puerto Rico.

(a) Also responsible for preparing a state budget.

(b) *Florida*: Law Revision Commission created in 1967, name changed to Law Revision Council in 1972. *Hawaii*: Revisor of Statutes office created in 1959, placed within the Legislative Reference Bureau for administrative purposes only in 1972; Legislative Reference Bureau created in 1943 within the University of Hawaii, placed under Legislature in 1972. *Idaho*: Legislative Budget and Fiscal Committee created in 1967, replaced by Joint Finance-Appropriations Committee in 1973. *Illinois*: Budgetary Commission created in 1937, replaced by Economic and Fiscal Commission in 1973. *Iowa*: Budget and Financial Control Committee created in 1951, replaced by Legislative Fiscal Committee of the Legislative Council in 1973;

Office of Legislative Fiscal Director created in 1961, replaced by Legislative Fiscal Bureau in 1973. *Maine*: Legislative Research Committee created in 1939, replaced by Legislative Council in 1973. *Minnesota*: Legislative Reference Library created in 1968 under Legislative Services Commission, placed under Office of Legislative Research in 1973; Office of Revisor of Statutes created in 1939, placed under Office of Legislative Research in 1973. *North Dakota*: Legislative Audit and Fiscal Review Committee created in 1963, placed under Legislative Council Committee on Budget in 1973. *Virginia*: Division of Statutory Research and Drafting created in 1914, name changed to Division of Legislative Services in 1973; Office of Auditor of Public Accounts under General Assembly Auditing Committee created in 1928, Committee abolished and Auditor placed under House and Senate Rules Committees in 1972.

(c) Year legislative reference services were first provided within existing library agency.

(d) Year in which full-time staff was organized.

Table 14
OFFICIAL NAMES OF STATES,
LEGISLATIVE BODIES AND CAPITOLS^(a)

<i>State or other jurisdiction</i>	<i>Both bodies</i>	<i>Senate</i>	<i>House</i>	<i>Capitol(b)</i>
Alabama, State of.....	Legislature	Senate	House of Representatives	State Capitol
Alaska, State of.....	Legislature	Senate	House of Representatives	State Capitol
Arizona, State of.....	Legislature	Senate	House of Representatives	State Capitol(c)
Arkansas, State of.....	General Assembly	Senate	House of Representatives	State Capitol
California, State of.....	Legislature	Senate	Assembly	State Capitol
Colorado, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Connecticut, State of.....	Senate	Senate	House of Representatives	State Capitol
Delaware, State of.....	General Assembly	Senate	House of Representatives	Legislative Hall
Florida, State of.....	Legislature	Senate	House of Representatives	State Capitol
Georgia, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Hawaii, State of.....	Legislature	Senate	House of Representatives	State Capitol
Idaho, State of.....	Legislature	Senate	House of Representatives	State Capitol
Illinois, State of.....	General Assembly	Senate	House of Representatives	State House
Indiana, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Iowa, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Kansas, State of.....	Legislature	Senate	House of Representatives	State House
Kentucky, Commonwealth of.....	General Assembly	Senate	House of Representatives	State Capitol
Louisiana, State of.....	Legislature	Senate	House of Representatives	State Capitol
Maine, State of.....	Legislature	Senate	House of Representatives	State House
Maryland, State of.....	General Assembly	Senate	House of Delegates	State House
Massachusetts, Common-wealth of.....	General Court	Senate	House of Representatives	State House
Michigan, State of.....	Legislature	Senate	House of Representatives	State Capitol
Minnesota, State of.....	Legislature	Senate	House of Representatives	State Capitol
Mississippi, State of.....	Legislature	Senate	House of Representatives	State Capitol
Missouri, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Montana, State of.....	Legislature	Senate	House of Representatives	State Capitol
Nebraska, State of.....	Legislature	Unicameral	Assembly	State Capitol
Nevada, State of.....	Legislature	Senate	House of Representatives	State Capitol(e)
New Hampshire, State of.....	General Court	Senate	House of Representatives	State House
New Jersey, State of.....	Legislature	Senate	General Assembly	State House
New Mexico, State of.....	Legislature	Senate	House of Representatives	State Capitol
New York, State of.....	Legislature	Senate	Assembly	State Capitol
North Carolina, State of.....	General Assembly	Senate	House of Representatives	State Capitol(f)
North Dakota, State of.....	Legislative Assembly	Senate	House of Representatives	State Capitol
Ohio, State of.....	General Assembly	Senate	House of Representatives	State House
Oklahoma, State of.....	Legislature	Senate	House of Representatives	State Capitol
Oregon, State of.....	Legislative Assembly	Senate	House of Representatives	State Capitol
Pennsylvania, Commonwealth of.....	General Assembly	Senate	House of Representatives	Capitol Building
Rhode Island and Providence Plantations, State of.....	General Assembly	Senate	House of Representatives	State House
South Carolina, State of.....	General Assembly	Senate	House of Representatives	State House
South Dakota, State of.....	Legislature	Senate	House of Representatives	State Capitol
Tennessee, State of.....	General Assembly	Senate	House of Representatives	State Capitol
Texas, State of.....	Legislature	Senate	House of Representatives	State Capitol
Utah, State of.....	Legislature	Senate	House of Representatives	State Capitol
Vermont, State of.....	General Assembly	Senate	House of Representatives	State House
Virginia, Commonwealth of.....	General Assembly	Senate	House of Delegates	State Capitol
Washington, State of.....	Legislature	Senate	House of Representatives	Legislative Building
West Virginia, State of.....	Legislature	Senate	House of Delegates	State Capitol
Wisconsin, State of.....	Legislature	Senate	Assembly	State Capitol
Wyoming, State of.....	Legislature	Senate	House of Representatives	State Capitol
American Samoa, Territory of.....	Legislature	Senate	House of Representatives	Territorial Capitol
Guam, Territory of.....	Legislature	Unicameral		Congress Building(e)
Puerto Rico, Commonwealth of.....	Legislative Assembly	Senate	House of Representatives	Capitol Building
Trust Territory of the Pacific Islands	Congress of Micronesia	Senate	House of Representatives	Congress Building
Virgin Islands, Territory of.....	Legislature	Unicameral		Government House(g)

(a) Capital cities are listed in "The States of the Union—Historical Data" and on each state page in Section VIII.

(b) In some instances the name is not official.

(c) The Legislature meets in the Senate Wing and the House Wing, two separate structures.

(d) Both "State House" and "State Capitol" used.

(e) The Legislature meets in the "Legislative Building."

(f) The Legislature meets in the "State Legislative Building."

(g) The Legislature meets in the "Senate Building."

2

Legislation

TRENDS IN STATE LEGISLATION, 1972-1973

STATES ENJOYED an unaccustomed prosperity in the 1972-73 biennium, enabling many to reduce taxes while increasing state services. The looming energy crisis at the end of 1973, however, threatened to darken the outlook for future fiscal years. Several States conferred emergency energy powers on their Governors or took other energy conservation measures.

Court decisions generated a backlash of 1972-73 legislative activity on a number of highly emotional issues, including abortion, capital punishment and school finance. The impact of Watergate produced a cornucopia of ethics legislation.

Following is an attempt to summarize some of the major trends of legislation passed by the 43 State Legislatures which met in 1972 and the 49 which met in 1973.

FINANCE

For the first time in recent state fiscal history, tax relief in 1973 outweighed tax increases. By the middle of 1973 all States provided some form of property tax relief for the elderly and, in addition, various States provided relief on income, sales and business taxes. There were very few increases in any broad-based taxes in either 1972 or 1973.

This situation grew out of an influx of federal revenue sharing dollars plus an economic upturn. It was estimated that aggregate state revenue exceeded state expenditures by \$3.1 billion in fiscal 1972 with the surpluses continuing into fiscal 1973.

GOVERNMENT

Legislation to address the abuses of political life flowed through the legislative and executive chambers of state government. At least one half of the States enacted stronger ethics legislation, campaign financing rules or lobbyist regulations. This was accompanied by further opening of governmental doors to public access.

Government reorganization was highlighted by adoption and implementation of an entirely new constitution in Montana. Other reorganization was on a somewhat smaller scale although there was extensive change in the governments of Georgia, Kentucky, Maine and South Dakota.

The thorny governmental issue of apportioning state legislative seats had been completed in most States by 1973, a year in which the U.S. Supreme Court ruled in *Mahan v. Howell* that legislative districts need not meet the strict equality of population guidelines required for congressional districts.

EDUCATION

States struggled with the complex problem of educational finance—finding it easier to raise the dollars for increased school aid than to determine the most acceptable method of disbursing that money. Inequality of school finance due to reliance on local property taxes was the major legislative issue spurred on by court decisions from 1971 through 1973. The

immediate threat of a nationwide re-vamping of school finance laws eased when the U.S. Supreme Court, on March 21, 1973, upheld the Texas system of reliance on local property taxes. In many States, however, the issue remained to be settled in state courts and Legislatures. Nonetheless, major steps were taken to equalize educational opportunities between richer and poorer districts in many States.

Other educational developments included continuation of a search for a means to provide state aid to nonpublic, church-related schools despite discouraging court decisions plus additional funding for early childhood and handicapped education.

ENVIRONMENT

Environmental questions ranging from the protection of open space to the recycling of garbage were subjects of legislative activity during 1972-73. Most numerous were the funding and authorization for sewers and solid waste management, including Connecticut's approval of a \$250 million plan to convert most of the State's refuse into fuel and reusable material by 1985.

Land use planning emerged as a major concern with statewide policies on that subject adopted in Colorado and Oregon. The land use debate covered the protection of coastal lands through restrictions on developments as well as provisions for parks, open space, trails and recreation areas. Florida approved a \$250 million bond issue to buy critical lands.

SOCIAL LEGISLATION

By early 1974, a new amendment to the United States Constitution was short of ratification by five States. The proposed amendment guaranteeing equal rights for both sexes had received approval of 33 States by early 1974 with approval of 38 needed by March 1979.

Debate engendered by the proposed Equal Rights Amendment paled against

the emotional shock wave triggered by a U.S. Supreme Court ruling on abortion. Many lower courts followed by voiding state antiabortion laws, many of which dated back to the last century. At least 11 States enacted new laws legalizing abortions in line with the court ruling, while several others reasserted their bans.

Thirty-three States acted in the bien-nium to lower the age of adulthood with 41 States setting 18 as the age of majority. Other social legislation of major importance included mandatory no-fault motor vehicle insurance for a total of 14 States and optional no-fault for a total of five, cash bonuses for Vietnam veterans approved or funded in a total of 15 States and Guam, and an increase to 12 in the number of States authorizing lotteries.

Reaction to consumer needs and demands was reflected in a host of measures dealing with regulation of land and subdivision sales, more options for customers in door-to-door sales, definition of landlord-tenant rights, and outlawing of some sales schemes.

LAW ENFORCEMENT

Another U.S. Supreme Court ruling which engendered intense activity in the States was the June 1972 decision that voided capital punishment laws. By the end of 1973, the death penalty for murder had been resurrected by more than 20 States with mechanisms worked into the laws to assure adequate court review before any convicted person is put to death.

On the other hand, there were trends to remove some of the stigmas against criminal offenders and to aid their reentry into society.

There was a continuation of ameliorating punishment for marijuana users while stiffening punishment for marijuana and drug pushers.

The innocent victims of crime came in for more attention with 11 States providing assistance in some form. Finally, new penal codes were enacted in at least four States.

CONSTITUTIONAL AMENDMENTS AND DIRECT LEGISLATION, 1972-1973

CHANGES to modernize the executive and judicial branches of state government generally received favorable treatment from voters in statewide elections during 1972-73. In contrast, voters were reluctant to alter legislative procedures or approve major tax revisions.

Environmental topics, education issues, and bonds for veterans remained popular with voters along with lottery and equal rights questions in a number of States.

The following summarizes some of the major trends of 1972-73 primary, special, and general elections.

CONSTITUTIONS

Enlarged citizen rights and strengthened legislative powers were key facets of a new constitution adopted and implemented in Montana. A raise in state property tax limits and flexible use of highway funds also were incorporated into the new constitution. Proposed new constitutions for North Dakota and American Samoa were defeated, while constitutional revision was due for further consideration in Louisiana, New Hampshire and Texas in 1974.

LEGISLATURES

Minnesota, Montana, Ohio, and Wyoming joined those States with annual legislative sessions while attempts along these lines were turned back by voters in Alabama, Louisiana, Kentucky, New Hampshire, and Texas.

In other election results affecting legislative operations, Georgia voters authorized the Legislature to make annual appropriations while Nebraska allowed its unicameral Legislature to make appropriations for more than one year and permitted the Governor to reduce items in the budget bill. In Oregon, a move was defeated to allow the Legislature to call itself into special session.

EXECUTIVE

Reorganization of state executive agencies continued strong in 1972-73. In Georgia, the reorganization plan consolidated some 300 agencies into 22 departments. South Dakota's reorganization established 16 major agencies, absorbing 160 existing agencies. Constitutional amendments require executive branch reorganization into 20 departments in Idaho, and into 14 departments in Missouri. A proposal to accomplish this is expected for submission to the Legislature in Idaho in 1974 and Missouri's reorganization is to be accomplished by July 1974. Kentucky continued reorganization initiated in 1972 with establishment of six program cabinets by the Governor (legislative sanction required).

Four-year terms for executive officers were adopted in Iowa, Kansas, Montana, South Dakota, and Texas, but defeated in Rhode Island.

COURTS

Judicial revision covered provisions for unified court systems, retirement and removal of judges, and court procedures. Revised judicial articles provided for unified court systems in Alabama, Kansas, South Carolina, and South Dakota but were disapproved in Nevada. Florida provided for four uniform levels of courts in the State. Mechanisms to deal with retirement or removal of judges were established in Alabama, Georgia, Iowa, Minnesota, North Carolina, and Wyoming, among others.

Voters endorsed smaller juries in Arizona, Connecticut, Oregon and New Jersey while rejecting them in New Mexico. The grand jury indictment system would be replaced by the filing of information to initiate criminal proceedings under measures approved in New York, Pennsylvania, and Rhode Island.

TAXES

Proposals to reduce property taxes and increase other broad-based taxes to finance schools met defeat in several States, among them California, Colorado, Michigan, Oregon, and Washington. The Washington measure also would have imposed a state income tax. Graduated, rather than flat-rate, income taxes were rejected in Massachusetts and Michigan, but retained in Ohio. California voters turned down a major tax limitation initiative which would have limited state spending and personal income and property taxes. Louisiana voted to repeal the state property tax, while lower property tax ceilings were approved in Washington.

ENVIRONMENT

Voters acted favorably on environmental bonds and measures. These included \$1.15 billion in bonds in New York for clean air and water and for parks, \$240 million in Florida for parks, \$265 million in Washington for sewers and parks, and \$150 million in North Carolina for clean water.

A constitutional right to a clean environment was given voter approval in Massachusetts, Montana, and North Carolina. Other environmental measures included coastline protection measures in California and Washington; assessment of farmland according to use, not potential use, in several States; and denial by Colorado voters of financing for the 1976 Winter Olympics. That State later withdrew its invitation to host the Olympiad.

EDUCATION

While the search for greater equity in educational finance continued, voters did approve major education bonds. They included \$300 million in North Carolina and \$200 million in West Virginia, both for local school construction. New Jersey voted \$25 million for handicapped education facilities.

Higher education bonds receiving voter endorsement included a \$160 million issue in California and a \$50 million bond

in Washington. Several States also approved college student loan programs.

ELECTION PROCEDURES

A U.S. Supreme Court ruling in 1972 voided lengthy voter residency requirements and triggered revision of state practices in 1972-73. Most States, by legislative or electoral action, reduced voter requirements to 30 days or less.

Joining the growing list of States with presidential primary elections were Georgia, Kentucky, and Nevada. Kentucky also accomplished statewide reregistration of voters and computerized its voter rolls. Meanwhile, statewide voter registration was required in Iowa and Missouri, and Minnesota permitted registration by postcard and registration on election day.

OTHER TRENDS

Massive highway-mass transit bonds were defeated in New Jersey and New York but West Virginia approved a \$500 million issue and other States approved lesser amounts.

Other bond votes concerned Vietnam veterans. Bonuses were approved in Louisiana, \$14 million; Minnesota, \$60 million; Ohio, \$300 million; West Virginia, \$40 million; and Pennsylvania, an additional \$10 million. In addition, Texas voted an extra \$100 million in bonds for a fund through which veterans may buy land. California approved \$250 million in bonds for home and farm loans to veterans.

The use of state lotteries as a revenue source was authorized by voters in Maine, Maryland, Michigan, Ohio, and Rhode Island. Lotteries were given initial voter authorization—but require further legislative action—in Montana and Washington. Bingo was legalized in Wisconsin.

The equal rights movement resulted in voters taking action in several States to constitutionally forbid discrimination on the basis of sex. These States included Arizona, Colorado, Hawaii, Maryland, New Mexico, Texas, and Washington. Wisconsin voters disapproved such an amendment.

UNIFORM STATE LAWS

By JOHN M. McCABE*

THE NATIONAL CONFERENCE of Commissioners on Uniform State Laws (NCCUSL) marked its eighty-third year of service to the States in 1973 by reporting that there are more than 80 uniform acts now available for enactment. With more than 40 drafting committees currently at work, the NCCUSL anticipates many more years of continued service to state government. The NCCUSL composes itself into a committee-of-the-whole to conduct its annual meeting. Each drafting committee brings its work product for reading and debate before the committee-of-the-whole. Both those acts up for final consideration and those in mid-preparation are brought before this committee. The minimum time for preparation of a uniform act is two years. The more complex and lengthy drafts may take longer.

In 1972, five drafting committees presented final drafts for consideration at the annual meeting. The acts considered were the Uniform Motor Vehicle Accident Reparations Act, the Uniform Residential Landlord and Tenant Act, the Uniform Public Assembly Act, the Uniform Duty to Disabled Persons Act, and the Uniform Management of Institutional Funds Act.

The Uniform Motor Vehicle Accident Reparations Act provides broad benefit no-fault insurance. It created considerable controversy among the States during the winter legislative sessions in 1973. The Uniform Residential Landlord and Tenant Act tries to eliminate perceived imbalances in the law regulating relations between landlord and tenant. The Uniform Public Assembly Act would provide regulation of public meetings and gatherings. Its object is to protect civil liberties and, at the same time, allow

public control over potentially dangerous and destructive gatherings. The Uniform Duty to Disabled Persons Act provides protection for diabetics, epileptics, apopleptics, and others who might become disabled in public. It protects them from arrest for public intoxication in the event their condition is assumed to be drunkenness. The Uniform Management of Institutional Funds Act is designed to allow eleemosynary institutions (particularly colleges and universities) more latitude in the investment and expenditure of endowed funds. It is a first attempt to address the problem of these institutions and their endowed funds.

Acts given final consideration in 1973 were the Uniform Crime Victims Reparations Act, the Uniform Parentage Act, the Uniform State Antitrust Act, the Uniform Disclaimer Acts, and the Uniform Drug Dependence Treatment and Rehabilitation Act. These final acts now are available for consideration by Legislatures.

The Uniform Crime Victims Reparations Act will give States a thoughtfully conceived draft creating a system for providing compensation to persons who are personally injured by criminal acts. The concept is one which has been developing for some time, as the problem of violent crime has become more aggravated. An injured victim of a crime, or the survivors in case of a death, would be able to apply to a compensation board for any economic losses incurred. Upon a determination of the board, all reasonable medical expenses, and income and replacement services losses up to \$200 per week could be paid to the victim or the survivors. A maximum limit of \$50,000 would apply to any compensation paid.

The Uniform Parentage Act follows a long line of uniform acts. In 1922, the NCCUSL drafted the Uniform Illegitimacy Act. This was followed in 1960 by the Uniform Paternity Act. The new act

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encompasses the subject material of both these older acts. The establishment of paternity, when there is some difficulty in making that determination, is the primary purpose of the act. It would provide for a presumption of parentage under certain circumstances. It establishes procedures for a judicial determination, if there is a dispute, and it would settle the parentage of a child conceived by means of artificial insemination. All that parents need do is file the appropriate written consents to protect the interests of the child. The child's interest is paramount in this act.

The Uniform State Antitrust Act provides the States the capacity to deal with economic monopoly and restraint of trade. The act empowers the Attorney General to investigate and to bring action in court against such unlawful practices. It also allows an individual harmed by unlawful monopoly or restraint of trade to bring a damage action.

The Uniform Disclaimer Acts are designed to allow an heir, or donee of an appointment, to disclaim the bequest or gift. The disclaimer must be in writing and filed with the court probating the estate. The acts are separately presented to deal with the individual problems of will, intestacy, and appointment. They may be enacted separately, but provide a complete package to deal with the entire scope of these problems.

The Uniform Drug Dependence Treatment and Rehabilitation Act provides the States with the basic capacity to establish state drug treatment and rehabilitation programs under the direction of a division in a department of mental health. It encourages voluntary treatment of drug-dependent persons. However, a system of transferring persons charged with crimes from criminal incarceration to treatment facilities is provided when drug-dependence is discovered. The act provides for the full confidentiality of records and for protection of a person's civil rights. The act can be viewed as a companion to the Uniform Alcoholism and Intoxication Treatment Act, promulgated in 1970. Both acts deal with development of statewide treatment programs

and can be administered by the same agency.

In 1973, amendments were adopted for two existing uniform acts, the Uniform Controlled Substances Act and the Uniform Marriage and Divorce Act. The amendments to the Uniform Controlled Substances Act would make possession of marijuana for personal use in private a lawful use. Possession of less than one ounce of marijuana would raise a presumption that possession is for personal use in private. These amendments were made pursuant to the recommendations of the President's Commission on Drug Abuse.

The amendments to the Uniform Marriage and Divorce Act deal with clarifications to existing concepts within the act as promulgated in 1970. The most significant amendments relate to the determination of irretrievable breakdown. A finding of irretrievable breakdown requires evidence that either the couple has lived separate and apart for at least 180 days preceding the commencement of action, or that serious marital discord adversely affecting the attitude of one or both of the parties to the marriage exists. These amendments sharpen the concept of irretrievable breakdown and establish better criteria for pleading and proof of the facts.

Acts brought before the NCCUSL for interim consideration include a Uniform Reporters' Privilege Act, Uniform Recognition of Foreign Divorces Act, Uniform Eminent Domain Code, Uniform Land Transactions Act, Uniform Criminal Procedures Act, and Uniform Rules of Evidence—Revised. These projects guarantee substantial NCCUSL activity for some time to come. If promulgated, they should be of major significance to the States.

The interim drafts conclude the activities of each annual meeting. Commissioners return to their home States to report the progress of the NCCUSL to Governors and legislators, and they urge enactment of those uniform acts practicable in their home jurisdictions. They also break up into drafting committees to work on the projects to be continued and those to be initiated.

LEGISLATURES AND LEGISLATION
RECORD OF PASSAGE OF UNIFORM ACTS*
As of June 30, 1973

99

	UNIFORM ACTS											
<i>State or other jurisdiction</i>	<i>Partnership (1914)</i>	<i>Limited Partnership (1916)</i>	<i>Fraudulent Conveyances (1918)</i>	<i>Declaratory Judgments (1922)</i>	<i>Fiduciaries (1922)</i>	<i>Federal Tax Lien Registration (1926) (1966)</i>	<i>Veterans' Guardianship (1928)</i>	<i>Principal and Income (1931) (1962)</i>	<i>To Secure Attendance of Out-of-State Witnesses (1931)</i>	<i>Narcotic Drug (1932) (1958)</i>	<i>Criminal Extradition (1936)</i>	<i>Common Trust Fund (1938) (1952)</i>
Alabama.....	★	★	..	★	★	..	★	★	..	★	★	★
Alaska.....	★	★	..	★	★	..	★	★	..	★	★	★
Arizona.....	★	★	..	★	★	..	★	★	..	★	★	★
Arkansas.....	★	★	..	★	★	..	★	★	..	★	★	★
California.....	★	★	★	..	..	★	★	★	★	..	★	★
Colorado.....	★	★	..	..	★	★	..	★	★	..	★	..
Connecticut.....	★	..	..	..	..	★	..	★	★	★	★	..
Delaware.....	★	..	★	..	★	★	..	..	★	★	★	..
Florida.....	★	★	..	★	..	..	★	★	★	..	★	★
Georgia.....	..	..	..	..	..	..	..	..	..	..	..	..
Hawaii.....	..	★	..	..	★	★	★	..	★	★	★	★
Idaho.....	★	★	★	★	★	★	★	★	★	★	★	★
Illinois.....	★	★	..	★	★	★	★	★	★	★	★	★
Indiana.....	★	★	..	★	★	★	★	★	★	★	★	★
Iowa.....	★	★	..	..	..	★	★	★	★	★	★	★
Kansas.....	..	★	..	..	..	★	★	★	★	★	★	★
Kentucky.....	★	..	..	..	..	★	★	★	★	★	..	..
Louisiana.....	..	..	..	★	★	★	★	★	★	★	★	..
Maine.....	..	★	..	..	..	★	..	..	..	..	..	..
Maryland.....	★	★	★	★	★	★	★	★	★	★	★	★
Massachusetts.....	★	★	★	★	..	★	★	..	★	★	★	★
Michigan.....	★	★	★	★	..	★	★	★	★	★	★	★
Minnesota.....	★	★	★	★	★	★	★	★	★	★	★	★
Mississippi.....	..	★	..	..	..	..	★	★	★	★	..	★
Missouri.....	★	★	..	★	★	..	★	..	★	..	..	..
Montana.....	★	★	★	★	★	★	★	★	★	★	★	★
Nebraska.....	★	★	..	★	..	★	★	..	★	★	★	★
Nevada.....	★	★	★	★	★	★	★	★	★	★	★	★
New Hampshire.....	★	★	★	..	..	★	★	..	★	★	★	★
New Jersey.....	★	★	★	★	★	★	★	★	★	★	★	★
New Mexico.....	★	★	★	..	★	★	★	★	★	★	★	★
New York.....	★	★	★	..	★	★	★	★	★	★	★	..
North Carolina.....	★	★	..	★	★	★	★	★	★	★	★	★
North Dakota.....	★	★	..	..	..	★	..	★	★	★	..	..
Ohio.....	★	★	..	★	★	★	★	..	★	★	★	★
Oklahoma.....	★	★	★	★	..	★	★	★	★	★	★	★
Oregon.....	★	★	..	★	..	★	..	★	★	★	★	★
Pennsylvania.....	★	★	★	★	★	★	★	★	★	★	★	..
Rhode Island.....	..	..	..	..	..	★	★	..	★	★	..	..
South Carolina.....	★	★	..	★	..	★	★	★	★	★	..	..
South Dakota.....	★	★	★	★	★	★	★	..	★	★	★	★
Tennessee.....	★	★	..	★	★	★	★	★	★	★	★	★
Texas.....	★	★	..	★	..	..	★	★	★	★	★	★
Utah.....	★	★	★	★	★	★	★	★	★	★	★	★
Vermont.....	★	★	..	★	..	..	★	★	★	★	★	..
Virginia.....	★	★	..	★	..	★	..	★	★	★	★	..
Washington.....	★	★	★	★	..	★	★	★	★	★	★	★
West Virginia.....	★	★	..	★	..	..	★	★	★	★	★	★
Wisconsin.....	★	★	★	★	★	..	★	★	★	★	★	★
Wyoming.....	..	..	..	..	★	★	★	..	★	★	★	★
District of Columbia.....	..	..	..	★	..	..	..	..	★	★	..	★
Puerto Rico.....	..	..	..	..	..	..	★	..	★	★	..	★
Total.....	44	46	24	41	26	38	43	36	49	50	45	35

*Prepared by the National Conference of Commissioners on Uniform State Laws. The table records state adoptions of acts currently being recommended by the Conference for adoption by all jurisdictions. For complete list of uniform and model acts promulgated by the Conference, see *Handbook of the National Conference of Commissioners on Uniform State Laws*.
★ As amended.

RECORD OF PASSAGE OF UNIFORM ACTS—Continued
As of June 30, 1973

UNIFORM ACTS—Continued												
State or other jurisdiction	Acknowledgment (1939) (1960)	Insurers Liquidation (1939)	Simultaneous Death (1940) (1953)	Interstate Arbitration of Death Taxes (1943)	Interstate Compromise of Death Taxes (1943)	Divorce Recognition (1947)	Enforcement of Foreign Judgments (1948) (1964)	Auxiliary Administration Estates (1949) (1953)	Photographic Copies as Evidence (1949)	Probate of Foreign Wills (1950)	Reciprocal Enforcement of Support (1950) (1958) (1968)	Commercial Code (1951) (1962) (1971)
Alabama.....	..	★	★	..	..	..	★	..	★	..	☆	☆
Alaska.....	..	★	★	..	..	..	..	..	..	..	☆	☆
Arizona.....	☆	★	..	..	..	..	★	..	..	..	☆	☆
Arkansas.....	☆	★	☆	..	..	..	..	..	★	..	☆	☆
California.....	..	..	★	★	★	★	..	..	★	..	☆	☆
Colorado.....	..	★	☆☆	★	★	..	☆	..	★	..	☆☆	☆☆
Connecticut.....	☆	..	☆☆	★	★	..	..	..	★	..	☆☆	☆☆
Delaware.....	..	..	★	..	..	..	..	..	..	..	☆	☆
Florida.....	★	★	★	..	..	..	..	..	★	..	☆	☆
Georgia.....	..	★	☆☆	..	..	..	..	..	★	..	☆☆	☆☆
Hawaii.....	★	★	★	..	..	..	..	..	★	..	☆☆	☆☆
Idaho.....	★	★	★	..	..	..	..	..	★	..	☆☆	☆☆
Illinois.....	★	★	★	..	★	..	★	..	..	..	☆☆	☆☆
Indiana.....	..	..	★	..	..	..	..	..	..	..	☆☆	☆☆
Iowa.....	★	..	★	..	..	..	..	..	★	..	☆☆	☆☆
Kansas.....	☆	..	★	..	..	..	☆	..	★	..	☆☆	☆☆
Kentucky.....	..	★	☆	..	..	..	..	..	★	..	☆☆	☆☆
Louisiana.....	..	★	..	..	..	★	..	..	..	..	☆☆	☆☆
Maine.....	..	..	★	★	★	..	..	..	★	..	☆☆	☆☆
Maryland.....	☆	★	★	★	★	..	..	..	★	..	☆☆	☆☆
Massachusetts.....	☆	★	☆	★	★	..	..	..	★	..	☆☆	☆☆
Michigan.....	★	★	★	★	★	..	..	..	..	..	☆☆	☆☆
Minnesota.....	★	..	★	★	..	..	..	..	★	..	☆☆	☆☆
Mississippi.....	..	..	★	..	..	..	..	..	..	..	☆☆	☆☆
Missouri.....	..	..	☆	..	..	..	★	..	..	..	☆☆	☆☆
Montana.....	★	★	★	..	..	★	..	..	★	..	☆☆	☆☆
Nebraska.....	★	..	..	..	..	★	★	..	★	..	☆☆	☆☆
Nevada.....	★	..	★	..	..	..	..	..	★	..	☆☆	☆☆
New Hampshire.....	☆	..	★	..	★	★	..	..	★	..	☆☆	☆☆
New Jersey.....	..	..	★	..	..	..	..	..	..	..	☆☆	☆☆
New Mexico.....	★	★	☆☆	..	..	..	..	..	★	..	☆☆	☆☆
New York.....	..	★	★	..	★	..	☆	..	★	..	★	☆☆
North Carolina.....	..	★	★	..	..	..	..	..	★	..	☆☆	☆☆
North Dakota.....	★	..	★	..	..	★	☆	..	★	..	☆☆	☆☆
Ohio.....	..	★	..	..	..	..	..	..	..	..	☆☆	☆☆
Oklahoma.....	..	★	☆	..	..	..	☆	..	★	..	☆☆	☆☆
Oregon.....	★	★	☆	..	..	..	★	..	..	..	☆☆	☆☆
Pennsylvania.....	☆	..	★	★	★	..	☆	..	★	..	☆☆	☆☆
Rhode Island.....	..	★	★	..	..	★	..	..	..	..	☆☆	☆☆
South Carolina.....	..	..	★	..	..	★	..	..	..	..	☆☆	☆☆
South Dakota.....	★	★	★	..	..	..	..	..	★	..	☆☆	☆☆
Tennessee.....	..	..	★	★	★	..	..	..	..	..	☆☆	☆☆
Texas.....	..	..	☆☆	..	..	..	..	..	..	★	☆☆	☆☆
Utah.....	★	★	★	..	..	..	..	..	★	..	★	☆☆
Vermont.....	..	..	★	★	★	..	..	..	★	..	☆☆	☆☆
Virginia.....	..	..	★	★	★	..	..	..	★	..	☆☆	☆☆
Washington.....	★	★	★	★	★	★	★	..	★	..	☆☆	☆☆
West Virginia.....	..	★	★	★	★	..	..	..	★	..	☆☆	☆☆
Wisconsin.....	☆	★	★	..	..	★	☆	★	★	★	☆☆	☆☆
Wyoming.....	☆	..	..	..	..	..	☆	..	..	..	☆☆	☆☆
District of Columbia.....	..	..	☆	..	..	..	..	..	★	..	☆☆	☆☆
Puerto Rico.....	..	..	..	..	..	..	..	..	..	..	☆☆	..
Total.....	26	28	48	14	17	10	16	1	37	2	52	50

LEGISLATURES AND LEGISLATION

101

RECORD OF PASSAGE OF UNIFORM ACTS—Continued

As of June 30, 1973

UNIFORM ACTS—Continued

Single Publication (1952)	Rules of Criminal Procedure (1952)	Rules of Evidence (1953)	Adoption (1953) (1969)	Aircraft Financial Responsibility (1954)	Civil Liability for Support (1954)	Disposition of Unclaimed Property (1954) (1966)	Supervision of Trustees for Charitable Purposes (1954)	Contribution Among Tortfeasors (1955)	Motor Vehicle Certificate of Title and Anti-Theft (1955)	Post-Conviction Procedure (1955) (1966)	Arbitration (1956)	State or other jurisdiction
★	★	..	★	★	Alabama
..	★	Alaska
..	Arizona
..	Arkansas
★	★	★	★	California
..	★	Colorado
..	Connecticut
..	Delaware
..	★	Florida
..	★	Georgia
★	★	★	..	Hawaii
..	Idaho
★	★	★	★	Illinois
..	★	★	Indiana
..	..	★	★	..	Iowa
..	★	Kansas
..	Kentucky
..	★	Louisiana
..	★	★	..	Maine
..	★	..	Maryland
..	★	★	★	★	Massachusetts
..	★	★	Michigan
..	★	★	★	..	Minnesota
..	Mississippi
..	★	★	Missouri
..	★	Montana
..	★	..	★	..	★	..	Nebraska
..	★	Nevada
..	★	★	New Hampshire
★	★	★	New Jersey
..	★	New Mexico
..	★	New York
★	★	★	North Carolina
..	★	..	North Dakota
..	★	★	Ohio
..	Oklahoma
..	★	★	★	..	Oregon
★	Pennsylvania
..	★	Rhode Island
..	★	..	South Carolina
..	★	★	South Dakota
..	★	★	Tennessee
..	★	★	★	Texas
..	Utah
..	Vermont
..	★	Virginia
..	★	Washington
..	★	West Virginia
..	★	Wisconsin
..	★	Wyoming
..	District of Columbia
..	Puerto Rico
7	0	1	4	3	5	20	4	6	5	10	15	Total

RECORD OF PASSAGE OF UNIFORM ACTS—Continued
As of June 30, 1973

State or other jurisdiction	UNIFORM ACTS—Continued											
	<i>Gifts to Minors (1956) (1965) (1966)</i>	<i>Securities (1956) (1958)</i>	<i>Chemical Tests for Intoxication (1957)</i>	<i>Division of Income for Tax Purposes (1957)</i>	<i>Restitution of Prisoners as Witnesses (1957)</i>	<i>Statutes of Limitation on Foreign Claims (1957)</i>	<i>Estate Tax Apportionment (1958) (1964)</i>	<i>Facsimile Signatures of Public Officials (1958)</i>	<i>Mandatory Disposition of Delinquents (1958)</i>	<i>Simplification of Fiduciary Security Transfers (1958)</i>	<i>Perpetuation of Testimony (1959)</i>	<i>Paternity (1960)</i>
Alabama.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Alaska.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Arizona.....	☆	..	..	..	..	..	..	..	..	..	..	..
Arkansas.....	☆	☆	..	..	..	..	..	..	..	..	..	..
California.....	☆	..	..	..	..	..	..	..	..	..	..	..
Colorado.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Connecticut.....	☆	..	..	..	..	..	..	..	..	..	..	..
Delaware.....	☆	..	..	..	..	..	..	..	..	..	..	..
Florida.....	☆	..	..	..	..	..	..	..	..	..	..	..
Georgia.....	☆	..	..	..	..	..	..	..	..	..	..	..
Hawaii.....	☆	☆	☆	☆	..	..	..	..	..	..	..	..
Idaho.....	☆	☆	..	☆	☆	..	..	☆	☆	..	..	..
Illinois.....	☆	..	..	..	☆	..	..	☆	..	..	..	..
Indiana.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Iowa.....	☆	..	..	..	..	..	..	..	..	..	..	..
Kansas.....	☆	☆	..	☆	..	..	..	☆	☆	..	..	..
Kentucky.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Louisiana.....	..	..	..	..	..	..	..	..	..	..	..	☆
Maine.....	☆	..	..	..	☆	..	..	..	..	..	..	☆
Maryland.....	☆	☆	..	..	..	..	☆	☆	..	..	..	..
Massachusetts.....	☆	..	..	..	..	..	..	..	..	..	..	..
Michigan.....	☆	☆	☆	..	☆	☆	☆	..	☆	..	..	..
Minnesota.....	☆	..	..	..	..	..	..	..	☆	..	..	..
Mississippi.....	☆	..	..	..	..	..	..	..	..	☆	..	☆
Missouri.....	☆	☆	..	..	..	..	..	☆	☆	..	..	..
Montana.....	☆	☆	..	..	..	..	..	☆	..	..	..	..
Nebraska.....	☆	☆	..	..	☆	..	..	..	..	..	..	☆
Nevada.....	☆	☆	..	..	..	..	..	☆	..	..	..	..
New Hampshire.....	☆	..	..	..	☆	..	☆	☆	..	..	..	..
New Jersey.....	☆	☆	..	..	..	..	..	..	..	..	..	..
New Mexico.....	☆	☆	..	☆	..	..	..	☆	..	..	..	..
New York.....	☆	..	..	..	..	..	..	..	..	..	..	..
North Carolina.....	☆	..	..	..	..	..	..	..	..	..	..	..
North Dakota.....	☆	..	☆	☆	..	..	..	..	☆	..	..	..
Ohio.....	☆	..	..	..	..	..	..	..	..	..	..	..
Oklahoma.....	☆	☆	☆	..	..	☆	☆	☆	..	..	☆	..
Oregon.....	☆	☆	..	☆	..	..	☆	..	..	..	..	..
Pennsylvania.....	☆	..	..	..	☆	..	..	☆	..	..	..	..
Rhode Island.....	☆	..	..	..	☆	..	..	☆	..	..	..	..
South Carolina.....	☆	☆	..	☆	..	..	..	..	☆	..	..	..
South Dakota.....	☆	..	..	..	..	..	..	..	..	..	..	..
Tennessee.....	☆	..	..	..	..	..	..	..	..	..	..	..
Texas.....	☆	..	..	..	..	..	..	☆	..	..	..	..
Utah.....	☆	☆	..	☆	..	..	..	..	..	..	..	..
Vermont.....	☆	..	..	..	..	..	..	..	..	..	..	..
Virginia.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Washington.....	☆	☆	..	..	..	..	..	☆	..	..	..	..
West Virginia.....	☆	..	..	..	..	☆	..	☆	..	..	..	..
Wisconsin.....	☆	☆	..	..	☆	..	..	..	..	..	..	..
Wyoming.....	☆	☆	..	..	..	..	☆	☆	..	..	..	..
District of Columbia.....	☆	☆	..	..	..	..	..	..	..	..	..	..
Puerto Rico.....	..	☆	..	..	..	..	..	..	..	..	..	..
Total.....	49	27	4	11	11	3	6	19	8	38	1	4

RECORD OF PASSAGE OF UNIFORM ACTS—Continued
As of June 30, 1973

UNIFORM ACTS—Continued												State or other jurisdiction
Testamentary Additions to Trusts (1960)	Death Tax Credit (1961)	Military Justice (1961)	Nonresidents Individual Income Tax Deductions (1961)	Federal Services Absentee Ballot (1962)	Foreign Money Judgments Recognition (1962)	Interstate & International Procedure (1962)	Voting by New Residents in Presidential Elections (1962)	Deceptive Trade Practices Act (1964) (1966)	Status of Convicted Persons Act (1964)	Trustees' Powers Act (1964)	Statutory Construction Act (1965)	
..	Alabama
★	★	Alaska
..	Arizona
..	Arkansas
..	California
★	..	★	★	★	★	Colorado
..	★	Connecticut
..	★	Delaware
..	★	Florida
★	★	★	Georgia
..	★	★	★	..	Hawaii
..	Idaho
..	Illinois
★	..	★	★	★	Indiana
..	Iowa
★	★	★	★	Kansas
..	Kentucky
★	Louisiana
..	★	★	Maine
..	Maryland
★	Massachusetts
★	Michigan
..	..	★	Minnesota
..	Mississippi
..	Missouri
..	Montana
★	..	★	★	★	Nebraska
..	Nevada
..	★	★	..	New Hampshire
★	New Jersey
..	New Mexico
..	New York
..	North Carolina
★	★	North Dakota
..	..	★	★	Ohio
..	Oklahoma
★	Oregon
..	Pennsylvania
..	..	★	Rhode Island
★	South Carolina
..	South Dakota
★	Tennessee
..	Texas
..	Utah
..	Vermont
..	Virginia
★	..	★	Washington
..	West Virginia
..	..	★	★	Wisconsin
..	★	..	Wyoming
..	District of Columbia
..	Puerto Rico
24	0	8	0	0	7	5	11	12	2	4	3	Total

RECORD OF PASSAGE OF UNIFORM ACTS—Continued
As of June 30, 1973

State or other jurisdiction	UNIFORM ACTS—Continued									
	Land Sales Practices Act (1966)	Certification of Questions of Law [Act] (Rule) (1967)	Rendition of Accused Persons Act (1967)	Anatomical Gift Act (1968)	Child Custody Jurisdiction Act (1968)	Consumer Credit Code (1968)	Juvenile Court Act (1968)	Recognition of Acknowledgments Act (1968)	Minor Student Capacity to Borrow Act (1969)	Probate Code (1969)
Alabama.....	★	★	★
Alaska.....	★	★
Arizona.....	★	★	★	★
Arkansas.....
California.....
Colorado.....	..	★	..	★	..	★	..	★	..	★
Connecticut.....	★	★	★	★	..
Delaware.....	★
Florida.....	★	★
Georgia.....	★
Hawaii.....	★	..	★	★	★
Idaho.....	★	★	..	★	★
Illinois.....	★	★	★
Indiana.....	★	..	★
Iowa.....	★
Kansas.....	★	★	..	★	..	★
Kentucky.....
Louisiana.....
Maine.....	★	★
Maryland.....	★
Massachusetts.....	★
Michigan.....	★
Minnesota.....	★	★	★
Mississippi.....	★
Missouri.....	★
Montana.....	★
Nebraska.....	★	★	★
Nevada.....	★
New Hampshire.....	..	★	..	★	★
New Jersey.....	★
New Mexico.....	★
New York.....	★
North Carolina.....	★
North Dakota.....	★	★	★	..	★	★	★	★
Ohio.....	★
Oklahoma.....	★	..	★	..	★	★	..
Oregon.....
Pennsylvania.....	★
Rhode Island.....	★
South Carolina.....	★
South Dakota.....	★
Tennessee.....	★
Texas.....	★
Utah.....	★	..	★
Vermont.....	★
Virginia.....	★	★
Washington.....	★	★	★	..
West Virginia.....	★	★
Wisconsin.....	★	★
Wyoming.....	★	..	★
District of Columbia.....	★
Puerto Rico.....
Total.....	6	2	7	48	2	7	1	14	5	5

RECORD OF PASSAGE OF UNIFORM ACTS—Concluded
As of June 30, 1973

UNIFORM ACTS—Concluded

<i>Controlled Substances Act (1970)</i>	<i>Jury Selection & Service Act (1970) (1971)</i>	<i>Consumer Sales Practices (1970)</i>	<i>Marriage & Divorce (1970)</i>	<i>Abortion (1971)</i>	<i>Alcoholism & Intoxication Treatment (1971)</i>	<i>Disposition of Community Property Rights at Death (1971)</i>	<i>Duties of Disabled Persons (1972)</i>	<i>Management of Institutional Funds (1972)</i>	<i>Motor Vehicle Accident Reparations (1972)</i>	<i>Public Assembly (1972)</i>	<i>Residential Landlord- Tenant (1972)</i>	<i>State or other jurisdiction</i>
★	Alabama
★	★	Alaska
..	Arizona
..	Arkansas
..	★	..	★	★	..	★	California
..	★	★	Colorado
..	Connecticut
..	Delaware
..	Florida
★	★	Georgia
..	Hawaii
★	Idaho
★	★	Illinois
★	Indiana
..	★	Iowa
..	Kansas
★	★	Kentucky
★	Louisiana
★	★	Maine
..	Maryland
★	Massachusetts
★	★	Michigan
★	Minnesota
..	Mississippi
★	Missouri
★	Montana
★	Nebraska
..	Nevada
★	★	New Hampshire
★	New Jersey
★	New Mexico
..	New York
★	North Carolina
★	★	★	North Dakota
★	..	★	Ohio
..	★	..	Oklahoma
..	Oregon
..	Pennsylvania
★	Rhode Island
..	South Carolina
★	South Dakota
★	Tennessee
★	..	★	Texas
..	Utah
..	★	Vermont
★	★	Virginia
★	★	★	Washington
..	West Virginia
★	Wisconsin
★	Wyoming
..	District of Columbia
..	Puerto Rico
29	4	2	2	0	2	1	2	8	0	1	1	Total

SUGGESTED STATE LEGISLATION, 1973-1974

BY JOHN KING HICKEY*

SINCE 1941, the Council of State Governments' Committee on Suggested State Legislation has formulated draft acts and developed a volume of suggested state legislation on problems of general interest to the States. The volume, *Suggested State Legislation*, is widely distributed to state and federal officials, libraries, and is available to the public. The Committee on Suggested State Legislation is composed of a cross section of state officials—Commissioners on Interstate Cooperation, Commissioners on Uniform State Laws, Attorneys General, legislators, legislative staffs of the States, and others.

Proposals for committee consideration are received from individual state officials, associations of state officials, affiliated and cooperating organizations of the Council, public and private organizations, and federal departments and agencies. The U.S. Office of Management and Budget acts as liaison with the committee in gathering various proposals which federal departments and agencies may wish to call to the attention of the States. All proposals are first reviewed by the Subcommittee on Scope and Agenda. If selected by the subcommittee, the items are then placed on the agenda for consideration by the full committee. When drafts of proposals have been prepared and approved by the Subcommittee on Scope and Agenda, they are distributed to members of the full committee in advance of meetings so that members can review them and consult concerning them in their respective States.

Approval of proposals by the committee does not constitute a committee recommendation that all States adopt the

proposals verbatim. Rather, it indicates recognition that a number of States have problems in certain specific areas and that the committee has made suggestions for approaching these problems.

While generally cast in the form of legislation, these proposals constitute no more than suggestions with respect to the problems posed. They should be introduced, however, only after careful consideration of local conditions, existing constitutional practices and statutory requirements.

In September 1972, a new *Cumulative Index to Suggested State Legislation, 1941-1973* was published by the Council of State Governments. The new index uses a subject classification system with extensive cross-referencing to related subjects. It covers all proposals appearing in the volumes issued from 1941 through 1973. The 1974 *Suggested State Legislation*, Volume XXXIII, carries a table of contents for one year only. Each subsequent volume will carry a cumulative index of proposals published since 1973 until another new cumulative index is published.

ENVIRONMENTAL DEVELOPMENTS

A noteworthy development during the period covered by this report occurred in the field of environmental law. A National Symposium on State Environmental Legislation convened in Arlington, Virginia, on March 15-18, 1972, bringing together for the first time various elements of state government and representatives of the federal government to draft, review, and develop suggested state legislation on a broad range of ecological concerns. A unique precedent in intergovernmental cooperation, the Symposium was sponsored by the Council of State Governments and its affiliated and cooperating organizations, the President's Council on Environmental Quality, the En-

*Mr. Hickey is a Kentucky attorney who formerly was Director of Legal and Judicial Administration, the Council of State Governments, and Secretary of the Committee on Suggested State Legislation.

vironmental Protection Agency, and the Department of the Interior. Participants from the States included state legislators from throughout the Nation, representatives of the Governors and Attorneys General, and heads of state environmental agencies. Also participating were representatives of a number of other federal agencies with environmentally related functions.

The Symposium represented a joint federal-state response to two important needs. The first is the need for strong environmental protection programs at the state level. The second is the need to strengthen the federal-state partnership which is essential to the realization of environmental goals. Response to these proposals was so favorable and widespread that a Second National Symposium on State Environmental Legislation was convened in Rosslyn, Virginia, April 9-12, 1973, under the same auspices. The cooperative spirit which characterized the first Symposium was even more in evidence for the second Symposium. Nine proposals for legislation in the environmental area developed by the second Symposium were published in 1974 *Suggested State Legislation*.

THE 1973 PROPOSALS

Suggested State Legislation, Volume XXXII, for 1973, contains 25 proposals accompanied by draft legislation and seven statements without accompanying draft legislation. See page 111 for full contents of this volume.

One act in the 1973 volume seeks to protect the public health and conserve the water resources by providing for the classification of all public and private potable water supply systems and wastewater facilities. The effectiveness with which water and wastewater facilities are operated is dependent upon the quality of personnel employed for these facilities. To assure qualified operators, the act provides for issuance of state certifications entitling only qualified persons to supervise the operation of potable water and wastewater facilities and water distribution systems.

Another act which has generated great interest is a Model State Act for Soil Ero-

sion and Sediment Control. This act provides for control of soil erosion and sediment damage resulting from land-disturbing activities within the State.

A suggested act of great concern to farmers is an act regulating the construction and operation of livestock, poultry and other confined feeding facilities. The act is intended to protect the environment from pollution by animal wastes and to insure an adequate supply of livestock and poultry products to the public.

A State Abandoned Vehicle Act replaces and updates a similar act carried in 1967 *Suggested State Legislation*, Volume XXVI. The purposes of the act are to discourage the abandonment of vehicles, to provide for and encourage the rapid and efficient removal of such vehicles from public and private premises, and to assure that related resource recovery is facilitated.

An area of environmental concern in which state governments must take a positive role in planning and assisting local units of government is in that of solid waste management. An act designed to encourage action in this direction and aimed at the interrelated problems of resource recovery is included in the 1973 volume.

A draft act also is included to protect the consumer by reducing the high incidence of accidental injuries and deaths resulting from the use of ordinary annealed glass in hazardous locations. It is intended to provide greater safety to the homeowner, his family and guests, and to the general public. Enactment would require the labeling and use of safety glazing material in hazardous locations in residential, commercial, and public buildings.

Although all of the States have statutes dealing with disasters, many of them were enacted during the 1950s when the primary motivation was to provide the basis for preparation and response to military attack, especially involving nuclear weapons. To deal more directly with the problems of nonmilitary disasters, while not excluding civil defense, and to meet the rising disaster threat, an example state disaster statute has been prepared. This draft legislation can be enacted as a com-

plete statute or its compendium of provisions can be employed or adopted by individual States in accordance with their existing law and particular needs.

Two companion acts are concerned with compulsory school attendance and education of the handicapped. The first seeks to curb the practice of excusing children with special problems from the requirements of regular school attendance. The second would require school districts to provide special education sufficient to meet the needs and maximize the capabilities of handicapped children. These acts are intended to supplement existing school law.

A model tort liability draft act was developed by the Advisory Commission on Intergovernmental Relations (ACIR) in cooperation with the International Association of Chiefs of Police. Purpose of the act is to protect state and local law enforcement officers from personal liability arising from actions committed during the performance of their activities, in the conduct of their office, or within the scope of their employment. It also would compensate the individuals harmed by such actions.

Another proposal developed by ACIR would provide for creation of a joint legislative committee on the improvement of law enforcement and criminal justice.

One act drafted by the National Conference of Commissioners on Uniform State Laws (NCCUSL) was prepared in response to the Nation's changing attitudes toward alcoholism and alcohol abuse. The Uniform Alcoholism and Intoxication Treatment Act declares the policy that alcoholics and intoxicated persons may not be subjected to criminal prosecution because of their consumption of alcoholic beverages, but rather they be afforded a continuum of treatment in order that they may lead normal lives as productive members of society.

The NCCUSL also prepared a Uniform Consumer Sales Practices Act. This draft act represents an effort to crystallize the best elements of contemporary federal and state regulation of consumer sales practices in order to effectuate harmonization and coordination of federal

and state regulation. Its purposes include the simplification, clarification and modernization of the law governing consumer trade practices; to protect consumers from deceptive and unconscionable sales practices; and to encourage development of fair consumer sales practices.

Two significant acts in the domestic relations field, promulgated by NCCUSL, are the Uniform Marriage and Divorce Act—Revised, and the Uniform Abortion Act. The first is a revision of the Uniform Marriage and Divorce Act approved by the Commissioners in 1970 and carried in 1972 *Suggested State Legislation*, Volume XXXI. In addition to providing modernized marriage procedures, it contains as the sole ground for dissolution of a marriage that the marriage is "irretrievably broken," commonly referred to as "no fault" divorce. The second of these two acts has since publication been abrogated in part by decisions of the U.S. Supreme Court in *Roe v. Wade*, 93 S. Ct. 705, and *Doe v. Bolton*, 93 S. Ct. 739 (1973).

THE 1974 PROPOSALS

Suggested State Legislation, Volume XXXIII, for 1974, contains 30 proposals accompanied by draft legislation and four statements without accompanying draft legislation. See page 111 for full contents of this volume.

One significant proposal is a State Environmental Policy Act. It draws heavily on experience gained in administering the National Environmental Policy Act of 1969 and the California Environmental Quality Act of 1970. At the time of drafting, 11 States had enacted state environmental policy acts which call for the preparation of environmental impact statements on actions of public agencies which may have a significant effect on the environment. This new suggested act should prove to be a helpful guide for those States which are considering enactment of such legislation.

Another relevant proposal is the State Noise Control Act. Over a year was devoted to drafting, reviewing and revising the suggested act. Careful attention was given to recently enacted federal legislation. The completed draft retains to the

States maximum authority to regulate noise pollution consistent with the preemptive provisions of the Federal Noise Control Act of 1972.

In a controversial area of both proposed federal and state legislation is the Surface Mining Conservation and Reclamation Act. This act declares a state policy to maintain and improve the environment; to protect the environmental life-support system from degradation; to prevent unreasonable degradation of natural resources; to restore, enhance and preserve scenic, historic, archeologic, scientific, cultural and recreational sites; to demand effective reclamation of lands disturbed by taking natural resources; to provide legislative action to accomplish these objectives while still permitting essential mining activities; and the orderly development of mineral resources through surface mining.

Two draft acts relate to water purity. One, the State Water Pollution Control Act, is intended to provide all the basic authority necessary to insure approval of a state permit program required under the Federal Water Pollution Control Act. The other is the Safe Drinking Water Act to protect the public health by assuring the provision of safe drinking water. It would require a state agency to establish drinking water standards and to exercise general supervision over the construction and operation of public water systems throughout the State.

In the area of the environment, there is included a State Pesticide Use and Application Act. It provides for administration, adoption and enforcement of regulations, certification of applicators, licensing of operators, and establishment of a Pesticide Advisory Board. It updates a model act appearing in 1971 *Suggested State Legislation*, Volume XXX, and contains the authority needed by the States to comply with recent federal legislation on this subject.

Two draft acts seek better coordination of federal grants-in-aid. One would establish a procedure whereby local units of government making application for federal grants-in-aid would first submit copies of their application to a state clearinghouse to assure conformity with

state plans. The other draft act would mandate coordination of federally aided state agency projects with other state programs. It would require prior clearance of applications for grants-in-aid to state agency projects to be obtained from a state clearinghouse to assure their compatibility with other state plans and fiscal policies. Approval of the clearinghouse would be required as a condition precedent to submitting the application to the federal government.

Two draft acts in the field of education appear in the 1974 volume. The Transitional Bilingual Education Act provides for the establishment and implementation of programs in transitional bilingual education in the public schools. The Early Childhood Development Act provides a mechanism within state government to plan child development programs and to coordinate the delivery of children's services. While the legislation addresses itself to services for very young children, from birth to 6 or 8 years of age, its scope could be broadened to include establishment of a youth authority with responsibility for youths up to 18 years of age.

Two measures in the field of health are included. One is a Model Health Maintenance Organization Act. This act provides a legal framework for the organization and functioning of a wide variety of health maintenance organizations. Also, it provides a regulatory monitoring system to prevent or remedy abuses and to assist in the improvement of this form of health delivery system. The second proposal, a Hereditary Disorders Act, would establish specific medical and ethical principles by which public and private programs on hereditary disorders would be regulated. It would create an advisory board to the state commissioner of health which would assist in seeing general standards were met and would recommend necessary rules and regulations.

Three draft acts were approved in the building and building code regulation field of interest. Although these three draft acts have some common provisions, they could be enacted separately or collectively as needed in any State. Following is a brief description of each proposal:

A State Building Code Act provides for the creation of a Building Code Council with broad authority to adopt, amend or repeal rules and regulations governing the construction and inspection of buildings for compliance with the State Building Code which it may also adopt. Provision is made for uniform standards, public hearings, appeals, fees, and enforcement by the appropriate state and local agencies.

The proposed Manufactured Building Act provides for the creation of a Building Code Council which, with a designated administrative agency, would be responsible for evaluating building systems and evaluating standards, rules and regulations, for the approval, certification and inspection of manufactured buildings.

Third is a Mobile Home Act that provides for the creation of a Building Code Council with responsibility to adopt codes, standards and procedures applying to mobile homes. A designated administrative agency would evaluate and approve mobile home systems and manufacturers compliance assurance programs. Certification procedures would be established and inspections would be conducted to verify that reliability and safety standards are achieved in the entire process of manufacture.

One act drafted by NCCUSL is a Uniform Public Assembly Act. This act would facilitate and protect the holding of public assemblies while authorizing a permit system. A permit officer would be required to issue a permit subject only to

such restrictions on time, place, and manner of conducting the assembly as are appropriate to safeguard the civil liberties of non-participants. The permit officer may not refuse to grant a permit. He must either grant the permit on such terms and conditions as may be appropriate to protect the public health or safety and to minimize or avoid substantial impairment of the normal use of a public place, or if he concludes that there is a reasonable likelihood that a public assembly will substantially harm the public health and safety and this cannot be avoided by the imposition of conditions on the permit, then he is directed to take the matter to court for the appropriate judicial orders. The proposed law attempts to maximize the possibilities that discussions and negotiations will occur between assembly sponsors and governmental authorities with successful results.

A Uniform Residential Landlord and Tenant Act was also drafted by NCCUSL to revise the law governing the rental of dwelling units and the rights and obligations of landlords and to encourage landlords and tenants to maintain and improve the quality of housing. The proposed law would apply to, regulate, and determine rights, obligations and remedies under a rental agreement for dwelling units located within a State. Jurisdiction over a landlord who is not a resident of the State is provided for by service of process upon a designated agent or the Secretary of State.

PROPOSALS OF THE COMMITTEE ON SUGGESTED STATE LEGISLATION

1973 Suggested State Legislation

PROPOSALS DEVELOPED BY THE NATIONAL SYMPOSIUM ON STATE ENVIRONMENTAL LEGISLATION

Model State Act for Certification of Operators of Water Treatment Plants, Water Distribution, Systems, and Wastewater Facilities	Model State Air Pollution Control Act
Model State Act for Soil Erosion and Sediment Control	State Abandoned Vehicle Act
Model State Toxic Waste Disposal Act	State Solid Waste Management and Resource Re- covery Incentives Act
Model State Confined Animal Feeding Environ- mental Control Act	Guidelines for State Historic Preservation Legisla- tion

PROPOSALS ACCOMPANIED BY DRAFT LEGISLATION

Model Safety Glazing Act	Court of Claims Act
Example State Disaster Act of 1972	Model Criminal Rehabilitation Research Act
Uniform State Hazardous Substances Act—Re- vised	Governmental Model Tort Liability for Law En- forcement Actions
Uniform State Food, Drug and Cosmetic Act—Re- vised	Joint Legislative Committee on the Improvement of Law Enforcement and Criminal Justice
Model Compulsory School Attendance Law and Education of the Handicapped	

PROPOSALS PROMULGATED BY THE NATIONAL CONFERENCE OF COMMISSIONERS ON UNIFORM STATE LAWS

Uniform Alcoholism and Intoxication Treatment Act	Uniform Jury Selection and Services Act Amend- ment
Uniform Disposition of Community Property Rights at Death Act	Revised Uniform Adoption Act Amendments
Uniform Consumer Sales Practices Act	Uniform Abortion Act
Uniform Marriage and Divorce Act—Revised	Uniform Commercial Code—Amendments

STATEMENTS WITHOUT ACCOMPANYING DRAFT LEGISLATION

Uniform Vehicle Code—Revisions	Legislation Relating to License Plates for Land Vehicles
Interstate Compact on Juveniles—Amendments	Flood Hazard Area Regulation
Revised Uniform Reciprocal Enforcement of Support Act	State Powerplant Siting Guidelines for Legislation
Unemployment Tax and Audit Information	

1974 Suggested State Legislation

PROPOSALS DEVELOPED BY THE NATIONAL SYMPOSIUM ON STATE ENVIRONMENTAL LEGISLATION

State Environmental Policy Act	Scenic Rivers System Act
State Noise Control Act	Wildlands Preservation System Act
Surface Mining Conservation and Reclamation Act	Nongame and Endangered Species Conservation Act
State Water Pollution Control Act	State Fish and Wildlife Coordination Act
Safe Drinking Water Act	State Pesticide Use and Application Act

PROPOSALS ACCOMPANIED BY DRAFT LEGISLATION

Coordination of Federally Aided Local Programs with State Programs	Mobile Home Act
Coordination of Federally Aided State Agency Programs with Other State Programs	Proposed Law Regulating Off-Highway Traffic
Stolen Property Act	Model State Poison Prevention Act
Transitional Bilingual Education Act	Model Act Concerning Interference with the Leg- islative Process
Early Childhood Development Act	Hereditary Disorders Act
Interstate Parole and Probation Hearings Act	Food Stamps—False Statements, Alteration or Mis- use of Documents
Model Health Maintenance Organization Act	Interstate Civil Defense and Disaster Compact— Amendment
State Building Code Act	
Manufactured Building Act	

PROPOSALS PROMULGATED BY THE
NATIONAL CONFERENCE OF COMMISSIONERS ON UNIFORM STATE LAWS

Uniform Management of Institutional Funds Act	Uniform Residential Landlord and Tenant Act
Uniform Public Assembly Act	Uniform Duties to Disabled Persons Act

STATEMENTS WITHOUT ACCOMPANYING DRAFT LEGISLATION

State Employment Discrimination Legislation	Flood Hazard Area Regulation
Workmen's Compensation Laws	No-Fault Automobile Insurance

Section III

THE JUDICIARY

The Judiciary

THE STATE OF THE JUDICIARY

By ALAN V. SOKOLOW*

THE COURTS, like all government institutions, are continually seeking to modernize their administrative structures and practices in order to best cope with the demands of a fast and ever-changing society. Since 1971, significant changes have taken place influencing court structure and procedure as a result of the passage of either new constitutional articles or substantive legislation in Alabama, Georgia, Kansas, Minnesota, South Carolina, South Dakota, Virginia, and Wyoming. These actions will be highlighted.

Further, there will be a discussion of two reports issued by the National Advisory Commission on Criminal Justice Standards and Goals, and the American Bar Association's Commission on the Standards of Judicial Administration. The emphasis of both reports was the setting of general guidelines for improving the functioning of the courts at all levels.

Also included will be a brief overview of a developing trend to remove certain kinds of cases from the courts so they might be handled in other ways and by other agencies.

The final section of this survey will review the latest developments in respect to the establishment of offices of state court administrator, judicial salary increases, and developments at the National Center for State Courts and the Institute of Judicial Administration.

It is not the purpose of this review to be exhaustive of actions being taken in the courts throughout the Nation, but rather to highlight the more significant occurrences in the past two years.

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CONSTITUTIONAL AND LEGISLATIVE ACTIONS

The voters in Alabama, South Carolina, South Dakota, Kansas, and Wyoming supported constitutional amendments to revamp their court systems.

Alabama—The new judicial article in Alabama establishes a "unified" court system consisting of a supreme court, a court of criminal appeals, a court of civil appeals, trial courts of general jurisdiction (circuit courts), trial courts of limited jurisdiction (district courts), probate courts, and such municipal courts (the municipalities have the option of retaining municipal courts with the one caveat that municipal judges must be lawyers) as may be provided by law.

The district court system will be established by the Legislature after four years. The Legislature will decide on the jurisdiction of the district courts, the subject matter they will hear, and the geographic location of the courts.

The article seeks to assure systemwide uniformity through the rules of pleading, practice, and procedure on the basis of both the rule-making power vested in the supreme court and the uniform jurisdiction within the trial courts.

The Chief Justice is designated as the administrative head of the judicial system, including the power to assign judges as needed. Although the supreme court is required to make and promulgate rules which will govern administration of all courts, those rules cannot "abridge, enlarge or modify the substantive right of any party nor effect the jurisdiction of circuit and district courts or venue of actions therein."

A five-member Judicial Compensation

Commission will be established to recommend salary and expense allowances to be paid all judges of the State except those of probate and municipal courts.

The new article also creates a Judicial Inquiry Commission to conduct investigations and receive or initiate complaints against any judge, and a Court of the Judiciary to hear complaints and decide the case on the merits. Presently, a Judicial Commission of Alabama exists with authority to both investigate complaints as well as adjudicate them.

South Carolina—The new judicial article in South Carolina creates a unified court system comprised of a supreme court, circuit courts of general jurisdiction, and such other courts as may be necessary. As far as the latter is concerned, the establishment of such courts will be by legislative enactment.

To deal more effectively with the administration of the courts, the supreme court can utilize both its broad rule-making authority as well as appoint a state court administrator. In addition, the Legislature may establish additional circuits and increase the number of judges in a circuit in response to workload demands. One further and significant feature of the new judicial article is that it does not contain provisions regarding special, minor or county courts.

South Dakota—In South Dakota, several constitutional amendments were adopted. The salient ones establish a unified court system to be financed solely by the State. The Chief Justice is given broad rule-making and administrative powers, including the assignment of judicial personnel on the basis of need.

Not only does the article eliminate concurrent jurisdictional boundaries between courts but it also empowers the Legislature to create courts of limited jurisdiction whenever necessary.

Furthermore, the new article requires the Legislature to establish a judicial qualifications commission to investigate complaints and conduct hearings in regard to the removal, retirement, disqualification, or censure of a justice or judge.

Wyoming—The judicial article supported by Wyoming voters provides for creation of a judicial nominating commis-

sion to implement a judicial merit selection program, a mandatory retirement age of 70 for judges, a judicial discipline and removal commission, and an increase in the number of supreme court justices from four to five.

In respect to the selection process, the nominating commission will tender three nominees to the Governor for each vacancy. The person chosen must stand for office one year after the appointment and then again upon the expiration of the term on a nonpartisan basis.

Kansas—The major developments in Kansas related to the creation of a unified court system and the establishment of a judicial discipline commission.

In respect to the former, the court system will be composed of the supreme court and several district courts, with all other courts to be determined by the Legislature as the need arises. Parenthetically, an additional power given to the Legislature is the ability to increase the number of supreme court justices if the workload should demand such an action.

The article now allows for removal or retirement of justices of the supreme court, after an appropriate hearing and certification by the supreme court nominating commission, by means other than impeachment. The grounds for removal or retirement can now be for incapacity or cause.

Virginia—The 1973 Virginia General Assembly enacted legislation which will significantly revamp the structure and operation of its courts.

The number of judicial courts of record was reduced from 40 to 30 by means of instituting a 30-circuit court system. Various courts of record were combined while numerous city and corporation courts were eliminated. To assure better administration for the new circuit court arrangement, the chief judge of each circuit would be responsible for administering his division.

There also was a streamlining of the district court structure—the former courts not of record were replaced by a 31-district court system. The key reason for this change was to abolish courts of limited jurisdiction in towns and cities and to eliminate the position of part-time judge.

As of January 1, 1974, the present justice-of-the-peace system was replaced by one of magistrates. Not only will the existing fee system be eliminated, but the magistrates, who will have comparable powers to the justices-of-the-peace, will be salaried state employees.

The court administrator's staff was enlarged from three to 11 members to handle its broadened scope of responsibility, including the payroll for the newly created court system.

Finally, the Chief Justice of the Supreme Court is now designated as the statutory and constitutional head of the Virginia system.

Georgia—Georgia voters ratified a constitutional amendment establishing a seven-member Judicial Qualifications Commission to investigate and review the removal, discipline, or involuntary retirement of justices or judges of state courts.

Others—States taking similar actions in regard to judicial discipline were Iowa, Minnesota, and North Carolina. In the case of North Carolina, however, removal of judges would require a two-thirds vote of both houses of the Legislature for reasons of mental or physical incapacity.

NATIONAL STUDIES ON THE COURTS

Reports of the National Advisory Commission on Criminal Justice Standards and Goals, and the American Bar Association's (ABA) Commission on the Standards of Judicial Administration were major efforts to emphasize the need for modernizing the courts to handle their ever-increasing responsibilities and workload. It should be noted that both reports acknowledge the fact that although none of the recommendations they contain are either new or revolutionary, the implementation of them would be a radical departure in many States and localities from what presently exists. Further, the members of both commissions were fully aware that their recommendations had to be fitted into existing political, social, and historical patterns at the state and local levels. It is likely that many of the recommendations will be accepted piecemeal rather than as a complete package.

Some of the key recommendations of both reports, with respect to internal

court system structure and procedure, are: (1) judges should be selected on the basis of merit and vacancies be filled from lists presented by a highly qualified judicial nominating commission; (2) judges should be adequately compensated in salaries and retirement benefits (possibly equivalent to the federal judiciary); (3) judges should be subject to discipline or removal for permanent physical or mental disability as well as cause—a judicial conduct commission should be established to initiate and conduct investigations; (4) a comprehensive continuing judicial education program should be instituted both for new and more senior staff; (5) the state court system should be unified—there should be a single trial court with both criminal and civil jurisdictions; (6) the state court system should be financed by the state; (7) traffic violation cases, except serious moving violations, should be made infractions subject to administrative disposition rather than jury trial; (8) every State should establish the position of a court administrator at the state level for those trial courts with both a large enough caseload and a certain minimum number of judges to assist the Chief Justice in managing the court system (preparation of budgets, personnel administration, compilation of data and fiscal operations); and (9) present management procedures should be reviewed to the end of utilizing semi-automated or automated equipment or computers depending on the need.

The Advisory Commission, composed of 22 citizens from state and local levels, developed a comprehensive study on the criminal justice system. Its emphasis was on how each segment should be improved both internally and in its relations with other elements of the system. Recommendations were promulgated toward those ends. A report was issued with respect to each of the segments, including one for the courts.

As stated in the introduction of the report on the courts, the two underlying premises for the study were:

The first is that crime in America is seriously interfering with the Nation's ability to attain economic, political and social well-being for all its citizens. The second is that no attempt to alleviate

this problem can succeed unless dramatic improvements are made in the ability of the courts to perform their critical role in the criminal justice system.

The report reviewed the flow of cases (screening, diversion, the negotiated plea, the litigated case, sentencing, and trial court proceedings), personnel and institutions (the judiciary, lower courts, court administrator, court-community relations, computer utilization, prosecution, and defense) and special problem areas (juveniles and mass disorders).

The focus of the report, with respect to assuring both a fair and speedy trial system, was, on the one hand, to improve the efficiency of the process within the court system itself, especially the informal, administrative aspects, while on the other hand, recognizing that one is working in the context of a complex and essentially interrelated three-component system, i.e., courts, police, and corrections.

The ABA Commission members, who were primarily judges and practicing lawyers, oriented their discussions solely to the structural and procedural aspects of the state court system. The emphasis was on internal modernization and did not attempt to deal with the courts either as part of an interrelated system or strictly with the criminal justice aspects of the court system.

Of the many areas reviewed by the report, the most significant ones dealt with the concept of the unified court system, rule-making, policy-making, administration, court administrative services, finance, and records and information systems.

As stated earlier, the recommendations included in the report in these areas were not startlingly new but in many cases were points which had been made in earlier court structure studies. It was hoped that the state courts would take a lead in adopting as many of the standards as possible although it was recognized that it would probably be a long and slow process. Also, the standards were drafted with flexibility in mind since every state court system is somewhat different in minor or major ways from all other court systems.

It was also understood that each State

had implemented some of the standards either to a greater or lesser extent. In some cases, the report can be used by court officials to seek adequate appropriations to meet the recommended guidelines while in others the officials can take pride in the standing of their court system based on how much of the report had been adopted to date.

RECENT TRENDS

One of the more important issues being considered by judges, judicial officials, lawyers, and interested citizens, in the context of constantly increasing workloads and court delay, are the kinds of cases coming before the courts which might be handled outside the court room. These include minor motor vehicle violations as well as a range of so-called "victimless crime" cases.

More and more States are seeking ways of adopting adjudication programs for minor traffic offenses including minor moving violations so that local courts will not be overburdened with these cases. The main thrusts are either to give responsibility to a court-related adjudicatory body or a line executive agency, most often the department of motor vehicles. In either case, violations are handled through administrative hearings with the hope that few will go to trial although such an option is open to those who wish it. It is felt that the overwhelming number of cases would be resolved equitably through this procedure and not require a jury trial. New York State has been in the forefront of developing such a system and its model is being studied by other States.

Legislatures, in reviewing penal codes, are considering the impact on the courts of the prosecution of "victimless crimes." The kinds of crimes included are vagrancy, gambling, drunkenness, juvenile delinquency, drug use (especially possession), and sexual and immoral behavior.

Many experts believe that the courts are being clogged and that police time is being badly spent prosecuting these kinds of crimes. In addition, there is a feeling that these laws are either not enforced, enforced in a discriminatory manner, or unenforceable and thus create an atmosphere of disrespect for the law itself.

In respect to the crime of public drunkenness, six States have eliminated their statutes in this area and others are considering such a change. The view is that alcoholism is a disease and not a crime.

There also has been an effort by Legislatures to deal with the drug possession issue as distinct from drug pushing. In some cases, possession of a small amount of a drug, such as marijuana, would be a misdemeanor rather than a felony. Also, there would be a warning for first offenders and the possibility of having no record maintained.

Since one half of the people in American prisons and one half of the cases in American court rooms are due to behavior in which no one was injured, it is clear that neither the individual nor the community is benefiting from the present situation. Continuing efforts are being made to review and revamp penal codes in this regard.

GENERAL DEVELOPMENTS

General developments in the field include establishment of new offices of court administrator, increases in judges' salaries, and projects undertaken by the National Center for State Courts and the Institute of Judicial Administration.

There are 42 States, the District of Columbia, Puerto Rico, and Guam which have offices of court administrator. In 1972 and 1973, Alabama, Florida, Nebraska, South Carolina, South Dakota, and Utah established such offices. Nevada was the only State to have created and then abolished its office.

Judicial salaries are increasing nationwide. There are now 14 States where supreme court salaries range from \$22,500 (Montana) to \$29,500 (New Mexico), 27 States from \$30,000 (Rhode Island, Tennessee, Wyoming) to \$38,407 (Massachusetts), and nine States from \$40,000 (Texas) to \$50,000 (Pennsylvania). In some instances these figures include proposed increases to be implemented by 1975 (see Table 4 on Compensation of

Judges). Due to the possibility of negative rulings by the federal pay board, however, some of the salary increases may be in jeopardy of being reduced substantially.

Since its inception in 1971, the National Center for State Courts has dedicated itself to aiding state courts to establish and observe satisfactory standards of judicial administration; coordinate but not supplant efforts of other organizations in the field, especially in the area of training; act as a clearinghouse for court related information; and initiate and support court-oriented research, emphasizing practical solutions to immediate needs.

The kinds of projects handled by the Center include ones in court reporting (e.g., training of reporters, development of sound/video taping system alternatives and the use of computerized transcripts), court performance analyses, the studies of adequate representation of indigents, and the causes of pre-trial delays in 25 urban trial court systems.

One of the newest and more important programs undertaken by the Institute of Judicial Administration in the past two years is an 11-state study to develop uniform judicial statistics called the State Judicial Information Systems Project. At this time, the program is in its formative planning stage.

The Institute will assist 11 States in reaching three major objectives: the improvement of the quality of judicial statistics being gathered; the aim of developing comparable statistical systems from one State to another; and, finally, the improvement of communications between the courts and other criminal justice agencies.

The project represents the first step in developing a judicial information system that will have nationwide usefulness. After establishing the minimum judicial data elements required for an effective system, prototypes will be designed and documented for collecting and analyzing judicial information and statistics.

TABLE 1
STATE COURTS OF LAST RESORT

State or other jurisdiction	Name of Court*	Justices chosen		Method of Selection	Chief Justice**	Term
		At large	By district			
Alabama.....	S.C.	★	..	Popular election	6 yrs.	
Alaska.....	S.C.	★(a)	..	First nominated by Judicial Council and appointed by Governor, then confirmation by election	10 yrs.	
Arizona.....	S.C.	★	..	Selected by Court	Unspecified—usually 3 yrs.	
Arkansas.....	S.C.	★	..	Popular election	8 yrs.	
California.....	S.C.	★(a)	..	First appointed by Governor, then by popular election	12 yrs.	
Colorado.....	S.C.	★(a)	..	Appointed by Court	Pleasure of Court	
Connecticut.....	S.C.	★(b)	..	Nominated by Gov., apptd. by Gen. Assembly	8 yrs.	
Delaware.....	S.C.	★(c)	..	Appointed by Governor, confirmed by Senate	12 yrs.	
Florida.....	S.C.	★	..	Appointed by Court	2 yrs.	
Georgia.....	S.C.	★	..	Appointed by Court	Remainder of term as Justice	
Hawaii.....	S.C.	★(c)	..	Appointed by Governor with consent of Senate	10 yrs.	
Idaho.....	S.C.	★	..	Justice with shortest time to serve	Remainder of term as Justice	
Illinois.....	S.C.	..	★	Elected by Court	3 yrs.	
Indiana.....	S.C.	★	..	Judicial Nominating Commission	5 yrs.	
Iowa.....	S.C.	★(a)	..	Selected by Court	Remainder of term as Justice	
Kansas.....	S.C.	★(a)	..	Seniority of service	Remainder of term as Justice	
Kentucky.....	C.A.	..	★	Seniority of service-rotation	18 mos.	
Louisiana.....	S.C.	..	★	Seniority of service	Remainder of term as Justice	
Maine.....	S.J.C.	★(c)	..	Appointed by Governor with consent of Council	7 yrs.	
Maryland.....	C.A.	..	★(a)	Selected by Governor	Remainder of term as Judge	
Massachusetts.....	S.J.C.	★(c)	..	Appointed by Governor with consent of Council	To age 70	
Michigan.....	S.C.	★	..	Selected by Court	2 yrs.	
Minnesota.....	S.C.	★	..	Popular election	6 yrs.	
Mississippi.....	S.C.	..	★	Seniority of service	Remainder of term as Justice	
Missouri.....	S.C.	★(a)	..	Appointed by Court-rotation	2 yrs.	
Montana.....	S.C.	★	..	Popular election	8 yrs.	
Nebraska.....	S.C.	..	★(a,d)	First appointed by Governor, then by popular election	6 yrs.	
Nevada.....	S.C.	★	..	Seniority of service-rotation	2 yrs.	
New Hampshire.....	S.C.	★(c)	..	Appointed by Governor and Council	To age 70	
New Jersey.....	S.C.	★(c)	..	Appointed by Governor with consent of Senate	7 yrs. with reappointment to age 70	
New Mexico.....	S.C.	★	..	Justice with shortest time to serve	Remainder of term as Justice	
New York.....	C.A.	★	..	Popular election	14 yrs.	
North Carolina.....	S.C.	★	..	Popular election	8 yrs.	
North Dakota.....	S.C.	★	..	Selected by Supreme and district court judges meeting together	5 yrs. or until expiration of term as Justice, whichever occurs first	
Ohio.....	S.C.	★	..	Popular election	6 yrs.	
Oklahoma.....	S.C.	..	★(a)	Chosen by Court	2 yrs.	
Oregon.....	S.C.	★	..	Majority vote of members of Supreme Court	6 yrs.	
Pennsylvania.....	S.C.	★	..	Seniority of service	Remainder of term as Justice	
Rhode Island.....	S.C.	★(e)	..	Elected by Legislature	Life	
South Carolina.....	S.C.	★(e)	..	Elected by General Assembly	10 yrs.	
South Dakota.....	S.C.	..	★	Appointed by Court	4 yrs.	
Tennessee.....	S.C.	★(f)	..	Appointed by Court	Pleasure of Court	
Texas.....	S.C.	★	..	Popular election	6 yrs.	
Utah.....	S.C.	★(a)	..	Justice with shortest time to serve	Remainder of term as Justice	
Vermont.....	S.C.	★(e)	..	Seniority of service	2 yrs.	
Virginia.....	S.C.	★(e)	..	Seniority of service	Remainder of term as Justice	
Washington.....	S.C.	★	..	Judge with shortest time to serve(g)	2 yrs.	
West Virginia.....	S.C.A.	★	..	Appointed by Court-rotation	1 yr.	
Wisconsin.....	S.C.	★	..	Seniority of service	Remainder of term as Justice	
Wyoming.....	S.C.	★(h)	..	Selected by Court	Pleasure of Court	
District of Columbia	C.A.	★	..	Designated by President of the United States	4 yrs.	

*Explanation of symbols: S. C. — Supreme Court; C. A. — Court of Appeals; S. J. C. — Supreme Judicial Court; S. C. A. — Supreme Court of Appeals.

**Title is Chief Justice, except Chief Judge in Maryland and New York; President in West Virginia; and Presiding Judge in South Dakota.

(a) Justices originally appointed by Governor, elected subsequently. For details, see Table 5.

(b) Justices are nominated by Governor, appointed by General Assembly.

(c) Justices are appointed by Governor, with consent of Sen-

ate; in Maine, Massachusetts, New Hampshire with consent of Council.

(d) Chief Justice is chosen at large.

(e) Justices are elected by Legislature; in Vermont, Legislature originally elects, subsequently votes on retention.

(f) Justices are chosen at large (each voter may vote for five) but not more than two may reside in any one of the three geographical regions of the State.

(g) Senior judge, next up for election who has not yet served as Chief Justice.

(h) Justices are appointed by Governor from a list of 3 submitted by Nominating Committee.

TABLE 2
NUMBER OF JUDGES

State or other jurisdiction	Appellate courts			Major trial courts			
	Court of last resort	Inter- mediate appellate court	Chancery court	Circuit court	District court	Superior court	Other trial courts
Alabama.....	9	8	...	98	...	...	...
Alaska.....	5	...	...	...	...	16	...
Arizona.....	5	12	...	...	...	60	...
Arkansas.....	7	...	25	28	...	...	...
California.....	7	48	...	...	...	477	...
Colorado.....	7	6	...	...	81	...	...
Connecticut.....	6	...	...	...	...	40	...
Delaware.....	3	...	3	...	...	11	...
Florida.....	7	20	...	263	...	...	...
Georgia.....	7	9	...	...	...	52	...
Hawaii.....	5	...	...	13	...	...	...
Idaho.....	5	...	...	...	24	...	...
Illinois.....	7	34	...	610	...	...	...
Indiana.....	5	9	...	87	...	63	4
Iowa.....	9	...	...	...	83(a)	...	...
Kansas.....	7	...	...	...	63	...	...
Kentucky.....	7	...	...	83	...	...	...
Louisiana.....	7	26	...	...	118	...	...
Maine.....	6	...	...	...	...	14	...
Maryland.....	7	10	...	57	...	...	21
Massachusetts.....	7	6	...	...	...	46	...
Michigan.....	7	12	...	126	...	...	20
Minnesota.....	9	...	...	...	72	...	...
Mississippi.....	9	...	25	24	...	...	...
Missouri.....	7	18	...	107	...	...	...
Montana.....	5	...	...	...	28	...	...
Nebraska.....	7	...	...	...	45	...	...
Nevada.....	5	...	...	...	23	...	...
New Hampshire.....	5	...	...	...	...	12	...
New Jersey.....	7	18	...	...	...	120	103
New Mexico.....	5	5	...	...	29	...	...
New York.....	7	31(b)	...	...	...	...	257
North Carolina.....	7	9	...	...	...	49	...
North Dakota.....	5	...	...	...	19	...	...
Ohio.....	7	38	...	...	...	...	291
Oklahoma.....	9	9(c)	...	...	138	...	...
Oregon.....	7	6	...	66	...	...	...
Pennsylvania.....	7	14	...	...	...	...	285
Rhode Island.....	5	...	...	...	...	13	...
South Carolina.....	5	...	...	16	...	...	...
South Dakota.....	5	...	...	37	...	...	...
Tennessee.....	5	16(c)	23	50	...	...	29
Texas.....	9	47(c)	...	...	219	...	...
Utah.....	5	...	...	...	22	...	21
Vermont.....	5	...	...	...	...	...	6
Virginia.....	7	...	...	99	...	...	...
Washington.....	9	12	...	...	...	98	...
West Virginia.....	5	...	...	34	...	...	...
Wisconsin.....	7	...	...	52	...	...	126
Wyoming.....	5	...	...	...	13	...	...
District of Columbia.....	9	...	...	...	...	44	...

(a) Unified court system with an additional 24 District Associate Judges, 6 Judicial Magistrates, and 191 part-time Judicial Magistrates.

(b) Does not include temporary designations.

(c) In Oklahoma, there are 3 judges on the Court of Crim-

inal Appeals and 6 on the Court of Appeals. In Tennessee there are 9 judges on the Court of Appeals and 7 members on the Court of Criminal Appeals. In Texas there are 5 judges on the Court of Criminal Appeals and 42 on the Court of Civil Appeals.

TABLE 3
TERMS OF JUDGES
(In years)

State or other jurisdiction	Appellate courts		Major trial courts					Courts of limited jurisdiction				
	Court of last resort	Inter- mediate appellate court	Chan- cery court	Cir- cuit court	Dis- trict court	Superior court	Other trial courts	Pro- bate court	County court	Mu- nicipal court	Justice, magis- trate or police court	Other courts
Alabama.....	6	6	...	6	...	...	...	6	6	(a)	2	...
Alaska.....	10	...	...	...	...	6	...	...	...	...	(a)	4(b)
Arizona.....	6	6	...	...	...	4	...	...	...	...	4(c)	...
Arkansas.....	8	...	6	4	...	...	...	...	2	2-4	2	2(d)
California.....	12	12	...	...	...	6	...	...	...	6	6	...
Colorado.....	10	8	...	...	6	...	...	6	4	(c)	...	6(f,g)
Connecticut.....	8	...	...	...	...	8	...	4	...	...	...	4(d,f,h)
Delaware.....	12	...	12	...	...	12	...	...	...	12	4	12(d,i,l)
Florida.....	6	6	...	6	...	...	...	...	4	...	...	...
Georgia.....	6	6	...	...	...	4-8	...	4	...	...	4	4(k) 1-4(l)
Hawaii.....	10	...	...	10	...	...	...	...	...	...	...	4(b)
Idaho.....	6	...	...	...	4	...	...	...	...	...	4	...
Illinois.....	10	10	...	6	...	...	4(j)	...	...	...	...	...
Indiana.....	10	10	...	6	...	4	4(k)	4	...	4	...	4(f)
Iowa.....	8	...	...	...	6(l)	...	...	...	...	...	...	...
Kansas.....	6	...	...	...	4	...	...	2	2	...	4	2
Kentucky.....	8	...	...	6	...	...	...	...	4	...	4	...
Louisiana.....	14	12	...	...	6(n)	...	...	...	...	4-8(o)	4	6-8(f) 6(i)
Maine.....	7	...	...	...	...	7	...	4	...	...	...	7(b)
Maryland.....	15	15	...	15	...	...	15(p)	4	...	10(b)	...	...
Massachusetts.....	To age 70	...	...	...	...	To age 70	...	To age 70	...	To age 70	...	To age 70(q)
Michigan.....	8	6	...	6	...	...	6(r)	6	...	6	...	6(d) 4(b)
Minnesota.....	6	...	...	6	...	...	...	6	6	6	...	...
Mississippi.....	8	...	4	4	...	...	...	...	4	4	4	4(l)
Missouri.....	12	12	...	6	...	...	...	4	...	2-4	4	4(a)
Montana.....	8	...	...	...	6	...	...	...	...	2	4	...
Nebraska.....	6	...	...	...	6	...	...	...	4	6	...	6(f)
Nevada.....	6	...	...	...	4	...	...	...	...	4	2	...
New Hampshire.....	To age 70	...	...	...	...	To age 70	...	To age 70	...	To age 70	...	To age 70(b)
New Jersey.....	7 with reap- point- ment for life	7 with reap- point- ment for life	...	...	...	7 with reap- point- ment for life	5(t)	...	...	3	...	5(f,u)
New Mexico.....	8	8	...	...	6	...	...	2	...	4	4	4(v)
New York.....	14	5(w)	...	...	...	...	14(x)	10(y)	10	(z)	4(aa)	10(i) 6(b) 9(m)
North Carolina.....	8	8	...	...	...	8	...	...	...	...	...	4(b)
North Dakota.....	10	...	...	...	6	...	...	...	4	4	4	...
Ohio.....	6	6	...	...	...	...	6(d)	...	4	6	4	6(f)
Oklahoma.....	6	6	...	...	4(ab)	...	...	...	...	2(e)	...	...
Oregon.....	6	6	...	6	...	...	...	...	6	(a)	6	6(b)
Pennsylvania.....	10	10	...	...	...	...	10(d)	...	...	6(ac)	6(c)	...
Rhode Island.....	Life	...	...	...	...	Life	...	1(e)	...	...	2	(l) 10(b)
South Carolina.....	10	...	...	4	...	...	...	4	4	(e)	(ad)	6(l)
South Dakota.....	8	...	...	8	...	...	...	...	...	...	(a)	...
Tennessee.....	8	8	8	8	...	...	8(n)	...	(ag)	(ah)	...	8(al)
Texas.....	6	6	...	...	4	...	...	4	4	(e)	...	4(f,n)
Utah.....	10	...	...	...	6	...	...	...	...	6	4	6(f)
Vermont.....	2	...	...	...	...	...	6(ae)	2	...	...	2	4(b)
Virginia.....	12	...	...	8	...	...	...	...	4	4	...	6
Washington.....	6	6	...	...	...	4	...	...	...	4	4	...
West Virginia.....	12	...	...	8	...	...	...	...	8	8(af)	8(af)	8(ag)
Wisconsin.....	10	...	...	6	...	...	6(ae)	...	...	2	...	...
Wyoming.....	8	...	...	...	6	...	...	...	...	(ah)	4	4(ae)
Dist. of Columbia.....	15	...	...	...	...	15	...	...	...	...	...	...

TABLE 3—Continued

TERMS OF JUDGES
(Footnotes)

-
- (a) Alabama: judges of recorder courts at pleasure of appointing authority. Alaska: magistrates at pleasure of appointing authority. South Dakota: magistrates. Oregon: at pleasure of appointing authority.
- (b) District courts.
- (c) Justices of the peace. Arizona: term of city or town magistrates provided by charter or ordinance.
- (d) Courts of common pleas. Arkansas: presided over by county judge.
- (e) Dependent on municipal charters and ordinances. Colorado: 2 years in statutory cities and towns. Oklahoma: usually 2 years or at pleasure of appointing authority.
- (f) Juvenile courts. Louisiana: judges serve 6 years except 8 in New Orleans.
- (g) Superior court and Denver juvenile court.
- (h) Circuit court.
- (i) Family courts. Rhode Island: during good behavior.
- (j) Associate judges.
- (k) Criminal courts.
- (l) District associate judges and full-time magistrates, 4 years; part-time magistrates, 2 years.
- (m) Courts of claims.
- (n) Judges in New Orleans serve 12 years.
- (o) Municipal and traffic court judges and city court judges in New Orleans serve 8 years; other city court judges serve 6 years, except 4 years in Baton Rouge.
- (p) Supreme bench of Baltimore city.
- (q) District courts, juvenile courts, and land and housing court.
- (r) Recorders Court of Detroit.
- (s) St. Louis court of criminal corrections.
- (t) County courts.
- (u) County district courts.
- (v) Small claims courts.
- (w) Justices are designated for 5-year terms while retaining status as elected Supreme Court justices.
- (x) Supreme Court, to age 70; judges may be certified thereafter for 2-year terms, up to age 76.
- (y) In New York City, 14.
- (z) In New York City, 10; outside New York City, determined by each city.
- (aa) Town and village courts.
- (ab) Special district judges serve at pleasure of district judges by whom they are appointed.
- (ac) Municipal court and traffic court of Philadelphia.
- (ad) Terms not uniform, fixed by General Assembly.
- (ae) County courts. Vermont: 6 years for superior judges, 2 years for assistant judges.
- (af) Municipal and police courts variable. Term set at discretion of Legislature.
- (ag) Common pleas, domestic relations, criminal, intermediate and juvenile courts. Term set at discretion of Legislature.
- (ah) Police justice's term the same as that of other appointive officers of the municipality.
- (ai) Courts of general sessions, domestic relations, and juvenile courts; if juvenile judge is designated by county court rather than elected, 6 years.

TABLE 4
COMPENSATION OF JUDGES OF STATE APPELLATE COURTS AND TRIAL COURTS
OF GENERAL JURISDICTION*

State or other jurisdiction	Appellate courts		Chancery court	Major trial courts			
	Court of last resort	Inter- mediate appellate court		Circuit court	District court	Superior court	Other trial courts
Alabama.....	\$33,500	\$33,000	....	\$25,000(a)	....	....	....
Alaska.....	36,000	....	....	....	....	\$33,000	....
Arizona.....	32,000	30,000	....	....	....	28,000(b)	....
Arkansas.....	27,000(c)	....	\$25,000(d)	25,000(d)	....	....	....
California.....	48,147(c,e)	45,139(e)	....	....	....	37,615(e,f)	....
Colorado.....	35,000(c)	32,000	....	....	\$28,000	....	....
Connecticut.....	36,000(c)	....	....	....	....	34,500(g)	....
Delaware.....	34,000(c)	....	31,000(g)	....	....	31,000(g)	....
Florida.....	36,000	34,000	....	32,000	....	....	....
Georgia.....	32,500	32,500	....	....	....	20,000(a)	....
Hawaii.....	32,670(c)	....	....	30,250	....	....	....
Idaho.....	25,000	....	....	....	22,500	....	....
Illinois.....	42,500	40,000	....	30,000-37,500(a)	....	....	\$23,500-28,000(a)
Indiana.....	29,000(d)	29,000(d)	....	21,000-26,000(a)	....	21,000-26,000(a)	19,000-23,000(q)
Iowa.....	33,000(c)	....	....	....	29,000(g,u)	....	....
Kansas.....	28,000(c)	....	....	....	23,500	....	....
Kentucky.....	29,000	....	....	23,500	....	....	....
Louisiana.....	37,500	35,000	....	....	20,500-35,800(a)	....	....
Maine.....	26,000(c)	....	....	....	23,000(g)	25,500	....
Maryland.....	40,000(c)	37,500(g)	....	35,500	....	....	35,500(h)
Massachusetts.....	38,407(c)	35,566(g)	....	....	28,407(g,i)	34,089(g)	....
Michigan.....	42,000	41,961	....	26,157-30,000(a)	21,279	....	39,200(j)
Minnesota.....	36,500(c)	....	....	....	32,000(a)	....	....
Mississippi.....	26,000(c)	....	22,000(g)	22,000(g)	....	....	....
Missouri.....	31,500	30,000	....	28,000	....	....	....
Montana.....	22,500(c)	....	....	....	20,500	....	....
Nebraska.....	30,500	....	....	....	27,500-29,000(a)	....	....
Nevada.....	35,000	....	....	....	30,000	....	....
New Hampshire.....	33,800(c)	....	....	....	....	33,696(g)	....
New Jersey.....	45,000(c)	42,000	....	....	....	37,000(k)	37,000(l)
New Mexico.....	29,500	28,000	....	....	27,000	....	....
New York.....	49,665(c,v)	40,182-46,682(g,v)	....	....	....	....	37,817-43,317(v,w)
North Carolina.....	38,000(c)	35,500(g)	....	....	....	30,500(d)	....
North Dakota.....	28,000(c)	....	....	....	26,000	....	....
Ohio.....	40,000(c)	37,000	....	....	....	....	23,500-34,000(m)
Oklahoma.....	26,000	22,360	....	....	14,175-21,320(n)	....	....
Oregon.....	32,000	31,000	....	29,000	....	....	....
Pennsylvania.....	50,000(c)	48,000(g)	....	....	....	....	40,500-42,500(m)
Rhode Island.....	30,000(c,o)	....	....	....	....	28,000(g,o)	....
South Carolina.....	34,000(c)	....	....	34,000	....	....	....

South Dakota.....	24,000	.....	22,000	.....	.....	.....
Tennessee.....	30,000(c,p)	27,500(g,p)	25,000(p)	.....	.....	25,000(p,q)
Texas.....	40,000(c)	35,000(g)	.....	.....	25,000(a)	.....
Utah.....	24,000(c)	.....	.....	.....	22,000	.....
Vermont.....	29,000(c)	.....	.....	.....	.....	25,000(g,l)
Virginia.....	37,500(c,d)	.....	28,500(a)	.....	.....	.....
Washington(r).....	38,000	35,000	.....	.....	32,000	.....
West Virginia.....	32,500	.....	26,000(s)	.....	.....	.....
Wisconsin.....	34,716(c,t)	.....	25,044	.....	.....	22,974(a,l)
Wyoming.....	30,000	.....	.....	27,500	.....	15,000(l)
Dist. of Columbia.	38,750	.....	.....	.....	36,000	.....

*Compensation is shown according to most recent legislation even though laws may not yet have taken effect.

(a) Salaries may be supplemented by counties. In Indiana range depends on population of circuit.

(b) Half paid by State, half by county.

(c) These jurisdictions pay additional amounts to Chief Justices of courts of last resort. New Hampshire, \$200; Delaware, North Dakota, Texas (also presiding judge), and Utah, \$500; Iowa, Kansas, Maryland, Mississippi, North Carolina, Rhode Island, and Virginia, \$1,000; Hawaii, \$1,210; Massachusetts, \$1,363; Maine, Montana, and Vermont, \$1,500; Arkansas, Colorado, New Jersey, Pennsylvania, and Tennessee, \$2,500; New York, \$2,957; California, \$3,008; Wisconsin, \$3,114; Minnesota and Ohio, \$3,500; Connecticut, \$4,000; South Carolina, \$5,000.

(d) In addition, expense allowance of \$2,400 (judge may elect to receive actual expenses incurred) in Arkansas; Indiana, \$3,000; North Carolina, \$5,000; and \$3,000 in lieu of per diem in Virginia.

(e) Cost of living increase yearly based on California consumer price index.

(f) Partially paid by State, partially by county, based on statutory population formula.

(g) Additional amounts paid to various judges. Connecticut: chief judge of superior court, \$500; Delaware: presiding judge of chancery and superior courts, \$500; Iowa: chief judge of district court, \$500; Maine: chief judge of district court, \$1,000; Maryland: presiding judge of intermediate appellate court, \$1,000; Massachusetts: chief justice of appellate court, \$1,564, chief justice of superior court, \$1,477, and chief justice of district court, \$1,478; Mississippi: presiding judge of chancery and superior courts, \$500; New Hampshire: presiding judge of superior court, \$200; New York: presiding judges of intermediate appellate courts, \$1,592; North Carolina: presiding judge of intermediate appellate court, \$1,000; Pennsylvania: presiding judge of intermediate appellate court, \$1,500; Rhode Island: presiding judge of superior court, \$1,000; Tennessee: presiding judge of intermediate appellate court, \$1,000;

Texas: chief justice of intermediate appellate court, \$500; Vermont: presiding judge of county courts, \$1,000.

(h) Supreme bench of Baltimore city.

(i) Part-time justices, \$8,636-\$11,477.

(j) Recorders Court of Detroit.

(k) Assignment judges, \$40,000.

(l) County courts.

(m) Courts of common pleas. Variations in salary based on population.

(n) Unified court system. District judges, \$21,320. Associate district judges paid on basis of population ranges and may be supplemented by counties.

(o) Salary supplemented by state service longevity at 7, 15, and 20 years, up to 20%.

(p) Cost of living increase.

(q) Criminal courts. In Tennessee also law equity courts.

(r) Litigation currently pending could have the effect of reducing statutorily approved figures to those determined pursuant to November 1973 initiative measure.

(s) A circuit judge sitting as an intermediate appellate court receives additional compensation up to \$2,500 depending upon number of statutory courts of record over which he presides.

(t) 3 supreme court commissioners at \$18,000, \$20,000, and \$21,500.

(u) District court associate judges and full-time district court magistrates, \$19,500. Part-time district court magistrates, \$4,800.

(v) In addition, judges of the court of appeals receive \$6,000 for expenses, those of the appellate division (3rd and 4th departments) \$8,000 (\$9,000 for presiding judge), and those of the Supreme Court (3rd and 4th departments) \$3,000. Ranges are due to lower salaries paid to judges in 3rd and 4th departments. \$10,500 of salaries of judges in the latter and \$16,000 in 1st and 2nd departments paid from local sources.

(w) Supreme Court.

TABLE 5
RETIREMENT AND PENSION PROVISIONS FOR
JUDGES OF STATE APPELLATE COURTS AND
TRIAL COURTS OF GENERAL JURISDICTION^(a)

State or other jurisdiction	Minimum age	Years minimum service	Amount of annuity	Amount of judge's contribution	Judges to whom applicable
Alabama(d).....	Any age	10(e)	75%	4.5%	Supreme, appeals, circuit
Alaska(d).....	Any age	5(c,e)	up to $\frac{3}{4}$ pay(f)	none	Supreme, superior, district
Arizona(b).....	65	12(e)	up to $\frac{3}{4}$ pay(h)	5.5%	Supreme, appeals, superior
Arkansas(d).....	65	15(e)	\$11,500-13,100(i,j)	4%	Supreme, circuit, chancery
	Any age	20	\$11,500-13,100(i,j)	4%	Supreme, circuit, chancery
California(d).....	60	20(e)	$\frac{3}{4}$ pay(i,j)	8%	Supreme, appeals, superior
	66 to 70	18(e)-10(e)	65% of pay(i,j)	8%	Supreme, appeals, superior
	Over 70	10(e)	$\frac{1}{2}$ pay(i,j,k)	8%	Supreme, appeals, superior
Colorado(d).....	72	30	\$7,000	none	Supreme
	72	20	\$6,000	none	Supreme
	72	10	\$5,000	none	Supreme
	65	10	\$5,000	none	Supreme
	65(l)	16	$\frac{1}{2}$ pay(m)	7%	Supreme, appeals, district
	65(l)	10	$\frac{1}{2}$ pay(m)	7%	Supreme, appeals, district
	60	20	$\frac{1}{2}$ pay(g)	7%	Supreme, appeals, district
Connecticut(d)...	65	No minimum	$\frac{1}{2}$ pay(n)	5%(o)	Supreme, superior, circuit
Delaware(b).....	Any age	No minimum	$\frac{1}{2}$ pay(n)	5%(o)	Supreme, superior, circuit
	Any age	24(p)	3% of highest salary times number of years served	5% (max. for 20 yrs.)	Supreme, superior, chancery
Florida(d).....	65	10(e)	3 $\frac{1}{2}$ % of aver. comp. for each year of service(k)	8%	Supreme, appeals, circuit(bc)
	55	10	(q)	8%	Supreme, appeals, circuit
Georgia.....	65	10	75% of salary	7.5%	Supreme, appeals
	65	20	up to \$12,000	none	Supreme
	Any age	19(e)	up to \$12,000	5%	Superior
	70	11(e)	up to \$12,000	5%	Superior
Hawaii(d).....	55	5	3.5% of aver. final comp. for each year of service(k)	6%	Supreme, circuit
	Any age	10(e)	up to $\frac{3}{4}$ pay(k)	6%	Supreme, circuit
Idaho(d).....	65	8	(l,r)	4% of current base salary	Supreme, district
	Any age	20(e)	(l,r)	4% of current base salary	Supreme, district
Illinois(d).....	60	10(e)	up to 85% pay(s)	7.5%(t)	Supreme, appellate, circuit
Indiana(b).....	65(e)	8(u)	up to \$10,000(v)	5%(w)	Supreme, appellate, circuit, superior, criminal
Iowa(d).....	65	6(e)	up to $\frac{1}{2}$ of last salary(l,x)	4%(af)	Supreme, district(ag)
	Any age	25(e)	up to $\frac{1}{2}$ of last salary(l,x)	4%(af)	Supreme, district
Kansas(d).....	65(e)	10	3 $\frac{1}{2}$ % of pay for each yr. of service(k,y)	6%	Supreme, district
	70	8	3 $\frac{1}{2}$ % of pay for each yr. of service(k,y)	6%	Supreme, district
Kentucky(b).....	65(e)	8	(z)	3%	Court of appeals, circuit
	Any age(e)	8	(z,aa)	3%	Court of appeals, circuit
Louisiana(d).....	75-80(e)	No minimum	(l,ab)	none	Supreme, appeals, district
	70(e)	20	full pay(l)	none	Supreme, appeals, district
	65(e)	25(ac)	full pay(l)	none	Supreme, appeals
	65(e)	20	$\frac{3}{4}$ pay(l)	none	Supreme, appeals, district
	Any age(e)	23	$\frac{3}{4}$ pay(l)	none	Supreme, appeals, district
Maine(d).....	65(e)	12	$\frac{1}{2}$ pay(j)	none	Supreme, superior, district
	70(e)	7	$\frac{1}{2}$ pay(j)	none	Supreme, superior, district
Maryland(d).....	60(e)	No minimum	up to \$13,600(ad)	none	Court of appeals, special appeals, circuit, Courts of Baltimore City, and district courts
	60(e,ae)	No minimum	up to 60% of annual salary(ad)	6%	
Massachusetts(d).	70	10	$\frac{1}{2}$ pay	none	Supreme, superior
	65	15	$\frac{1}{2}$ pay	none	Supreme, superior
Michigan(d).....	70	10	$\frac{1}{2}$ pay	7%	Supreme, appeals, circuit, recorders
	65	15	$\frac{1}{2}$ pay	7%	Supreme, appeals, circuit, recorders
	60	20	$\frac{1}{2}$ pay	7%	Supreme, appeals, circuit, recorders
	Any age	30	$\frac{1}{2}$ pay	7%	Supreme, appeals, circuit, recorders
Minnesota(d).....	65	No minimum(e)	up to 60% final pay(am)	5.85%	Supreme, district
	70	No minimum(e)	up to 60% final pay(am)	5.85%	Supreme, district
Mississippi(b).....	60	10	(k)	1.65%	Supreme, chancery, circuit
	Any age	30	(k,al)	1.65%	Supreme, chancery, circuit
Missouri(d).....	65	12	50% of salary	5% of salary	Supreme, appeals, circuit
Montana(d).....	65	5(e)	(aj)	6%	Supreme, district

TABLE 5—Continued
RETIREMENT AND PENSION PROVISIONS FOR
JUDGES OF STATE APPELLATE COURTS AND
TRIAL COURTS OF GENERAL JURISDICTION^(a)

State or other jurisdiction	Minimum age	Years minimum service	Amount of annuity	Amount of judge's contribution	Judges to whom applicable
Nebraska(d).....	65(ak)	10(e)	3½% of pay for each year of service(y)	4-6%(as)	Supreme, district
	65(ak)	No minimum	2.5% of total salary earned since start of contribution(y)	6%	Supreme, district
Nevada(b).....	60	20	¾% of base salary	none	Supreme, district
	60	12	¾% of base salary	none	Supreme, district
New Hampshire(d)	60	10(e)	up to ¼ pay(ah)	9-12%(al)	Supreme, superior
	65	10(e)	up to ¼ pay(ah)	9-12%(al)	Supreme, superior
New Jersey(d).....	70	10(e)	¾ pay	none	Supreme, superior
	65	15(e)	¾ pay	none	Supreme, superior
	60	20(e)	¾ pay	none	Supreme, superior
New Mexico(d)....	64	5(e)	75% of salary of last year	8%	Supreme, appeals, district
New York(d).....	55	10	up to ¼ pay(ah)	varies(an)	Court of appeals, appellate, supreme
North Carolina(d).	65	5	4% of pay for each year of service(l)	none	Supreme, appeals
	65	5	3.5% of pay for each year of service(l)	none	Supreme, appeals, superior
	65	5	3% of pay for each year of service(l)	none	District
North Dakota(d)..	70(ao)	10(ao)	¼ pay(i,j,k,ao)	5%	Supreme, district
	65(ao)	20(ao)	¼ pay(i,j,k,ao)	5%	Supreme, district
Ohio(d).....	60	5	(ah)	8%	Supreme, appeals, common pleas
	55	25(ap)	(ah)	8%	Supreme, appeals, common pleas
	Any age	35	(ah)	8%	Supreme, appeals, common pleas
Oklahoma(b).....	70	8	up to ¼ pay(aq)	4% of first 75% of salary	Supreme, appeals, district
	65	10	up to ¼ pay(aq)	4% of first 75% of salary	Supreme, appeals, district
	60	20	up to ¼ pay(aq)	4% of first 75% of salary	Supreme, appeals, district
Oregon(d).....	70(ak)	12(e)	45% of pay(k,m)	7% of salary for max. of 16 yrs.	Supreme, appeals, circuit, district
	65(ak,ar)	16(e)	45% of pay(k,m)	7% of salary for max. of 16 yrs.	Supreme, appeals, circuit, district
Pennsylvania(d)..	Any age	10	varies(k,an)	varies(an)	Supreme, superior, commonwealth, common pleas
	60	No minimum	varies(k,an)	varies(an)	Supreme, superior, commonwealth, common pleas
Rhode Island(b)...	70	15(k)	Full pay(l)	none	Supreme, superior, district
	65	20(k)	Full pay(l)	none	Supreme, superior, district
	65	10(k)	¾ pay	none	Supreme, superior, district
	Any age	20(k)	¾ pay	none	Supreme, superior, district
South Carolina(d).	72	No minimum	¾ pay(j)	4%	Supreme, circuit
	70	15(e)	¾ pay(j)	4%	Supreme, circuit
	65	20(e)	¾ pay(j)	4%	Supreme, circuit
	Any age	25(e)	¾ pay(j)	4%	Supreme, circuit
South Dakota(b)..	65	15(e)	¾ pay(k)	4%	Supreme, circuit
	Any age	20(e)	¾ pay(k)	4%	Supreme, circuit
Tennessee(d).....	65	Less than 24(e)	up to ¼ pay(j,at)	3%	Supreme, appeals, circuit, chancery, criminal, law-equity
	54	8(e)	up to ¾ pay(j,at)	3%	Supreme, appeals, circuit, chancery, criminal, law-equity
Texas(d).....	65	10(e)	¼ pay(k,av)	5%	Supreme, appeals, district
	Any age	24(e)	¼ pay(k,au)	5%	Supreme, appeals, district
Utah(d).....	70(e)	6	¾ pay	6%	Supreme, district
	65(e)	10	¾ pay	6%	Supreme, district
Vermont(d).....	Any age(ak)	12	40% final salary(k,av)	5%	Supreme, superior
Virginia(d).....	65(e)	10	¾ pay(k)	up to 3%(aw)	Supreme, chancery, circuit, corporation, law and equity, law and chancery, hustings
	60(e)	25	¾ pay	up to 3%(aw)	Chancery, circuit, corporation

TABLE 5—Continued
 RETIREMENT AND PENSION PROVISIONS FOR
 JUDGES OF STATE APPELLATE COURTS AND
 TRIAL COURTS OF GENERAL JURISDICTION^(a)

State or other jurisdiction	Minimum age	Years minimum service	Amount of annuity	Amount of judge's contribution	Judges to whom applicable
Washington(d)....	70	10	$\frac{1}{2}$ pay(ax)	7.5%	Supreme, appeals, superior
	Any age	18(e,ax)	$\frac{2}{3}$ pay(ax)	7.5%	Supreme, appeals, superior
	Any age	12(e,ax)	(ax,ay)	7.5%	Supreme, appeals, superior
West Virginia(b) ..	65	16(e)	$\frac{3}{4}$ pay	6%	Supreme, circuit
	73	8	$\frac{3}{4}$ pay	6%	Supreme, circuit
Wisconsin(d).....	55(ak)	No minimum	(ah,ai,ak)	(az)	Supreme, circuit
Wyoming.....	65(ba)	18(bb)	50% of salary(j)	none	Supreme, district
Dist. of Columbia.	50	10	3.5% for each year of service	3.5%	Appeals, superior

(a) The judges' retirement system is the same as for all public employees in Hawaii (but with more benefits for judges); Mississippi, New Hampshire, New York, Ohio and Pennsylvania (but different benefits for judges). It is a separate system in all other States, except that in Vermont it is supplementary to the state employee retirement system, and in Nevada most judges join the latter, to which they contribute, for more protection. Because the Alabama constitution prohibits payment of pensions, retired judges serve as supernumerary judges and are subject to call to assist judges in their State.

(b) No compulsory retirement age.

(c) Retirement pay does not begin until age 60, but an actuarially equivalent may commence at age 55 or after 20 years of service.

(d) Failure of judges to retire at 70 causes them to lose all pension benefits in Alabama, Arkansas, Minnesota, and Montana (State's contribution); 50 percent of benefits in Tennessee; judges lose all benefits in North Dakota by failure to retire at 73. If retiring after age 70, judges' and widows' benefits are reduced in California. In New Mexico, a judge who does not retire at age 70 forfeits widows' benefits. In Maine, retirement must occur before the 71st birthday. In Massachusetts, retirement must occur within 30 days after reaching 70 or after 10 years' service, whichever is later. In Ohio, a judge may not be appointed or elected to a term beginning after his 70th birthday. Retirement is compulsory at age 70 in Alaska, Connecticut, Florida (but a judge may complete term if he has served at least half of it when reaching age 70), Hawaii, Idaho, Illinois, Kansas, Maryland, Michigan, Montana, Nebraska, New Hampshire, New Jersey, New York, North Carolina (trial court judges), Pennsylvania, Utah (trial judges), Virginia (judges of courts of record), and Wisconsin, except that in Idaho, Kansas, Michigan, Montana and Nebraska a judge may complete a term started before reaching 70. Also, in New York retired judges may be certified by an administrative board as active retired justices of the Supreme Court for three successive periods of 2 years, up to age 76. Retirement is compulsory at age 72 in Colorado, Iowa, North Carolina (appellate judges), South Carolina and Utah (Supreme Court), and at age 75 in Louisiana, Oregon, Texas, Virginia (Supreme Court), and Washington. In Missouri, retirement is compulsory at 70 for those judges under the Missouri Non-partisan Court Plan. A judge with less than 12 years of experience may retire at a reduced retirement compensation in the proportion that his period of judicial service bears to 12 years. These respective provisions do not apply to judges serving before they became effective in Arkansas, Florida, Idaho, Illinois, Iowa, Massachusetts, Pennsylvania, Tennessee and Texas. Retirement is optional at age 65 in Nebraska and Vermont, at age 60 (with 15 years' service) or at any age involuntarily with 12 years' service in Washington, and at 55 in Wisconsin.

(e) Disabled judges in these States may retire on pensions at any age if they have completed the following number of years of service: Alabama, Arizona, and New Mexico, 5; Iowa, Oregon, and Minnesota (district), 6; South Carolina, Texas and Virginia (when certified by Supreme Court, at $\frac{3}{4}$ pay), 7; Idaho, 8; Florida, Hawaii, Illinois, New Hampshire, South Dakota, Tennessee, Washington (at $\frac{1}{2}$ final average salary), and West Virginia, 10; Minnesota (Supreme) and Utah, 12. In Alaska, 2 years if forced to retire, 5 years in case of voluntary retirement; in Georgia, disabled superior court judges may retire at 62 after 10 years' service; in Louisiana, at full pay after 20 years; if less, in proportion that years of service bear to 20, but $\frac{3}{4}$ minimum. Retirement pension allowed regardless of length of service in Arkansas, California (at 65% of pay), Indiana, Kentucky, Maine (with full retirement benefits), Maryland, Nebraska (3 $\frac{1}{4}$ % per year of service), New Jersey (3 $\frac{1}{4}$ % pay). A permanently disabled judge in New Hampshire, regardless of length of service, is entitled to half of his annual salary up to age 70; if he has served 10 years, he then is eligible for pension. In Kansas, any judge found permanently disabled may retire and receive full benefits. In Montana, a permanently disabled judge may retire, regardless of years of service, and receive a retirement allowance calculated on the actuarial equivalent of his own and the State's annuity standing to his credit at the

time of his disability retirement.

(f) 5% of salary received per year of service.

(g) Judges receive 1% per year for all years over 20 they serve on bench; therefore, given figure could exceed 50%.

(h) Two thirds of salary after 20 years' service; if fewer years, proportion that years of service bear to 20.

(i) Retired judges, with their consent, may be assigned to any court in Arkansas, California and Louisiana; to any other than the Supreme court in Rhode Island; to the court from which they retired in North Dakota; to the District Court in Iowa; they may be called as emergency judges in North Carolina. In North Dakota, they also are eligible to serve as referees in civil cases or judicial proceedings; if requested, they may serve as legal counsel in the office of the Attorney General, in any executive department, commission or bureau of the State, or for any committee of the Legislative Assembly. A retired judge in Idaho may be requested to serve as a district judge or on the Supreme Court. In Rhode Island, retirement at full pay obligates judge to recall for part-time duty.

(j) Pension is listed portion of salary being paid to sitting justices. Amount of pension changes with changes in salary, except that in Arkansas annuities limited to \$11,500 for circuit judges and chancellors, \$13,100 for associate judges, and \$14,500 for Chief Justice.

(k) Options available for reduced annuities, with continuing or increased annuities for surviving spouse and benefits to other named beneficiaries. Also, in Hawaii, annuity purchasable by accumulated contributions, up to 75% of final compensation.

(l) In Colorado, under public employees' retirement system. (m) In Colorado, based on average salary during last 5 years of service; in Oregon, during 5 highest paid out of last 10 years of service.

(n) In case of retirement after less than 10 years' service, between ages 65 and 69, pension is dollar amount of full pension multiplied by the number of years of actual service over the number 10 or the number of years of service which would have been completed had the judge served until age 70, whichever number is less.

(o) For judges first appointed after May 20, 1967; for those appointed earlier, none.

(p) If not reappointed at end of 12-year term, eligible for pension upon reaching age 65.

(q) Judges between ages 55 and 60 with minimum of 10 years' service may retire and receive reduced benefits—the actuarial equivalent of retirement at 60 with 10 years' service.

(r) 2 $\frac{1}{4}$ % of current annual compensation of office from which judge retired multiplied by number of years of service as district and/or Supreme Court judge, not to exceed 25 years of service.

(s) Seven-twentieths after 10 years and 5% per year thereafter with a maximum of 85% based on average salary for the last 4 years of service; however, the annuity to a participant whose retirement occurs prior to age 60 (except for disability) is reduced $\frac{1}{4}$ of 1% for each month his age is under 60 years. The annuity is increased by 2% per year if annuitant elects cost-of-living supplement.

(t) Plus 2 $\frac{1}{4}$ % if married, unless judge elects against coverage for widow's pension within 30 days of becoming a judge or of getting married; plus 1% if judge elects to participate in cost-of-living increase in pension.

(u) If judge retires after service of 8 years or more but before he has served 12 years, retirement benefit is $\frac{3}{4}$ of sum he would have received after 12 years' service.

(v) After 12 years' service, pension is 50% of current salary received from State, but not more than \$10,000.

(w) 5% of average salary paid by State but not to exceed \$500 annually nor payable for more than 16 years.

(x) 3% of average basic salary for last 3 years multiplied by years of service in one or more of the courts covered.

(y) Up to 65% of salary including Social Security benefits—in Kansas, of salary being drawn at date of retirement; in Nebraska, of average salary of last 4 years on bench.

(z) 5% of average compensation during last 5 years of service multiplied by number of years of service, not to exceed 100% of final compensation.

TABLE 5—Concluded
RETIREMENT AND PENSION PROVISIONS
(Footnotes)

(aa) Equal to annuity upon retirement at age 65 if judge elects to have payments commence at age 65; if earlier, reduced actuarially.

(ab) Proportion of salary which years of service bear to 20.

(ac) Service need not have been on court of record.

(ad) Under noncontributory plan, after 16 years of service, \$13,600 for judges of court of appeals; \$12,800 for judges of court of special appeals; \$12,000 for all other judges. Varying supplemental payments provided by some counties. Recent legislation has placed restrictions on future supplementations and a ceiling on current supplementations. State pension and any local supplementation may not exceed \$20,000.

(ae) Judges appointed after July 1, 1969, required to participate in this contributory plan.

(af) A judge removed for cause, other than permanent disability, forfeits retirement rights but receives return of his contribution.

(ag) Full- and part-time district court judicial magistrates are members of the Iowa public employees retirement system.

(ah) New Hampshire, New York, Ohio and Wisconsin—based on length of service. In New York half-pay bracket under state retirement system reached after a little more than 25 years of service; judges who are under New York City retirement system (some are under it and the state system) reach half pay after 20 years of service and there is no limit of $\frac{1}{2}$ pay, but retirement is not permitted until age 65. In Ohio, 90% of final average (of 5 highest years) salary after 45 years of service; if retiring after less than 40 years' service, 2% of final average salary times number of years of service.

(ai) Based on average salary for the highest 5 years preceding retirement; 3 years for Wisconsin.

(aj) $3\frac{1}{4}\%$ of salary up to 15 years of service, plus 1% of salary for each additional year of service.

(ak) Also under Social Security.

(al) Based on age when contributions began.

(am) 2.5% per year of service, average of high 5 years, up to maximum of 60% final pay.

(an) In New York, no contribution to state retirement system; to New York City retirement system, depending on age. In Pennsylvania, depending on age and other factors, including length of service as judge, previous nonjudicial state employment, average of salary of best 5 years, and retirement plan selected.

(ao) For each year between 65 and 70, required years of service reduced by 2. If upon retirement required minimum years not completed, annuity reduced in proportion that years

of service bear to required years of service.

(ap) On a computed basis.

(aq) $4\frac{1}{4}\%$ of salary at time of retirement multiplied by number of years of service, up to 75% of salary at time of retirement. This rate will be based on statutory salary rate of the position as authorized for the month of June 1971.

(ar) Judges who cease to hold office before attaining age 65 and who have served for an aggregate of from 12 to 16 years and contributed to the judges' retirement fund for 16 years may receive pension at 65.

(as) 6% for judges becoming members of system after December 25, 1969, and original members who elected to participate in new program. 4% for original members.

(at) 3.75% of salary for each year of service, up to 75% of salary, after 20 years of service.

(au) Judges who retire after 10 years at age 60 receive benefits equal to 40% of salary; age 61, 41.7%; age 62, 43.6%; age 63, 45.6%; age 64, 47.7%; age 65, 50%.

(av) In addition to Social Security. Plus $3\frac{1}{4}\%$ of salary for each year of service above 12, up to full pay after 30 or more years of service.

(aw) Depending on age upon taking office. Virginia, under 40, 2%; to 55, $2\frac{1}{4}\%$; over 55, 3%.

(ax) For additional years of service, $1/18$ of full salary allowed per year, up to 75% of salary at time of retirement.

(ay) Proportion of half pay that years of service bear to 18, beginning 18 years after induction date or upon reaching 70.

(az) 5% of earnings subject to Social Security base and 7% of earnings in excess of this base.

(ba) Office of each justice and judge becomes vacant when the incumbent reaches the age of 70.

(bb) One of 4 standards must be met for judge to be eligible for retirement: (1) minimum of 18 years as judge, or (2) a total not less than 15 years if judge is 65 or more, or (3) a total not less than 12 years if judge has reached age 70 or more, or (4) not less than 6 years and attained age 65, the total number years' service being consecutive or otherwise as a judge of either or both Supreme or district court.

(bc) Should service terminate as justice or judge and should he accept other employment covered by the Florida Retirement System, he may transfer rights and contributions from judicial system to the Florida Retirement System—and he may pay for and receive credit for service performed in any position covered by the existing systems, for which he has not already received credit.

TABLE 6
FINAL SELECTION OF JUDGES

Alabama	Appellate, circuit, and probate judges elected on partisan ballot. Some county court judges are elected, some appointed—some by Governor, some by Legislature and some by county commissions. Judges of recorder courts are appointed by the governing body of the city.
Alaska	Supreme Court Justices, superior and district court judges appointed by Governor from nominations by Judicial Council. Approved or rejected at first general election held more than 3 years after appointment, on confirmation ballot. Reconfirmed every 10, 6, and 4 years, respectively. Magistrates of the district courts appointed by and serve at pleasure of presiding judges of the superior courts.
Arizona	Supreme, appeals and superior court judges elected on nonpartisan ballot (partisan primary); justices of the peace elected on partisan ballot; city and town magistrates selected as provided by charter or ordinance, usually appointed by mayor and council.
Arkansas	All elected on partisan ballot.
California	Supreme Court and courts of appeal judges appointed by Governor with approval of Commission on Judicial Appointments. Run for reelection on record. All judges elected on nonpartisan ballot.
Colorado	Judges of all courts, except municipal, appointed initially by Governor from lists submitted by nonpartisan nominating commissions; run on record for retention. Municipal judges appointed by city councils or town boards.
Connecticut	All appointed by Legislature from nominations submitted by Governor, except that probate judges are elected on partisan ballot.
Delaware	All appointed by Governor with consent of Senate.
Florida	Justices of the Supreme Court and judges of district courts of appeal, circuit courts, and county courts are elected on nonpartisan ballot.
Georgia	All elected on partisan ballot except that county and some city court judges are appointed by the Governor with consent of the Senate.
Hawaii	Supreme Court Justices and circuit court judges appointed by the Governor with consent of the Senate. District magistrates appointed by Chief Justice of the State.
Idaho	Supreme Court and district court judges are elected on nonpartisan ballot. Magistrates appointed by District Magistrate's Commission with approval of majority of district judges in the district sitting en banc.
Illinois	All elected on partisan ballot and run on record for retention. Associate judges are appointed by circuit judges and serve 4-year terms.
Indiana	Judges of appellate courts appointed by Governor from a list of 3 for each vacancy submitted by a 7-member Judicial Nomination Commission. All other judges are elected except municipal judges who are appointed by Governor.
Iowa	Judges of supreme and district courts appointed initially by Governor from lists submitted by nonpartisan nominating commissions. Run on record for retention in office. District associate judges run on record for retention; if not retained or office becomes vacant replaced by a full-time judicial magistrate. Full-time judicial magistrates appointed by district judges in the judicial election district from nominees submitted by county judicial magistrate appointing commission. Part-time judicial magistrates appointed by county judicial magistrate appointing commissions.
Kansas	Supreme Court Judges appointed by Governor from list submitted by nominating commission. Run on record for reelection. All other judges elected on partisan ballot.
Kentucky	Judges of Court of Appeals and circuit court judges elected on nonpartisan ballot. All others elected on partisan ballot.
Louisiana	All elected on partisan ballot.
Maine	All appointed by Governor with consent of Executive Council except that probate judges are elected on partisan ballot.
Maryland	Judges of Court of Appeals, Court of Special Appeals, Circuit Courts and Supreme Bench of Baltimore City appointed by Governor, elected on nonpartisan ballot after at least one year's service. District court judges appointed by Governor subject to confirmation by Senate.
Massachusetts ...	All appointed by Governor with consent of Executive Council.
Michigan	All elected on nonpartisan ballot, except municipal judges in accordance with local charters by local city councils.
Minnesota	All elected on nonpartisan ballot.
Mississippi	All elected on partisan ballot, except that city police court justices are appointed by governing authority of each municipality.

TABLE 6—Continued
FINAL SELECTION OF JUDGES

Missouri	Judges of Supreme Court, Court of Appeals, circuit and probate courts in St. Louis City and County, Jackson County, Platte County, Clay County and St. Louis Court of Criminal Correction appointed initially by Governor from nominations submitted by special commissions. Run on record for reelection. All other judges elected on partisan ballot.
Montana	All elected on nonpartisan ballot. Vacancies on Supreme or District Courts filled by Governor according to established appointment procedure.
Nebraska	Judges of Supreme, district, separate juvenile and municipal courts appointed initially by Governor from lists submitted by nonpartisan nominating commissions. Run on record for retention in office in general election following initial term of 3 years. County judges elected on nonpartisan ballot.
Nevada	All elected on nonpartisan ballot.
New Hampshire ...	All appointed by Governor with confirmation of Executive Council.
New Jersey	All appointed by Governor with consent of Senate except that magistrates of municipal courts serving one municipality only are appointed by governing bodies.
New Mexico	All elected on partisan ballot.
New York	All elected on partisan ballot except that Governor appoints Judges of Court of Claims and designates members of appellate division of Supreme Court, and Mayor of New York appoints judges of some local courts.
North Carolina ...	All elected on partisan ballot.
North Dakota ...	All elected on nonpartisan ballot.
Ohio	All elected on nonpartisan ballot.
Oklahoma	Supreme Court Justices and Court of Criminal Appeals Judges appointed by Governor from lists of three submitted by Judicial Nominating Commission. If Governor fails to make appointment within 60 days after occurrence of vacancy, appointment is made by Chief Justice from the same list. Run for election on their records at first general election following completion of 12 months' service for unexpired term. Judges of Court of Appeals, district and associate district judges elected on nonpartisan ballot in adversary popular election. Special district judges appointed by district judges. Municipal judges appointed by governing body of municipality.
Oregon	All elected on nonpartisan ballot, except that most municipal judges are appointed by city councils (elected in three cities).
Pennsylvania	All originally elected on partisan ballot; thereafter, on nonpartisan retention ballot.
Rhode Island	Supreme Court Justices elected by Legislature. Superior, family and district court justices and justices of the peace appointed by Governor, with consent of Senate (except for justices of the peace); probate and municipal court judges appointed by city or town councils.
South Carolina ...	Supreme Court and circuit court judges elected by Legislature. City judges, magistrates, and some county judges and family court judges appointed by Governor—the latter on recommendation of the legislative delegation in the area served by the court. Probate judges and some county judges elected on partisan ballot.
South Dakota	All elected on nonpartisan ballot, except magistrates (law trained and others), who are appointed by the presiding judge of the judicial circuit in which the county is located.
Tennessee	Judges of appellate courts appointed initially by Governor from nominations submitted by special commission. Run on record for reelection. All other judges elected on partisan ballot.
Texas	All elected on partisan ballot except municipal judges, most of whom are appointed by municipal governing body.
Utah	Supreme and district court judges appointed by Governor from lists of three nominees submitted by nominating commissions. If Governor fails to make appointment within 30 days, the Chief Justice appoints. Judges run for retention in office at next succeeding election; they may be opposed by others on nonpartisan judicial ballots. Juvenile court judges are initially appointed by the Governor from a list of not less than two nominated by the Juvenile Court Commission, and retained in office by gubernatorial appointment. Town justices are appointed by town trustees. City judges and justices of the peace are elected.

TABLE 6—Concluded
FINAL SELECTION OF JUDGES

Vermont	Supreme Court Justices elected by Legislature. Superior court judges (presiding judges of county courts) originally elected by Legislature from a list of three or more candidates selected by the Judicial Selection Board. District court judges appointed by Governor with consent of Senate from list of persons designated as qualified by the Judicial Selection Board. Supreme, superior and district court judges retained in office by vote of Legislature. Assistant judges of county courts, probate judges and justices of the peace elected on partisan ballot in the territorial area of their jurisdiction.
Virginia	Supreme Court and all major trial court judges elected by Legislature. All judges of courts of limited jurisdiction elected by Legislature. All part-time judges of courts of limited jurisdiction appointed by circuit judges.
Washington	All elected on nonpartisan ballot except that municipal judges in second, third and fourth class cities are appointed by mayor.
West Virginia	Judges of all courts of record elected on partisan ballot.
Wisconsin	All elected on nonpartisan ballot.
Wyoming	Supreme Court Justices and district court judges appointed by Governor from a list of three submitted by nominating committee. Justices of the peace elected on nonpartisan ballot.
D.C.	Appointed by President of the United States upon the advice and consent of the United States Senate.

TABLE 7
SELECTED DATA ON COURT ADMINISTRATIVE OFFICES

<i>State or other jurisdiction</i>	<i>Title</i>	<i>Year of establishment</i>	<i>Citation</i>
Alabama	Court Administrator	1971	Act 1593 of 1971
Alaska	Administrative Director	1959	Alas. Const., Art. IV, Sec. 16 as amended
Arizona	Administrative Director of the Courts	1960	Ariz. Const., Art. VI, Sec. 7
Arkansas	Executive Secretary, Judicial Department	1965	Act 496 of 1965 as amended
California	Administrative Director of the Courts	1960	Calif. Const., Art. VI, Sec. 6 Govt. Code, Sec. 68500-68500.5
Colorado	State Court Administrator	1959	Colo. Const., Art. VI, Sec. 5 (3); C.R.S., Sec. 37-10-1 et seq.
Connecticut	Chief Court Administrator	1965	Conn. Rev. Gen. Stat., Sec. 51-2
Delaware	Director, Administrative Office of the Courts	1971	58 Del. Laws, Ch. 70
Florida	State Courts Administrator	1972	Fla. Const., Art. V, as amended
Hawaii	Administrative Director of Courts	1959	Act 259, Session Laws of Hawaii, 1959
Idaho	Administrative Assistant of the Courts	1967	Session Laws of 1967, Ch. 39, p. 61
Illinois	Administrative Director	1959	Ill. Const., Art. VI, Sec. 16 (1970)
Indiana	Court Administrator-Commissioner	1968	Supreme Court Internal Rule 12
Iowa	Court Administrator	1971	1973 Code of Ia., Ch. 685
Kansas	Judicial Administrator	1965	K.S.A. 20-318 et seq.
Kentucky	Administrative Director of the Courts	1954	Ky. Rev. Stat. 22.110 & 120 (1960)
Louisiana	Judicial Administrator	1954	La. Const. of 1921, Art. VII, Sec. 12.1
Maine	Administrative Assistant to Chief Justice	1970	Ch. 467, Laws of 1969
Maryland	Director, Administrative Office of the Courts	1955	Md. Code, Sec. 13-101
Massachusetts	Executive Secretary, Supreme Judicial Court for the Commonwealth	1956	Gen. Laws, Ch. 211, Sec. 3A to 3F inserted by Acts of 1956, Ch. 707 & amended by Acts of 1960, Ch. 424; of 1963, Ch. 755; of 1967, Ch. 650; of 1970, Ch. 567
Michigan	Court Administrator	1952	Mich. Const., Art. VI, Sec. 3
Minnesota	Court Administrator	1963	Ch. 758, Laws of 1963
Missouri	State Court Administrator	1970	Mo. Const., Art. V, Sec. 4, Cl. 2, as amended
Nebraska	State Court Administrator	1972	Neb. Const., Art. V, Sec. 1
Nevada(b)	Court Administrator	1971	Nev. Rev. Stat. 1.320-370
New Jersey	Administrative Director of the Courts	1948	Art. VI, Sec. VII, Par. 1, Const. of 1947; N.J. Statutes 2A: 12-1
New Mexico	Director, Administrative Office of the Courts	1959	Sec. 16-6-1 et seq. N.M. Stat., 1953 Compilation
New York	State Administrator and Secretary, Judicial Conference of N.Y. and Administrative Board	1955	Ch. 684, Laws of 1962
North Carolina ..	Director, Administrative Office of the Courts	1965(a)	Ch. 310, 1965 Session Laws
North Dakota ...	State Court Administrator, Judicial Council	1971	Sec. 27-02-05.1, N.D. Century Code
Ohio	Administrative Director of the Courts	1955	Rev. Code, Secs. 2503.05, 281, 282, Art. IV, Sec. 5, Ohio Const.
Oklahoma	Administrative Director of the Courts	1967	Art. VII, Sec. 6, Const. of Okla.; Enrolled H.B. 1208 (May 10, 1968)
Oregon	State Court Administrator	1971(a)	Ore. Laws 1971, Ch. 193, Secs. 1-4
Pennsylvania ...	State Court Administrator	1968	Const. of Pa., Art. V, Sec. 10(b)
Rhode Island ...	Court Administrator	1969	R.I. Pub. Laws 1969, c.239
	Administrative Clerk, Judicial Department	1952	R.I. Pub. Laws 1952, c.3030
South Carolina ..	Court Administrator	1973	S.C. Const., Art. V
South Dakota ...	Court Administrator	1974	1969, Ch. 239
Tennessee	Executive Secretary of the Supreme Court	1964	Pub. Acts 1963, Ch. 86, Secs. 16-325 et seq. T.C.A.
Utah	State Court Administrator	1973	78-3-18 et seq. UCA 1953
Vermont	Court Administrator and Clerk of Supreme Court	1967	1967, No. 174, Sec. 2 (4 V.S.A. 8 & 21)
Virginia	Executive Secretary, Supreme Court	1952	Va. Code Ann., Secs. 17-111.1, 17-111.2 (sup. 1950)
Washington	Administrator for the Courts	1957	Rev. Code of Wash. 2.56.010
West Virginia ...	Director, Administrative Office of the Supreme Court of Appeals	1945	W.Va. Code 51-1-15 et seq.
Wisconsin	Administrator of Courts	1962	Wis. Stats., Sec. 257.19
D.C.	Executive Officer of D.C. Courts	1971	D.C. Code 1703; 84 Stat. 510, P.L. 91-358 (July 29, 1970)
U.S. Courts	Director, Administrative Office of the United States Courts	1939	28 U.S.C. 601-10

(a) Previous position of Administrative Assistant to the Chief Justice was created in 1951 in North Carolina and in 1953 in Oregon.

(b) Discontinued office of state court administrator in 1973.

TABLE 8
SELECTED DATA ON COURT ADMINISTRATIVE OFFICES

State or other jurisdiction	Administrator			Number on staff	Appropriation for administrative office	
	Appointed by*	Term of office	Salary		Amount(a)	Period
Alabama.....	CJ		\$19,713	3	\$ 75,000	10/1/73-9/30/74
Alaska.....	CJ(b)		33,000	17	600,000(c)	7/1/73-6/30/74
Arizona.....	SC		23,959	5	95,000	7/1/73-6/30/74
Arkansas.....	CJ(d)		21,500	10	241,437	7/1/73-6/30/75
California.....	JC		41,526	40	689,000(e)	7/1/73-6/30/74
Colorado.....	SC	All	30,600	49	1,212,506(f)	7/1/73-6/30/74
Connecticut.....	(g)		38,000	40	508,800	7/1/73-6/30/74
Delaware.....	CJ		25,000	11	733,291	7/1/73-6/30/74
Florida.....	SC		30,000	14	600,000	7/1/74-6/30/75
Hawaii.....	CJ(b)		22,670	11	646,113	7/1/72-6/30/73
Idaho.....	SC	serve	22,000	8	100,000(c)	7/1/73-6/30/74
Illinois.....	SC		40,000	26	547,378	7/1/73-6/30/74
Indiana.....	SC		24,000	8	(h)	(h)
Iowa.....	SC		16,000	9	95,250	7/1/73-6/30/74
Kansas.....	SC	at	23,500	4	(h)	(h)
Kentucky.....	SC		23,500	6	(h)	(h)
Louisiana.....	SC		27,500	5(i,j)	100,000	7/1/73-6/30/74
Maine.....	CJ		19,500(k)	5(l)	68,500	1/1/73-1/1/75
Maryland.....	CJ	pleasure	35,500	14	195,770	7/1/73-6/30/74
Massachusetts.....	SC		28,805	3	153,886	7/1/73-6/30/74
Michigan.....	SC		37,000	16	439,000(c)	7/1/73-6/30/74
Minnesota.....	SC		25,000-32,000	6	120,000	7/1/73-6/30/75
Missouri.....	SC	of	21,000	12	162,660	7/1/73-6/30/74
Nebraska.....	CJ		25,000	5½	75,620	7/1/73-6/30/74
Nevada (s).....	SC		22,500	2	33,000	7/1/71-7/1/72
New Jersey.....	CJ	appointing	31,852-41,410	89	1,028,340(c)	7/1/73-6/30/74
New Mexico.....	SC		21,300	18	(h)	(h)
New York.....	(l)		53,866	201	2,558,286	4/1/73-3/31/74
North Carolina.....	CJ		32,500	49	835,851	7/1/73-6/30/74
North Dakota.....	SC		20,000(m)	2	76,950	7/1/73-6/30/75
Ohio.....	SC	authority	(n)	8	(h)	(h)
Oklahoma.....	SC		22,360	3(j)	(h)	(h)
Oregon.....	CJ		29,000	6	252,500	7/1/73-6/30/74
Pennsylvania.....	SC		35,000	22	600,000	7/1/73-6/30/74
Rhode Island.....	CJ		16,146-18,408(o)	7	150,000(c)	7/1/72-6/30/73
South Carolina.....	CJ		27,000	3	72,690	7/1/73-6/30/74
South Dakota.....	SC		20,000	3	(h)	(h)
Tennessee.....	SC		27,500	6	411,600(r)	7/1/74-6/30/75
Utah.....	SC		22,000	4	134,000	7/1/73-6/30/74
Vermont.....	SC		25,000	5	84,798	7/1/73-6/30/74
Virginia.....	SC		27,150	15	250,000	7/1/73-6/30/74
Washington.....	SC(p)		20,000	10	1,425,601	7/1/73-6/30/75
West Virginia (t).....	SC		31,440	10	112,300	7/1/73-7/1/74
Wisconsin.....	SC		36,000	68	1,551,355	7/1/73-6/30/74
D.C.....	(q)		40,000	277	3,906,000	7/1/73-6/30/74
U.S. Courts.....	SC					

*SC—The State's court of last resort; CJ—the Chief Justice or Chief Judge of the State's court of last resort; JC—Judicial Council.

(a) Appropriations for the various offices are not necessarily comparable because of variations in the time periods covered and the purposes of the appropriations. In some States amounts shown include appropriations for travel and expenses of trial court judges.

(b) With approval of Supreme Court.

(c) Estimate, since budget not segregated from court budget. Alaska: additional \$50,000 for library staff and services and \$185,000 for new materials. Idaho: includes \$4,850 initial appropriation for office equipment and supplies. Michigan: appropriation for salaries. New Jersey: approximate amount for salaries, including 12 positions with assignment judges, with duties not directly related to administrative office.

(d) With approval of Judicial Council.

(e) Total appropriation for Judicial Council, including administrative office of the courts, but not including salaries of assigned judges.

(f) Includes \$610,932 in federal funds, major portion of which is for data processing and computer rental.

(g) Appointed by General Assembly upon nomination by the Governor.

(h) Not segregated from general appropriation of court of last resort. New Mexico: \$617 million for State's entire judiciary.

(i) In Louisiana, also executive officer of judiciary commission. In Maine, also clerk of law court and reporter of decisions.

(j) Louisiana: in addition, deputy judicial administrator and secretary. Oklahoma: in addition, research assistant under federal grant.

(k) Combined salary as judicial administrator and clerk of Supreme Court.

(l) Appointed by chairman of the administrative board, who is chief judge, by and with advice and consent of administrative board.

(m) Serves as secretary to Judicial Council.

(n) Discretion of the court.

(o) Longevity payments at 7, 15, and 20 years of state service.

(p) Appointed from list of 5 submitted by Governor.

(q) Joint Committee.

(r) Includes salaries of 21 law clerks for members of Supreme Court.

(s) Discontinued office of state court administrator in 1973.

(t) Secretary of Judicial Council serves as ex officio Director of Administrative Office of the Supreme Court of Appeals. No staff or appropriation for the administrative office as such.

Section IV

ADMINISTRATIVE ORGANIZATION

1. Administration
2. Personnel Systems

Administration

STATE ADMINISTRATIVE ORGANIZATION ACTIVITIES, 1972-1973

BY GEORGE A. BELL*

THE MOVEMENT TOWARD reorganizing state executive agencies continues at a rapid pace. Since 1965, 16 States have undergone comprehensive restructuring. In four of those States—Georgia, Kentucky, South Dakota, and Virginia—reorganization covering all or most of the executive branch has occurred since 1971. The other 12, which were reported in previous editions of *The Book of the States*, were Arkansas, California, Colorado, Delaware, Florida, Massachusetts, Maine, Maryland, Michigan, Montana, North Carolina, and Wisconsin. Two other States, Idaho and Missouri, are under a 1972 constitutional amendment mandate to reorganize by 1974. Additionally, a number of States have undertaken reorganization on a department-by-department basis and have made substantial progress toward total revamping. States active in this approach include Arizona, Kansas, Ohio, Tennessee, and Wyoming.

1972-73 REORGANIZATIONS

The approaches used and the reorganization plans adopted in 1972-73 are as numerous as the number of States involved. In Georgia, the Governor, who took a strong personal interest in accomplishing reorganization, first obtained from the Legislature (1971) the power to promulgate reorganization plans subject to legislative veto. He then put together a team composed of business executives

and state personnel to study organization and management needs. Results of this study were first translated into executive orders and submitted to the Legislature in 1972; the Legislature approved some plans and vetoed others. Thereupon the Governor resubmitted the entire package in the form of bills, and the Legislature eventually enacted a complete reorganization plan. As part of the package, the executive order authority, which some believed was of questionable constitutionality, was repealed.

The Georgia reorganization plan consolidated some 300 agencies into 22 departments. The new departments are headed in various ways: six by elected officials, 12 by boards, and four by administrators appointed by the Governor. Thus, in a formal sense, the restructuring did not give the Governor strong administrative authority. However, the Office of Planning and Budget under the Governor has provided the assistance to give him stronger management capabilities than the structure would indicate. The electorate in November 1972 approved several constitutional amendments which were required to change the names of certain boards and agencies.

The Virginia approach was to enact legislation (1972) establishing in the office of the Governor the positions of Secretary for six areas: administration, finance, education, human affairs, commerce and resources, and transportation and public safety. All state agencies were assigned to one of the Secretaries. Most department

*Dr. Bell, former Director of Research of the Council of State Governments, is now directing a special project for the Council.

heads were already legally responsible to the Governor and no change in their authority was made.

The Secretaries in practice have acted as coordinators of agencies under their jurisdiction, and have also acted as a group to foster improvement in overall state management. The Secretaries could be vested with the powers of the Governor, if authorized by the Governor. However, the authority granted them is not precise, and this has apparently caused some uncertainties. The 1973 Legislature decided that further study of reorganization was needed and set up the Commission on State Governmental Management, which is due to submit a final report in 1975.

South Dakota's reorganization was initiated by a citizen's commission on reorganization, which recommended a constitutional amendment. The amendment, approved by voters in 1972, required reorganization into not more than 25 departments, excluding seven elective offices. The amendment further authorized the Governor to reorganize state agencies, subject to legislative veto. The commission's study became the basis of a reorganization bill which the Governor submitted to the Legislature in the form of an executive order. The Legislature approved the order, which became effective July 1973.

The reorganization provides for establishment of 16 major agencies which absorbed 160 existing agencies. All departments are headed by Secretaries appointed by the Governor, with Senate confirmation, and serve at his pleasure. The Secretaries are given specific management authority over units in their departments, including planning, organizing, staffing, directing, coordinating, reporting, and budgeting. The old agencies were transferred into the new by means of "type" transfers; some types placed complete authority with the Secretaries while other types retained substantial authority and even autonomy with the previously existing agency.

Reorganization in Kentucky was initiated and is continuing under a law apparently unique to that State which allows the Governor to order reorganiza-

tion to be effective immediately. The law further provides that the next Legislature must approve the reorganization for it to remain effective. Kentucky Governors usually are able to secure passage of their major legislative proposals, so this provision is not so much a hurdle as it would be in many other States.

The Governor initiated reorganization by establishing in November 1972 six program cabinets to which most departments and agencies were assigned: development, transportation, education and the arts, human resources, consumer protection and regulations, and safety and justice. In addition, he changed the former department of finance into the Executive Department of Finance and Administration, with its head made the Secretary of the cabinet.

Omitted were elective officers, central support agencies, and two departments which were merged by executive order in 1973 into a Department for Natural Resources and Environmental Protection. This new department was made the seventh program cabinet. Three program cabinets—transportation, safety and justice, and human resources—subsequently have been reorganized into new departments and the Secretaries given operational authority.

Two other program cabinets—development, and education and the arts—were further implemented by executive order. For these, the concept of a coordinating head was retained with the establishment of the Office of Secretary for Development, and the Office of Secretary of Education and the Arts. Aside from a coordinating and planning role, the Secretaries will evaluate and act upon budget requests. These program cabinets were continued because constitutional and statutory limitations made it impractical to convert them into departments.

TYPES OF REORGANIZATION

The comprehensive reorganizations of state government in prior years appear to fall in three general categories. One is the traditional type, in which the reduction of the number of agencies is accomplished to some degree within the existing pattern of agencies headed by elected offi-

cers and boards and commissions. Of the 16 major reorganizations since 1965, eight States fall into this category: Arkansas, Colorado, Florida, Georgia, Michigan, Montana, North Carolina, and Wisconsin. A second type is the cabinet, whereby heads of reorganized departments are all appointed by and responsible to the Governor. Five States are in this category: Delaware, Maine, Maryland, Massachusetts, and South Dakota. The third type is the secretary-coordinator in which the structure and authority of agencies is unchanged and the Secretaries have primarily a coordinating function. There are two States in this category: California and Virginia. Kentucky has a combination of the cabinet and secretary-coordinator types.

Constitutional amendments adopted in 1972 require reorganization into 20 departments in Idaho and 14 departments in Missouri. In Idaho, a reorganization commission was established in 1973. A study staff was organized and a proposal is expected for submission to the Legislature in 1974.

The Missouri constitution previously had limited the number of departments and named most of them. The 1972 amendment names 13 departments, specifying the selection of their directors either by the Governor with Senate confirmation (seven departments), or by a board or commission (four departments), with two not directly specified. One additional department may be established by law. Assignment of existing units into the new departments is to be accomplished by law by July 1974.

REORGANIZATION IMPLEMENTATION

Most reorganizations require follow-up legislation ranging from revision of statutes to conform the existing law to the new structure, to a definitive shifting of agencies and granting of authority that is not accomplished in the first instance.

For example, Massachusetts established its cabinet in 1971 with the requirement that detailed legislation be proposed by the Secretaries in 1973. These proposals were submitted on schedule, but it is expected that at least two years will be required to obtain enactment.

Maine's broad enactment in 1971 required further legislation to activate the new departments. Ten of the 13 were established in 1972 and three in 1973, including one previously not separate—marine resources. It was decided to keep the Departments of Health and Welfare and Mental Health and Corrections separate and give both cabinet status. Thus, Maine now has 15 cabinet-level agencies.

Implementation in North Carolina was provided by 1973 law for only four of the 17 departments established in 1971; the remainder are scheduled for action in 1974.

Montana enacted a large number of bills to partially complete its 1971 reorganization. Maryland added one new cabinet-level agency—the Department of Agriculture—the functions of which previously were under the University Board of Regents.

Substantial reorganization took place in several other States. Ohio in 1972 established a Department of Transportation and an Environmental Protection Agency, combined two old departments into a Department of Economic and Community Development, and split one large department into separate Departments of Rehabilitation and Corrections, and Mental Health and Mental Retardation.

Tennessee created Departments of Transportation, Economic and Community Development, and General Services, and set up a unified State University and Community College system.

In Arizona, a 1971 study recommended reorganization into 11 major agencies. In 1972, three of these departments were established by law—Departments of Administration, Economic Security, and Emergency and Military Affairs. Three more were set up in 1973—Departments of Revenue, Transportation, and Health Services. The remaining recommendations will be considered in 1974.

Some of these Arizona acts contain a feature whereby the Governor appoints department heads from a list submitted by a commission he appoints for the purpose or by an established board. The Arizona Governor, in the past, has not had power to appoint many agency heads. Since the new laws provide that the heads

serve at the Governor's pleasure, his administrative authority appears considerably strengthened.

In Kansas, the electorate in 1972 approved a constitutional amendment to allow the Governor to reorganize, subject to legislative veto. The Governor used this authority in 1973 to issue an executive order establishing a Department of Social and Rehabilitative Services. This plan, which was approved by the Legislature, abolishes a board and provides for a cabinet-level Secretary responsible to the Governor; the Secretary in turn appoints division directors with Senate confirmation. Previously, legislation had been enacted in 1972 creating a Department of Revenue consolidating revenue-collecting agencies, and over the two years penal and rehabilitation activities were upgraded into a Department of Corrections with cabinet status.

Wyoming in 1973 continued reorganization activities begun in 1971 by establishing Departments of Environmental Quality, Revenue and Taxation, and Fire Prevention and Electrical Licensing.

FUNCTIONAL CONSOLIDATION

Many States have undertaken reorganization within specific functional areas. Interest in the state role in local government activities was expressed by new Departments of Community Affairs in Texas and Community and Regional Affairs in Alaska. Approximately 30 States now have such offices. Related to this is the increased state role in housing; new housing finance agencies have been established recently in Florida, Kentucky, Maryland, Rhode Island, and Wisconsin, bringing to 28 the number of States with activity in this area. Other authorities for financing have been established in Illinois (pollution control, health facilities), Idaho (health facilities), and West Virginia (sewer treatment).

Problems of social service delivery and coordination are of major concern to the States, and reorganization is one of the efforts made to tackle these problems. California has established a Department of Health to consolidate formerly separate functions of public health, mental hygiene, and health care. The Arizona

Department of Economic Security combines employment services, unemployment compensation, public welfare, vocational rehabilitation, and other activities. Idaho in 1973 combined social and rehabilitation services with health and environmental programs to establish the Department of Environmental and Community Services. In 1972, Louisiana established the Health and Social and Rehabilitation Services Administration which merged a total of 59 institutions and boards in the welfare and health areas into a department headed by a commissioner responsible to the Governor.

Concern for youth problems is shown by the fact that within the past three years 12 States have created offices for child development: Alaska, Arkansas, Florida, Idaho, Massachusetts, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

Departments established to coordinate environmental concerns have been recently established in Idaho, Iowa, Kentucky, Michigan, Ohio, and Wyoming, bringing to approximately 15 the number of States with such agencies; other States have established coordinating boards or councils in this area. Another popular area for consolidation is transportation, typified by the establishment in 1973 of Departments of Transportation in California and Michigan as well as in Arizona, Ohio, and Tennessee mentioned above. This makes 24 States having transportation departments.

Economic development needs of the States have not been forgotten as illustrated by the new Wisconsin Department of Business Development and the Tennessee Department of Economic and Community Development cited earlier.

The concept of ombudsman to hear citizen complaints against government is spreading, although in forms different from those on which the idea is based. Hawaii, Iowa, and Nebraska have the office of ombudsman established by statute. It has existed in Oregon and South Carolina by executive action. In Illinois and New Mexico, the Lieutenant Governor has acted in this capacity, and the Lieutenant Governor in Wisconsin ob-

tained a grant to set up an ombudsman-ship for nursing home patients. In Kansas and Minnesota, an ombudsman for prisoners has been provided. Ohio has an ombudsman for businessmen. In most cases the ombudsman is not independent of the executive.

Studies of executive reorganization are taking place in Louisiana, Mississippi, Nevada, and Oklahoma as well as in the States which are in the midst of action described earlier.

ELECTIVE OFFICERS

The four-year term for Governor and other elective officers has become widely accepted. The electorate in four States—Iowa, Kansas, South Dakota, and Texas—approved constitutional amendments in 1972 shifting from two-year to four-year terms. This leaves only four States still having two-year terms—Arkansas, New Hampshire, Rhode Island, and Vermont—and in Vermont a constitutional amendment to shift will be on the ballot in 1974. Kansas and South Dakota limit the Governor and Lieutenant Governor to two consecutive terms, making 19 States with this limitation; in eight other States the Governor may not succeed himself (see table on page 147).

Kansas and Montana have adopted constitutional amendments removing certain officials as constitutionally elective, allowing the selection process to be determined by law. These are the treasurer in both States and the auditor in Kansas.

In Oregon, a 1972 constitutional amendment changed the line of succession to the Governorship (there is no Lieutenant Governor) from legislative officers (Senate President, House Speaker). Placed ahead of these officials were two statewide elected officials, the Secretary of State and the Treasurer. The provision also was added that the Governor does not temporarily vacate his office when out of State. As in over one half of the States, the next in line in Oregon has acted as Governor as soon as the Governor travels out of the State. The change eliminates a situation in which a Governor on a Snake River float trip along the state boundary once caused the governorship to change hands eight times in two days!

Indiana constitutional amendments now allow the Governor to succeed himself in office, and increase the time available to veto legislation from three days to seven.

The new Montana constitution adopted in 1972 made several changes affecting elective officers. It requires the Governor and Lieutenant Governor to run as a team in the primary as well as the general election, removes the Lieutenant Governor as presiding officer of the Senate, provides that he does not become acting Governor until the Governor is absent 45 days unless authorized, and allows him to serve full time with duties assigned by the Governor. Another change grants the Governor amendatory veto power wherein he can return bills to the Legislature with recommended changes before he takes final action.

The new constitution also sets out procedures for determining disability of the Governor. The question can be presented to the Legislature by either the Lieutenant Governor or the Attorney General, and the determination requires a two-thirds vote of the Legislature. The Governor can write a declaration to regain his authority, subject again to a two-thirds legislative vote to refuse his declaration.

The move toward providing that the Governor and Lieutenant Governor run as a team continued. Kansas, Minnesota, and South Dakota, in addition to Montana, adopted constitutional changes to this effect. This brings the total of States with team election to 18 (see table on page 147). These actions, except in South Dakota, also removed the Lieutenant Governor as presiding officer of the Senate. Minnesota legislation in 1971 also allowed the Governor to delegate responsibilities to the Lieutenant Governor, which the Governor has done.

In Virginia, the Legislature weakened the Lieutenant Governor's legislative powers by removing various legislative appointment powers and committee posts, leaving him with only the post of Senate presiding officer.

Provision for expenditures for Governors-elect has been made in Hawaii, Kentucky, and Nevada, bringing to approximately 20 the number of States with

such provisions. In addition, the Governor-elect in Missouri in 1972, representing a change in party, established a short-term, not-for-profit corporation, known as Missouri Transition Government, Inc., which received funds from private donations and a federal grant to fund the transition period. The most time-consuming aspect of transition was to identify personnel, both state employees and others, who could be tapped for responsible positions. The other two major functions were to prepare a legislative program and budget recommendations.

The pressures for more open government were shown in Colorado and Washington, where voters approved constitutional amendments requiring disclosure of personal finances by public officials. Colorado voters also adopted a broad open meeting and lobbying regulation proposal.

FINANCIAL ADMINISTRATION

Several States have reorganized in the financial administration area. Arizona and Missouri established departments of administration. The Arizona department includes the old department of finance (budgeting, accounting, purchasing and building planning), data processing, libraries and records, personnel administration, and building maintenance. Missouri's comprises the old budget and comptroller division (budgeting and accounting), purchasing, management systems, construction and design, and general services.

Kansas, Kentucky, and Maine restructured their existing administrative departments. The Kansas Department of Administration retains all existing divisions—accounts and reports, budget, purchasing, personnel, and architectural services. Added are new divisions of information and communications systems, and administrative services. Included in the latter is a central motor pool.

The Kentucky reorganization includes the Executive Department of Finance and Administration, which has six major units: office of policy and management (budget and planning; planning had previously been in a separate office outside of the department), office of local govern-

ment, and three bureaus for administrative services (accounting and purchasing), facilities management, and computer services.

The Maine reorganization retains the name of the Department of Finance and Administration with its old functions and adds the Liquor Commission (except for enforcement activities), the Capitol Planning Commission, and the Insurance Advisory Board.

The authority of the Louisiana Division of Administration was expanded by assigning it the authority of the state comptroller (accounting, pre-audit) effective in 1976 when the term of the incumbent elected comptroller expires. It also gave the division jurisdiction over data processing, transferred from the Joint Legislative Data Processing Committee.

Ohio in 1973 established an Office of Budget and Management and a Department of Administrative Services, replacing three old departments of finance, state personnel, and public works. The Office of Budget and Management will have the functions indicated in its title as well as accounting and capital budgeting and will not be directly tied with the other central support functions as it was before when in the department of finance. The Department of Administrative Services is responsible for building maintenance, real property management, and state building planning and construction, all previously in the department of public works; the personnel system, formerly in the department of state personnel; and purchasing and printing, from the department of finance.

MIXED SOLUTIONS

The perennial question of the location of the budget office—whether it should be in a department of administration or finance or directly under the Governor—cropped up, with a mixed bag of solutions. Michigan, which several years ago had separated budgeting from a department of administration, adopted a statute in 1973 restoring it to that agency, renaming it the Department of Management and Budget to emphasize its position as the managerial arm of the Governor. A major reason for shifting budgeting and

other activities into the department was to reduce the size of the Governor's office. Many functions had been placed in the Governor's office, and the staff had grown to 300. The change reduces this to 55. It is designed to leave in the executive office only those positions that serve the Governor directly.

Idaho, Nebraska, and Ohio took actions in the opposite direction. Idaho set up a budget division under the Governor, shifting it from the Department of Administrative Services. Ohio removed the budget function from the Department of Finance and placed it in an Office of Budget and Management. The Nebraska Governor established an Office of Management and Budget, removing it from the Department of Administrative Services.

The organizational relationship of the budget and planning functions was altered in some States, in addition to Kentucky described above. A separate state planning division was established in the Florida Department of Administration. Planning formerly had been in a division of planning and budget. A previously separate management division was consolidated with budgeting in a Division of Budget. The District of Columbia also separated the budget and planning functions which previously had been joined in an office of budget and executive management.

In Tennessee, the State Planning Office was placed in the Governor's office, removing it from the Department of Finance and Administration, and the state planning commission was abolished. In Arizona, the Office of Economic Planning and Development, previously a separate unit, was placed in the Governor's office and the director serves at the Governor's pleasure.

Connecticut and Illinois made shifts designed to coordinate budgeting and planning. In Illinois, administrative action was taken to bring the two functions, previously separate units in the Governor's office, together in the Bureau of the Budget. In Connecticut, the two functions had been separate units in the Department of Finance and Control. They were placed in the planning and budgeting di-

vision in that department. The division has separate sections for budget, planning, and management.

New Hampshire, which has a budget function lodged in the Department of Administration and Control but also had established a budget director in the Governor's office, abolished the latter position at the request of the new Governor and reverted to the previous arrangement.

SOME NOVEL ASPECTS

Minnesota in 1973 instituted basic organizational changes in its financial management system. This included a new concept in state financial management depicted by the establishment of a Department of Finance responsible to the Governor. It will share management functions with the Department of Administration. The pre-audit and accounting functions, previously under the elective state auditor, were placed with the Department of Finance, which will also administer allotments. The post audit function was taken from the office of public examiner, under the Governor, and the office abolished; audits of state agencies were transferred to the legislative auditor and local audits assigned to the state auditor. The arrangement places accounting and expenditure control under the Chief Executive and post auditing under the Legislature, a division of responsibility which conforms with accepted theory.

The novel aspect of the Department of Finance involves its relation with the Department of Administration in budgeting. According to law, Finance prepares the budget in consultation with Administration, while Administration develops the budget process in consultation with Finance. Finance administers allotments, but Administration approves spending plans and makes any necessary reduction in allotments.

The initial concept appears to be that the Department of Finance will perform the more mechanical tasks of budget preparation, while the Department of Administration will perform program and policy analysis and assist the Governor on budget policy. Additionally, Finance will develop accounting and reporting systems

and monitor agency financial performance; Administration will take actions necessary to correct deficiencies spotted by Finance.

The law also assigns to the Administration commissioner the power to take over the administration of any state program as delegated by the Governor. This provides authority to straighten out any shortcomings in operations.

BUDGETING

The interest of States in budget reform continues strong. Seldom is the term "PPBS" (program-planning-budgeting system) used. A few States have developed new budget systems across the board—Alaska and Michigan recently. Others have approached new methods on an agency-by-agency basis, such as Arkansas, Kentucky, and Minnesota. Still others are utilizing some of the concepts of new approaches in budget analyses, such as South Dakota and Puerto Rico.

Much interest has been attracted by zero-based budgeting, which is based on existing organizational and program structures and can be used as a management tool in developing priorities for an agency's activities. This approach was used in Georgia for its last two budgets, and in the New Mexico legislative budget for fiscal year 1973. The Missouri Legislature in 1973 enacted a law requiring a version of zero-based budgeting, but it was vetoed by the Governor. The Maine Legislature has adopted a bill endorsing the concept of a "priority program budget system."

MANAGEMENT STUDIES

The interest of Governors and legislators in promoting economy and efficiency in state government has resulted over the years in many studies on this subject. In several instances, business firms in the State contribute money and time of their management experts to conduct studies. In several cases a consulting firm has packaged the arrangement and helped put it into effect. Studies since 1971 have taken place in Alabama, Georgia, Maine, Minnesota, North Carolina, Pennsylvania, South Carolina, Virginia, and the District of Columbia.

The stress on the Nation's productivity and the activities of the National Commission on Productivity have led Wisconsin to undertake a productivity program to improve efficiency of state government. The effort was made operative by the Governor's announcement that the base budget for each agency for 1973-75 would be reduced by 2.5 percent per year. The agencies were to make proposals on how to make this reduction through achieving efficiencies without cutting services. They were assisted in this effort by budget and planning personnel in the Department of Administration. The results were carried in the budget document for that biennium; 35 of the 36 agencies anticipated productivity savings totalling \$48 million.

Connecticut and Utah began preparing state economic reports, the former with a Council of Economic Advisers, the latter through the Department of Finance. This brings to 16 the number of States known to produce such reports; the others are California, Delaware, Hawaii, Kentucky, Maryland, Massachusetts, Michigan, New Jersey, New York, Pennsylvania, South Carolina, Vermont, and Washington.

APPROPRIATION PROCEDURES

Appropriation procedures were altered in Nebraska by adoption of a constitutional amendment. The Legislature now requires a three-fifths vote to adopt appropriations, and the Governor is given power to reduce or delete items on all appropriations subject to three-fifths vote to override. Previously, there was an item veto but no reduction veto, and any bill passed by two-thirds vote could not be vetoed.

AUDIT

The auditing function continues to shift to the Legislature. A 1972 Utah constitutional amendment authorized the Legislature to create a legislative auditor; this does not supplant the elected auditor. The 1973 Legislature refrained from implementing this authority, subject to further study. Kansas shifted the audit function from the elected auditor to the legislative auditor. Illinois' new constitution, implemented in 1973, shifts the auditor general to the Legislature; pre-

viously he was appointed by the Governor for a six-year term. The Minnesota change was mentioned above.

Of the 61 audit agencies in the States (11 States have two separate auditors responsible to a different clientele), 36 are legislative, 19 are elected, five are under the Governor, and one under a board.

Some States having a legislative audit established new legislative arms to emphasize program or performance audits. Examples of this are the Connecticut Program Review Committee, a General Accounting Office in Virginia, and a new division of the Texas Legislative Budget Board. In addition, Rhode Island, in which most auditing is done by an executive branch agency, established an auditor general for this purpose. Mississippi, which has an elected auditor, has established a Joint Legislative Committee on Performance Evaluation and Expenditure Review, and the Massachusetts Legislature has established a Post Audit and Legislative Oversight Committee.

COURT DECISIONS

Court decisions affected financial administration in at least two States. In Colorado, the courts upheld a Governor's item veto of appropriation language regarding federal funds, saying that the case did not involve an appropriation of state money, and that the Legislature could not restrict the executive branch in the administration of federal funds which are unconnected with state appropriations. In Utah, the courts returned to the auditor the power to issue state warrants which had been given to the Department of Finance years before. The reasoning was that this was a traditional function of the auditor at the time the State's constitution was promulgated.

OTHER ACTIONS

Georgia and Washington adopted constitutional amendments removing restrictions on the incurring of debt; in Washington, a debt limit will now be tied to state income. In Wyoming, 113 state funds were consolidated into six. In Connecticut, the state purchased a stock exchange seat and pooled and improved state cash management to allow short-

term investment of more state money than before.

Two States established general services agencies to bring together internal housekeeping activities. As part of its reorganization, Georgia established a Department of Administrative Services, which consolidated many functions previously administered separately. The department has a fiscal division (treasury and cash management, insurance and accounting), a purchase and supplies division, information and computer services, and general services (printing, communications and motor vehicles).

The Tennessee Department of General Services, established in 1972, consists of divisions of public works, state and federal property utilization, and motor vehicle management which were transferred from the Department of Finance and Administration; a division of purchasing; and two new units, division of central printing and food service management.

In addition, the finance and administrative departments in Idaho, Nebraska, and Ohio became in essence general service type agencies with the separation of the budget office. This brings to 17 the number of States with this type of department, characterized by being separate from budget and planning functions.

A major development in state procurement is the fact that attention can no longer be limited to the economics of purchasing for state use. Rather, the purchasing officer must be aware of how his job can help the State accomplish certain social goals. Major concerns along this line are state efforts to assist small businesses and minority enterprises.

As two examples, an Illinois act allows the purchasing agent to designate certain purchases for which bids will be accepted only from small businesses. The Missouri purchasing agent has established a program to assure that invitations to bid are distributed widely to minority enterprises both in-state and nationally.

Improvements in purchasing administration have been in the forefront of attention by purchasing officials. As examples, Michigan and Kansas have upgraded practices with respect to insurance, the former having established a "risk

management" program. West Virginia is trying out contract buying by area, and Texas is upgrading contract buying procedures. West Virginia and Florida are strengthening their standards and specifications with the former developing better communications procedures with vendors. California is reorganizing its procurement function under the materials management concept. Pennsylvania has begun to purchase for local units, and Florida is expanding in this area. New York and Pennsylvania have significantly enlarged the amounts which can be purchased without bid, to \$2,500 and \$1,000 respectively. Missouri has initiated many procurement management improvements, including a training program, completion of manuals, reduced discount period from 30 to 10 days and limited issuance of gasoline credit cards. North Carolina has a new statute emphasizing purchasing management, and Maryland has established a computer-oriented purchasing information system.

One problem facing purchasing officials is the competition of federal procurement by the U.S. General Services Administration (GSA). Purchasing officials have noted with approval that the GSA has discontinued making its services available to grant-receiving agencies because this should help make state bidding practices less subject to rigidities of federal requirements and prices.

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*The materials listed are published by the Council of State Governments.

THE GOVERNORS, March 1974

State or other jurisdiction	Governor	Political party	Length of regular term in years	Present term began	Number of previous terms	Maximum consecutive terms allowed by constitution	Joint election of Governor and Lt. Governor
Alabama.....	George C. Wallace	D	4	Jan. 18, 1971	1(a)	2	No
Alaska.....	William A. Egan	D	4	Dec. 5, 1970	2(b)	2	Yes
Arizona.....	Jack Williams	R	4	Jan. 4, 1971	2(c)	...	...
Arkansas.....	Dale Bumpers	D	2	Jan. 14, 1973	1	...	No
California.....	Ronald Reagan	R	4	Jan. 4, 1971	1	...	No
Colorado.....	John D. Vanderhoof	R	4	Jan. 12, 1971	(d)	...	Yes
Connecticut.....	Thomas J. Meskill	R	4	Jan. 6, 1971	0	...	Yes
Delaware.....	Sherman W. Tribbitt	D	4	Jan. 16, 1973	0	2(e)	Yes
Florida.....	Reubin O'D. Askew	D	4	Jan. 5, 1971	0	2	Yes
Georgia.....	Jimmy Carter	D	4	Jan. 12, 1971	0	0	No
Hawaii.....	John A. Burns	D	4	Dec. 7, 1970	2	...	Yes
Idaho.....	Cecil D. Andrus	D	4	Jan. 4, 1971	0	...	No
Illinois.....	Dan Walker	D	4	Jan. 8, 1973	0	...	Yes
Indiana.....	Otis R. Bowen	R	4	Jan. 8, 1973	0	2	No
Iowa.....	Robert D. Ray	R	4(f)	Jan. 8, 1973	2(g)	...	No
Kansas.....	Robert B. Docking	D	4(f)	Jan. 8, 1973	3(h)	2(f)	Yes(f)
Kentucky.....	Wendell H. Ford	D	4	Dec. 7, 1971	0	0	No
Louisiana.....	Edwin W. Edwards	D	4	May 9, 1972	0	2	No
Maine.....	Kenneth M. Curtis	D	4	Jan. 7, 1971	1	2	...
Maryland.....	Marvin Mandel	D	4	Jan. 20, 1971	(i)	2	Yes
Massachusetts.....	Francis W. Sargent	R	4	Jan. 20, 1971	(j)	...	Yes
Michigan.....	William G. Milliken	R	4	Jan. 1, 1971	(k)	...	Yes
Minnesota.....	Wendell R. Anderson	D	4	Jan. 6, 1971	0	...	No
Mississippi.....	William L. Waller	D	4	Jan. 18, 1972	0	0	No
Missouri.....	Christopher S. Bond	R	4	Jan. 8, 1973	0	2(e)	No
Montana.....	Thomas L. Judge	D	4	Jan. 1, 1973	0	...	Yes
Nebraska.....	J. James Exon	D	4	Jan. 7, 1971	0	2	Yes(f)
Nevada.....	Mike O'Callaghan	D	4	Jan. 4, 1971	0	2	No
New Hampshire.....	Melchior Thomson, Jr.	R	2	Jan. 3, 1973	0	...	...
New Jersey.....	Brendan T. Byrne	D	4	Jan. 17, 1974	0	2	...
New Mexico.....	Bruce King	D	4	Jan. 1, 1971	0	0	Yes
New York.....	Malcolm Wilson	R	4	Jan. 1, 1971	(m)	...	Yes
North Carolina.....	James E. Holshouser, Jr.	R	4	Jan. 5, 1973	0	0	No
North Dakota.....	Arthur A. Link	D	4	Jan. 2, 1973	0	...	No
Ohio.....	John J. Gilligan	D	4	Jan. 11, 1971	0	2	No
Oklahoma.....	David Hall	D	4	Jan. 11, 1971	0	2	No
Oregon.....	Tom McCall	R	4	Jan. 11, 1971	1	2	...
Pennsylvania.....	Milton J. Shapp	D	4	Jan. 19, 1971	0	2	Yes
Rhode Island.....	Philip W. Noel	D	2	Jan. 2, 1973	0	...	No
South Carolina.....	John C. West	D	4	Jan. 9, 1971	0	0	No
South Dakota.....	Richard F. Kneip	D	4(f)	Jan. 2, 1973	1(l)	2	Yes(f)
Tennessee.....	Winfield Dunn	R	4	Jan. 16, 1971	0	0	No
Texas.....	Dolph Briscoe	D	4(f)	Jan. 16, 1973	0	...	No
Utah.....	Calvin L. Rampton	D	4	Jan. 1, 1973	2	...	...
Vermont.....	Thomas P. Salmon	D	2	Jan. 4, 1973	0	...	No
Virginia.....	Mills E. Godwin, Jr.	R	4	Jan. 12, 1974	(n)	0	No
Washington.....	Daniel J. Evans	R	4	Jan. 8, 1973	2	...	No
West Virginia.....	Arch A. Moore, Jr.	R	4	Jan. 15, 1973	1	2	...
Wisconsin.....	Patrick J. Lucey	D	4	Jan. 4, 1971	0	...	Yes
Wyoming.....	Stanley K. Hathaway	R	4	Jan. 2, 1971	1	...	...
American Samoa.....	John M. Haydon	R	...	Aug. 6, 1969	...	...	...
Guam.....	Carlos G. Camacho	R	4	Jan. 4, 1971	1(o)	2	Yes
Puerto Rico.....	Rafael Hernández-Colón	PDP(p)	4	Jan. 2, 1973	0	...	...
Virgin Islands.....	Melvin H. Evans	R	4	Jan. 4, 1971	1(o)	2	Yes

(a) Previous term: 1963-67.

(b) Previous terms: 1959-1962, 1962-1966.

(c) Served two two-year terms prior to January 1971.

(d) Succeeded to office July 16, 1973, to fill unexpired term of former Governor John A. Love (resigned).

(e) Absolute two-term limitation.

(f) Effective November 1974.

(g) Served two two-year terms prior to January 1973.

(h) Served three two-year terms prior to January 1973.

(i) Elected by General Assembly in January 1969 to fill unexpired term of former Governor Spiro T. Agnew (resigned).

(j) Elected to full four-year term in November 1970.

(j) Succeeded to office in January 1969 to fill unexpired term of former Governor John A. Volpe (resigned). Elected to full four-year term in November 1970.

(k) Succeeded to office in January 1969 to fill unexpired term of former Governor George Romney (resigned). Elected to full four-year term in November 1970.

(l) Served one two-year term prior to January 1973.

(m) Succeeded to office in December 1973 to fill unexpired term of former Governor Nelson A. Rockefeller (resigned).

(n) Previous term: 1966-70.

(o) Appointed July 1, 1969. Elected November 1970 as first elected Governor.

(p) Popular Democratic Party.

CONSTITUTIONAL AND STATUTORY ELECTIVE ADMINISTRATIVE OFFICIALS*

	State or other jurisdiction	Governor	Lt. Governor	Secretary of State	Attorney General	Treasurer	Auditor	Controller	Education	Agriculture	Labor	Insurance	Mines	Land	University Regents	Board of Education	Public Utilities Commission	Executive Council	Miscellaneous	Total Agencies	Total Officials
148	Alabama	000000	00	0	0	0	0	..	..	C(a)	..	..	..	..	..	C8	S3	..	.....	9	18
	Alaska	.....	.....	.....	.....	.....	.....	..	..	..	..	..	..	..	..	..	..	..	.....	2	2
	Arizona	.....	.....	0000	0000	0000	0	0	0	..	..	..	0	..	..	..	C3	..	Tax Commission—S3	8	12
	Arkansas	.....	.....	.....	.....	0000	0	0	0	..	..	..	..	0	..	..	..	..	.....	7	7
	California	000000	.....	.....	.....	0000	0	0	0	..	..	..	..	..	..	..	..	..	Board of Equalization—C4(b)	8	11
	Colorado	.....	.....	.....	.....	.....	0	0	0	..	..	..	..	..	C9	C5	..	..	.....	7	19
	Connecticut	000000	0000	00	0000	0000	0	0	0	0	..	0	..	..	..	..	..	..	.....	6	6
	Delaware	.....	.....	.....	.....	0000	0	0	0	0	..	0	..	..	..	..	..	..	.....	6	6
	Florida	000000	.....	00	0000	0000	0(c)	0	0	0	0	0	0	..	..	..	S3	..	.....	9	11
	Georgia	.....	000000	.....	.....	.....	0	0	0	0	0	0	0	..	..	..	C5	..	.....	9	13
	Hawaii	.....	00	00	.....	.....	.....	0	.....	0	.....	.....	.....	.....	.....	.....	C11	..	.....	3	13
	Idaho	000000	0000	0000	0000	0000	0	0	0	0	.....	.....	.....	.....	.....	.....	.....	..	.....	7	7
	Illinois	.....	.....	0000	0000	0000	0	0	0	0	.....	.....	.....	.....	.....	S9	(d)	..	.....	8	16(d)
	Indiana	.....	.....	0000	0000	0000	0	0	0	0	.....	.....	.....	.....	.....	.....	.....	..	.....	7	7
	Iowa	000000	.....	0000	0000	0000	0	0	0	0	S	.....	.....	.....	.....	.....	.....	..	.....	7	7
	Kansas	.....	00	00	00	00	S	0	0	0	.....	.....	S	.....	.....	.....	C10	..	Printer—C	8	17
	Kentucky	.....	00	00	00	00	00	0	0	0	0	.....	0	.....	.....	.....	.....	..	Railroad Commission—C3	9	11
	Louisiana	.....	.....	.....	.....	.....	.....	.....	.....	0	0	.....	0	.....	0	.....	C11	C3	Custodian of Voting Machines—C	13	25
Maine	.....	00	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	..	.....	1	1	
Maryland	.....	00	0	.....	0	.....	.....	0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	4	
Massachusetts	.....	00	00	00	00	0	0	0	.....	.....	.....	.....	.....	.....	.....	.....	C8	.....	7	14	
Michigan	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	C24(e)	C8(f)	.....	.....	8	36	
Minnesota	.....	00	00	00	00	00	00	.....	0	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	6
Mississippi	.....	.....	.....	.....	.....	.....	.....	.....	0	S(g)	.....	S	.....	S	.....	.....	S3	.....	Highway Commission—S3	12	16
Missouri	000000	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	6

[illegible]

*Includes only officials who are popularly elected. Table formerly included officials selected by Legislature.
Symbols: C—Constitutional; S—Statutory; Numbers indicate number of officials.
(a) Commissioner of Agriculture and Industries.
(b) Plus Controller, ex officio.
(c) The State Treasurer also serves as Insurance Commissioner.
(d) The elected Superintendent of Public Instruction will be replaced in 1975 by a

State Board of Education.

- (e) Three universities with eight regents each.
- (f) Plus Governor and Superintendent of Public Instruction, *ex officio*, nonvoting.
- (g) Commissioner of Agriculture and Commerce.
- (h) Office becomes appointive by Industrial Commission on 1st Monday in January 1975.
- (i) Elected by local school board members in convention, plus one *ex officio*.
- (j) No elective administrative officials.

STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*

As of late 1973

State or other jurisdiction	Governor	Lieutenant Governor	Secretary of State	Attorney General	Treasurer	Auditor (post-audit)	Controller (pre-audit)	Overall revenue and/or taxation
Alabama	\$25,000	\$ 4,320(d)	\$20,000	\$22,500	\$20,000	(h)	\$21,657	\$21,657
Alaska	40,000	36,000	(g-1)	33,000	(g-2)	(h)	15,200	33,000
Arizona	35,000	None	22,000	27,500	19,000	\$25,500	25,680	20,000
Arkansas	10,000	2,500	5,000	6,000	5,000	20,184(l)	(g-2)	14,000
California	49,100	35,000	35,000	42,500	35,000	34,287, (g-2, g-3)	35,000	(l)
Colorado	40,000	25,000	20,000	26,000	20,000	31,900	24,972	33,000
Connecticut	35,000	10,000	15,000	20,000	15,000	27,773	15,000	24,078
Delaware	35,000	9,000	18,000	30,000	18,000	18,000	20,500	26,000
Florida	40,000	36,000	36,000	36,000	36,000	30,000	36,000	31,000
Georgia	50,000	25,000	35,000	40,000	25,752	32,500	(j,k)	32,500
Hawaii	42,000	35,700	(g-1)	30,250	(g-2)	30,250	30,250	30,250
Idaho	30,000	7,000	17,000	18,000	17,000	18,504(l)	(g-6)	18,500
Illinois	50,000	37,500	42,500	42,500	40,000(b)	40,000	40,000	30,000
Indiana	36,000	26,500	23,500	27,000	23,500	24,492(l)	(g-6)	24,492
Iowa	40,000	12,000	22,500	28,000	22,500	22,500	27,000	25,000
Kansas	20,000	8,440	15,000	25,000	15,000	29,400	27,276	22,440
Kentucky	35,000(a)	22,500	22,500	22,500	22,500	(h)	(g-2)	25,000
Louisiana	28,374	26,530	26,530	26,530	26,530	26,500	21,068	27,500
Maine	35,000(b)	None	19,000	24,500	14,000	16,500	20,029	22,828
Maryland	25,000	24,000	12,000	36,000	42,650	30,200	36,000	(g-3)
Massachusetts	40,000	25,000	25,000	30,000	25,000	(h)	30,000	26,838
Michigan	45,000	25,000	35,000	35,000	33,950	36,000	32,698	35,287
Minnesota	41,000	30,000	25,000	36,500	25,000	25,100(l)	36,500	28,000
Mississippi	35,000	8,500	23,500	25,000	21,500	(h)	(g-6)	21,500
Missouri	37,500	16,000	25,000	25,000	20,000	20,000	22,320	19,000
Montana	25,000	18,500	15,000	19,000	15,000	24,300	(k)	23,500
Nebraska	25,000	7,500	16,120	24,000	15,000	16,000	13,452	18,900
Nevada	30,000	6,000	18,000	22,500	18,000	20,000	18,000	22,000
New Hampshire	32,760	None	24,247	27,737	24,247	26,237	20,783	20,301
New Jersey	50,000	None	38,000	40,000	40,000	21,250	39,817	35,770
New Mexico	26,000	15,000	20,000	25,000	20,000	20,000	19,644	24,960
New York	85,000	45,000	44,175	45,000	33,194	(g-3), 37,000	45,000	44,175
North Carolina	35,000	30,000	31,000	35,000	31,000	31,000	24,468	32,524
North Dakota	18,000	2,000	11,000	13,000	11,000	(h)	(g-2)	12,000
Ohio	50,000	30,000	38,000	38,000	38,000	38,000	(g-6)	28,828
Oklahoma	35,000	18,000	15,000	22,500	18,000	(h,i)	(g-7)	19,500
Oregon	35,000	None	29,000	29,000	29,000	(g-4)	(g-4)	28,118
Pennsylvania	60,000(b)	45,000(b)	35,000(b)	40,000(b)	35,000	35,000	(g-8)	37,500(b)
Rhode Island	42,500	25,500	25,500	31,875	25,500	(h)	19,188	19,968
South Carolina	35,000	15,000	30,000	30,000	30,000	29,520	30,000	27,000
South Dakota	25,000	4,200(e)	15,500	21,000	15,500	18,500(l)	(g-6)	19,000
Tennessee	50,000(b,c)	(f)	28,000(c)	24,000(c)	28,000(c)	31,000(c)	19,912	28,000(c)
Texas	63,000	4,800	30,500	34,000	34,000	31,500	34,000	(g-3)
Utah	33,000	None	20,000	23,000	19,000	19,000	22,796	18,504
Vermont	35,000	15,000	19,000	24,000	19,000	19,000	21,600	20,560
Virginia	35,000	10,525	12,700	30,000	30,875	26,475	26,475	31,850
Washington	34,300	10,600	15,800	24,300	15,800	(h)	(k)	25,700
West Virginia	35,000	None	22,500	22,500	22,500	24,500, (g-5,l)	(g-6)	22,000
Wisconsin	25,000	7,500	13,500	20,000	13,500	33,024	19,452	33,900
Wyoming	37,500(b)	None	23,000(b)	21,000	23,000(b)	(h,i)	(g-7)	21,396
Guam	35,000	30,000	None	19,000	N.A.	N.A.	N.A.	19,000
Puerto Rico	35,000	None	25,500	25,500	25,000	(g-8)	27,000	(l)
Virgin Islands	35,505	28,804	None	27,000	(g-2)	17,062	17,206	18,626

*Methods of selection for the officials listed in this table can be found in the table beginning on page 155.

Salary figures are presented as submitted by the States except where ranges were given. In those instances the maximum figure was chosen.

None—No official by that title or no function performed.

N.A.—No information available.

(a) Effective December 1975.

(b) Effective January 1975.

(c) Each July 1 the compensation or allowance provided shall be adjusted to reflect the percentage of change in the per capita personal income of the State of Tennessee, based on the difference in the State's per capita income between the two years preceding the July 1 on which the adjustment is made.

(d) For each regular session in odd-numbered years and \$3,600 for even-numbered years. Information is based on 1973 session.

(e) For each regular session in odd-numbered years and \$2,800 for each regular session in even-numbered years.

(f) The Speaker of the Senate is elected by the State Senate from among its membership, and by statute is Lieutenant Governor. He is compensated as Speaker of the Senate.

(g) Chief administrative official or agency in charge of function:

(g-1) Lieutenant Governor

(g-2) Finance or Administration

(g-3) Controller or Comptroller

(g-4) Secretary of State

(g-5) Tax Commissioner

(g-6) Auditor

(g-7) Budget

(g-8) Treasurer

(g-9) Overall revenue and/or taxation

(g-10) Economic Development

(g-11) Health

(g-12) Labor

(g-13) Social Services

(g-14) Conservation—Natural Resources

(g-15) Corrections

(g-16) Highways—transportation/public works and buildings

(g-17) Police, Public Safety

(g-18) Attorney General

(g-19) Adjutant General

STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*—Continued
As of late 1973

State or other jurisdiction	Finance or administration	Budget	Planning	Personnel	Central purchasing	Information systems	Education (chief state school officer)	Higher education
Alabama.....	\$21,657	\$22,568	(g-10)	\$21,657	\$19,656	\$21,657	\$23,500	\$35,000
Alaska.....	33,000	28,400	28,400	28,400	28,400	28,400(g-3)	33,000	38,100
Arizona.....	26,092	27,288	22,716(g-2)	27,288	22,716	27,288(g-3)	24,000	33,500
Arkansas.....	28,000	13,800	25,000	20,652	13,800	25,000	25,000	25,000
California.....	36,750	29,844	28,875	31,500	31,500	(l)	35,000	(l)
Colorado.....	33,000	28,908	23,784	32,000	21,576	20,544	35,000	36,000
Connecticut.....	28,882	25,181	23,578	26,631	25,181	(l)	37,736	40,246
Delaware.....	29,000	20,664	22,000	22,000	17,500	22,000(g-3)	34,000	(l)
Florida.....	35,000	31,000	30,000	29,000	26,000	26,000	36,000	46,850
Georgia.....	32,500	30,000	30,000	30,000	23,500	29,500	35,000	45,000
Hawaii.....	30,250	(g-2)	30,250	30,250	(g-3)	(g-3)	33,275	N.A.
Idaho.....	17,551	N.A.	15,840	20,250	14,340	19,548	18,000	22,600
Illinois.....	30,000	34,750	(g-7)	30,000	30,000	29,160	30,000	47,000
Indiana.....	25,688	25,688	18,486	21,138	15,730	(l)	25,000	31,000
Iowa.....	None	(g-3)	20,500	20,500	17,628	21,420	28,500	17,500
Kansas.....	21,372	36,552	(l)	23,568	31,572	21,372	30,608	30,000
Kentucky.....	28,000	24,888	24,888	25,000	20,484	20,484	22,500	43,500
Louisiana.....	28,000	19,800	19,500	23,400	17,400	25,000(g-3)	26,530	35,000
Maine.....	24,328	20,500	21,196	21,328	19,828	24,122(g-3)	24,328	37,500
Maryland.....	(g-3)	38,300	38,300	38,300	25,741	28,500	38,300	33,390
Massachusetts.....	37,500	27,997	22,038	27,977	30,000	(l)	36,000	30,000
Michigan.....	35,000	32,698	(g-2)	37,980	32,698	32,698	40,875	35,287
Minnesota.....	36,000	30,000	27,000	31,000	20,928	30,000	29,800	26,100
Mississippi.....	(g-9)	18,000	31,000	17,000	(l)	23,004	21,500	30,800
Missouri.....	25,000	22,320	22,320	18,500	22,320	22,320	36,500	30,000
Montana.....	23,500	17,750	25,761	16,500	16,500	14,200	17,500	32,500
Nebraska.....	18,900	17,304	17,600	18,900	13,452	19,068	23,000	(l)
Nevada.....	25,550	(g-2)	22,938	22,635	18,285	22,635	24,750	35,000
New Hampshire.....	27,311	(g-2)	N.A.	22,860	20,783	27,737	24,247	41,000
New Jersey.....	(g-8)	(g-3)	32,444	38,000	34,064	37,693	38,000	38,000
New Mexico.....	27,000	18,672	17,736	20,688	20,000	(l)	27,000	27,825
New York.....	(l)	44,175	44,175	44,175	32,712	(l)	53,325	41,064
North Carolina.....	35,426	30,077	26,232	29,415	26,741	25,680	33,500	46,200
North Dakota.....	25,000	22,000	14,600	14,400	15,000	(l)	12,000	33,500
Ohio.....	31,803	28,828	28,828	28,828	25,549	19,697	50,000	50,000
Oklahoma.....	(g-7)	22,100	17,500	18,300	19,260	20,000	25,000	42,500
Oregon.....	24,295	25,152	(g-10)	25,152	(g-2)	25,152	29,000	40,000
Pennsylvania.....	25,000	25,000	25,000	24,984	35,000	24,626	40,000(b)	31,296
Rhode Island.....	23,000	22,360	19,188	18,408	18,408	17,680	40,500	15,000
South Carolina.....	(m)	26,335	26,335	25,000	27,000	(l)	30,000	29,500
South Dakota.....	18,000	22,000	20,000	18,000	14,755	19,631	16,000	34,100
Tennessee.....	31,000(c)	21,900	19,872	28,000(c)	18,912	29,328	31,000(c)	39,500
Texas.....	(l)	25,200	28,000	(l)	27,500	26,900	32,500	30,500
Utah.....	25,956	22,752	21,780	21,984	19,656	(l)	30,073	38,556
Vermont.....	29,430	23,490	20,790	20,220	18,070	22,464	26,060	(l)
Virginia.....	33,075	28,675	28,675	28,125	26,475	(l)	33,075	30,758
Washington.....	25,700	35,000	27,500	25,700	19,000	20,900	23,750	35,000
West Virginia.....	22,000	18,000	15,000	18,000	18,000	21,700	39,900	45,000
Wisconsin.....	36,060	27,768	27,768	29,832	28,548	25,992	21,000	45,000
Wyoming.....	21,396	17,856	(l)	17,112	14,172	(l)	23,000(b)	18,792
Guam.....	19,000	19,000	19,000	N.A.	N.A.	(l)	19,000	21,000
Puerto Rico.....	(l)	23,000	25,000	23,000	10,200	(l)	25,000	(l)
Virgin Islands.....	24,228	27,000	22,263	17,885	20,298	(l)	26,700	33,318

(b) Responsibility for function is shared and performed by more than one official. Alabama: \$20,000 CE, \$18,500 L; Alaska: \$30,776 A, \$6,000 L (part-time); Kentucky: \$22,500 CE, \$17,496 L; Massachusetts: \$25,000 CE, \$26,075 L; Mississippi: \$21,500 CE, \$23,000 L; North Dakota: \$11,000 CE, \$25,000 L; Oklahoma: \$15,000 CE, \$19,720 L; Rhode Island: \$16,146 CE, \$27,000 L; Washington: \$17,400 CE, \$23,904 L; Wyoming: \$18,000 CE, \$20,500 L. See page 155 for meaning of codes.

(i) The following States have a constitutionally elected official within the title Auditor who does not perform the post-audit function: Arkansas \$5,000; Idaho \$17,000; Indiana \$23,500; Minnesota \$26,000; Oklahoma \$15,000; South Dakota \$15,500; West Virginia \$22,500; Wyoming \$23,000.

(j) Major functions of the elected Comptroller General, \$35,000, are insurance commissioner, small loan commissioner and fire marshal.

(k) The pre-audit function is performed at the agency level.

(l) No single agency.

(m) The Budget and Control Board composed of the Governor (chairman), State Treasurer, Comptroller General, Chairman of the Senate Finance Committee, and Chairman of the House Ways and Means Committee handles this function.

(n) This is the term used for an umbrella agency or department. The functions under the jurisdiction of this agency may include welfare, health, mental health and retardation, corrections, and other social-oriented programs.

(o) The salary of the person currently holding the position is based on his standing within the academic community.

(p) Executive Director, \$19,360, Water Resources Commission; Executive Director, \$14,520, State Land Resources Conservation Commission; State Forester, \$21,840, State Forestry Commission. All share responsibility.

STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*—Continued
As of late 1973

State or other jurisdiction	Human resources(n)	Health	Mental health	Public assistance	Employment security	Corrections	Labor	Human rights
Alabama.....	(1)	\$33,285	\$35,000	\$21,657	\$21,657	\$21,657	\$25,039	(1)
Alaska.....	\$33,000	32,900	32,900	23,650	28,400	28,400	33,000	\$24,000
Arizona.....	(1)	38,549	41,132	22,728	33,492	26,092	13,495	17,256
Arkansas.....	29,500	29,000	29,000	18,500	26,500	24,000	17,000	13,104
California.....	36,750	34,125	(g-11)	(g-11)	31,500	31,500	31,500	(1)
Colorado.....	(1)	32,000	31,860	31,860	27,528	24,972	26,500	23,784
Connecticut.....	(1)	33,914	31,948	27,090	22,386	29,778	27,773	24,395
Delaware.....	33,000	33,000	33,000	25,000	24,200	25,000	25,000	18,000
Florida.....	35,000	39,000	39,000	29,000	28,000	29,000	28,000	26,000
Georgia.....	30,366	39,360	39,360	23,436	25,000	32,500	35,000	(1)
Hawaii.....	(1)	30,250	(g-11)	30,250	(g-12)	(g-13)	30,250	(1)
Idaho.....	32,544	32,544	25,584	25,584	21,600	20,500	18,420	16,764
Illinois.....	(1)	35,000	35,000	35,000	25,000	35,000	25,000	26,316
Indiana.....	(1)	38,584	38,584	29,900	24,492	28,210	17,784	17,784
Iowa.....	31,000	23,000	33,240	21,420	18,500	22,488	16,500	16,500
Kansas.....	(1)	33,500	33,500	18,456	27,276	14,472	8,000	17,580
Kentucky.....	27,500	36,000	(g-11)	25,000	37,644(o)	25,000	20,000	21,504
Louisiana.....	55,000	29,400	33,000	22,742	21,430	20,000	18,000	15,000
Maine.....	(1)	24,122	36,998	23,020	21,000	24,122	19,500	13,811
Maryland.....	38,300	38,300	(g-11)	31,200	31,200	38,300	21,900	21,200
Massachusetts.....	37,500	32,737	42,256	32,549	24,668	32,549	20,670	(1)
Michigan.....	(1)	39,500	43,800	34,495	35,287	33,000	30,660	31,500
Minnesota.....	(1)	30,300	45,000	33,600	26,400	28,000	26,400	20,000
Mississippi.....	(1)	26,400	16,300	17,000	26,000	32,500	(1)	(1)
Missouri.....	(1)	35,000	35,000	19,000	21,500	22,500	18,000	22,500
Montana.....	(1)	30,500	34,000	17,640	21,450	17,100	22,000	(1)
Nebraska.....	(1)	30,000	37,500	18,400	17,664	18,168	17,500	14,976
Nevada.....	23,800	34,028	32,887	22,635	22,500	20,000	17,664	14,900
New Hampshire.....	24,247	30,680	33,772	22,932	24,247	20,783	17,986	9,000
New Jersey.....	40,000	38,000	40,402	40,017	32,444	40,017	38,000	21,960
New Mexico.....	27,000	29,940	24,960	16,800	24,960	24,000	18,672	16,044
New York.....	(1)	47,300	47,300	44,175	39,825	44,175	44,175	39,825
North Carolina.....	30,975	43,213	43,884	29,370	28,078	29,415	31,000	23,316
North Dakota.....	(1)	28,000	41,808	21,168	23,337	16,800	12,000	(1)
Ohio.....	(1)	36,754	36,754	28,828	28,827	28,828	28,828	19,697
Oklahoma.....	50,000	36,000	32,950	50,000	28,140	19,500	15,000	11,500
Oregon.....	32,100	35,388	37,152	27,720	27,720	27,720	29,000	19,962
Pennsylvania.....	(1)	37,500(b)	41,819	40,000(b)	24,984	24,984	37,500	24,984
Rhode Island.....	(1)	23,000	23,000	16,952	18,000	22,360	16,000	14,872
South Carolina.....	(1)	38,500	38,500	30,000	19,000	26,240	21,923	19,000
South Dakota.....	(1)	28,000	18,000	22,000	18,000	19,067	20,000	12,000
Tennessee.....	(1)	39,500	39,500	28,000(c)	28,000(c)	28,000(c)	28,000(c)	15,576
Texas.....	(1)	32,500	32,500	32,500	26,500	32,500	20,000	(1)
Utah.....	22,368	33,600	22,896	19,656	29,448	20,340	16,548	16,548
Vermont.....	31,280	29,190	33,880	25,020	21,090	23,180	20,010	(1)
Virginia.....	43,000	37,950	37,950	29,775	21,400	21,400	24,825	(1)
Washington.....	38,000	35,000	30,000	30,000	25,700	19,000	25,700	24,000
West Virginia.....	(1)	35,000	25,000	25,000	22,500	18,900	18,000	14,975
Wisconsin.....	42,096	39,876	42,110	33,672	30,504	34,727	25,788	19,764
Wyoming.....	22,296	32,508	32,508	18,432	18,000	16,500	16,000	(1)
Guam.....	(1)	19,000	N.A.	N.A.	(1)	N.A.	19,000	(1)
Puerto Rico.....	(1)	25,000	10,800	25,000	18,000	N.A.	25,000	(1)
Virgin Islands.....	(1)	27,700	22,422	23,583	(1)	15,127	22,263	11,335

STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*—Continued
As of late 1973

State or other jurisdiction	Conserva- tion	Natural resources	Environ- mental protection	Agricul- ture	Public works and buildings	High- ways	Police
Alabama.....	\$21,657	(g-14)	(g-14)	\$20,000	(g-16)	\$21,657	(g-17)
Alaska.....	33,000	\$33,000	(g-14)	24,400	\$33,000	33,000	(g-17)
Arizona.....	(l)	(l)	(l)	23,505	18,792	33,848	(l)
Arkansas.....	17,000	17,000	\$17,000	17,388	(l)	28,750	\$16,000
California.....	28,875	(g-15)	(l)	31,500	31,500	(g-16)	31,500
Colorado.....	(g-14)	33,000	(g-11)	33,000	28,908	31,008	23,148
Connecticut.....	(g-14)	(g-14)	32,286	24,078	28,333	33,648	25,114
Delaware.....	15,500	27,000	(g-14)	24,000	21,000	29,000	23,000
Florida.....	(g-14)	31,000	29,000	36,000	28,000	35,000	25,000
Georgia.....	(l)	30,000	27,500	35,000	(l)	36,000	23,300
Hawaii.....	(g-14)	30,250	(g-11)	30,250	(g-3)	30,250	None
Idaho.....	20,520	(g-14)	(g-11)	16,872	15,804	26,208	15,816
Illinois.....	30,000	(g-14)	35,000	30,000	41,556	40,000	30,000
Indiana.....	24,492	(g-14)	29,536	(g-1)	22,204	26,684	24,492
Iowa.....	21,000	18,500	24,000	22,500	15,228	30,000	17,628
Kansas.....	(l)	(l)	21,840	28,644	21,372	20,000	16,740
Kentucky.....	(g-14)	21,504	21,504	22,500	(g-2)	27,000	22,500
Louisiana.....	18,000	(g-14)	20,000	26,530	21,000	24,000	20,000
Maine.....	25,500	(l)	24,328	19,828	21,328	24,328	(g-17)
Maryland.....	(g-14)	38,300	(g-14)	38,300	27,800	38,300	(g-15)
Massachusetts.....	(g-14)	23,412	32,000	18,625	29,838	(g-16)	(g-17)
Michigan.....	(g-14)	30,660	(g-14)	30,660	32,698	37,233	29,567
Minnesota.....	(g-14)	28,300	24,000	22,000	23,532	33,600	24,300
Mississippi.....	(l)	(l)	17,000	21,500	23,000	20,000	15,500
Missouri.....	25,000	(l)	(l)	16,000	22,320	25,500	15,000
Montana.....	(l)	22,500	17,950	18,500	17,640	24,500	18,900
Nebraska.....	19,680	19,900	17,300	16,500	13,500	23,000	16,236
Nevada.....	23,792	(g-14)	24,904	22,500	22,395	28,650	19,632
New Hampshire.....	(g-14)	24,247	26,570	18,704	31,030	(g-16)	24,247
New Jersey.....	(g-14)	(g-14)	38,000	38,000	37,693	40,000	34,064
New Mexico.....	(l)	(l)	17,400	26,520	(l)	27,000	22,800
New York.....	(g-14)	(g-14)	44,175	44,175	38,500	44,175	39,825
North Carolina.....	30,975	22,212	25,977	31,000	26,964	30,975	23,609
North Dakota.....	17,000	(g-14)	(g-11)	11,000	18,000	25,000	16,980
Ohio.....	(g-14)	28,828	28,828	28,828	28,828	31,803	(g-17)
Oklahoma.....	19,296	20,820	18,000	19,860	17,500	25,000	13,046
Oregon.....	(g-14)	23,964	26,776	24,295	(g-2)	33,708	25,510
Pennsylvania.....	(g-14)	(g-14)	37,500(b)	35,000	35,000(b)	40,000(b)	37,500
Rhode Island.....	(g-14)	18,000	(l)	12,012	13,130	23,000	22,000
South Carolina.....	(p)	(p)	(p)	30,000	27,000	40,000	27,000
South Dakota.....	(l)	21,000	22,000	18,000	18,600	22,000	(g-17)
Tennessee.....	28,000(c)	(g-14)	24,144	28,000(c)	17,172	31,000	(g-17)
Texas.....	(l)	(l)	(l)	34,000	27,500	32,500	(g-17)
Utah.....	(l)	19,716	22,752	16,548	21,240	23,694	17,832
Vermont.....	26,970	(l)	16,224	22,550	21,300	29,110	(g-17)
Virginia.....	27,575	(g-14)	21,000	26,475	28,125	33,650	26,475
Washington.....	(g-14)	21,100	30,900	25,700	(g-2)	35,000	(g-17)
West Virginia.....	(g-14)	20,000	(l)	22,500	(l)	32,000	(g-17)
Wisconsin.....	(g-14)	36,696	29,004	31,188	32,628	26,813	(g-16)
Wyoming.....	(g-14)	(g-14)	23,556	17,000	15,816	24,000	21,864
Guam.....	N.A.	N.A.	N.A.	19,000	19,000	N.A.	N.A.
Puerto Rico.....	(g-14)	25,000	(l)	25,000	25,000	(g-16)	21,000
Virgin Islands.....	23,648	18,900	25,000	20,298	23,648	17,030	20,298

STATE ADMINISTRATIVE OFFICIALS: ANNUAL SALARIES*—Concluded
As of late 1973

<i>State or other jurisdiction</i>	<i>Public safety</i>	<i>Adjutant general</i>	<i>Civil defense</i>	<i>Economic development</i>	<i>Banking</i>	<i>Insurance</i>	<i>Public utility regulation</i>
Alabama.....	\$21,657	\$21,657	\$21,657	\$21,657	\$21,657	\$21,657	\$18,500
Alaska.....	33,000	33,000	25,500	33,000	28,400	28,400	26,500
Arizona.....	29,900	18,273	20,568	24,738	21,252	20,248	22,500
Arkansas.....	18,500	16,000	14,000	25,000	19,500	19,000	18,500
California.....	(1)	35,938	26,250	28,875	31,500	31,500	33,075
Colorado.....	(g-17)	26,500	26,500	26,220	26,220	26,220	28,000
Connecticut.....	16,570	25,481	19,126	22,037	25,181	25,376	24,929
Delaware.....	27,000	23,000	13,650	25,000	18,300	18,000	12,100
Florida.....	29,000	32,404	19,000	24,000	(g-3)	(g-8)	25,860
Georgia.....	25,090	36,434	(g-19)	23,436	32,500	(j)	32,500
Hawaii.....	None	30,250	(g-19)	(g-10)	30,250	30,250	N.A.
Idaho.....	(1)	19,656	19,656	16,428	21,300	18,612	18,500
Illinois.....	35,000	20,000	20,000	30,000	30,000	30,000	30,000
Indiana.....	(1)	19,448	11,284	21,138	24,492	24,492	26,884
Iowa.....	20,500	27,604	11,500	25,000	23,500	22,100	15,500
Kansas.....	(1)	17,500	17,580	22,000	12,000	19,000	23,500
Kentucky.....	(g-17)	22,500	13,860	22,500	24,666	22,500	18,000
Louisiana.....	26,000	30,437	18,900	25,000	25,000	26,530	22,000
Maine.....	21,328	18,328	16,800	24,328	24,000	21,328	19,828
Maryland.....	(g-15)	28,332	19,700	38,300	14,850	25,000	12,000
Massachusetts.....	22,727	32,403	19,880	26,039	22,727	23,755	20,670
Michigan.....	(g-17)	32,404	(g-17)	26,280	29,000	27,920	29,010
Minnesota.....	26,900	32,400	21,500	22,000	22,000	22,000	20,700
Mississippi.....	16,500	21,000	14,000	22,800	17,000	21,500	20,000
Missouri.....	(g-17)	18,000	(g-19)	17,500	18,000	22,500	26,000
Montana.....	(g-18)	22,000	15,000	(g-10)	18,600	(g-6)	14,000
Nebraska.....	(1)	21,571	(g-19)	17,451	16,500	16,500	17,500
Nevada.....	16,257	19,000	16,113	16,200	20,000	20,000	22,000
New Hampshire.....	(g-17)	18,704	(g-19)	20,783	24,247	20,783	18,012
New Jersey.....	(g-17)	20,986	31,013	28,128	38,000	38,000	24,000
New Mexico.....	(g-17)	19,644	(g-19)	16,860	24,000	21,000	19,644
New York.....	(g-17)	28,442	(1)	44,175	44,175	44,175	47,300
North Carolina.....	19,212	25,370	20,934	24,468	24,404	31,000	31,500
North Dakota.....	(g-17)	29,304	13,500	16,920	20,000	11,000	11,000
Ohio.....	28,828	34,400	(g-19)	28,828	20,654	28,828	26,437
Oklahoma.....	20,100	32,400	17,340	22,500	20,600	20,000	19,500
Oregon.....	(g-17)	23,142	19,929	25,152	20,676	21,720	26,776
Pennsylvania.....	(g-17)	35,000	24,984	35,000(b)	35,000(b)	35,000(b)	25,000
Rhode Island.....	(1)	17,040	15,000	22,040	16,786	13,692	20,520
South Carolina.....	(g-17)	30,000	21,923	35,000	20,500	32,500	23,500
South Dakota.....	21,000	24,500	13,752	22,000	16,000	20,000	15,500
Tennessee.....	28,000(c)	28,000(c)	17,172	39,500	28,000(c)	28,000(c)	28,000(c)
Texas.....	32,500	26,500	(g-17)	24,000	35,000	27,500	34,000
Utah.....	19,716	19,716	15,504	19,152	17,724	18,348	19,716
Vermont.....	21,280	17,670	13,270	20,000	21,500	21,500	23,380
Virginia.....	(g-17)	22,050	19,050	27,575	22,050	22,050	35,500
Washington.....	25,700	30,000	19,000	25,700	19,000	17,400	25,000
West Virginia.....	19,000	14,000	14,000	20,000	19,000	20,000	26,500
Wisconsin.....	(g-16)	32,404	22,548	26,328	22,248	23,476	22,260
Wyoming.....	17,652	19,992	13,560	23,556	18,000	17,652	19,500
Guam.....	19,000	None	N.A.	N.A.	N.A.	N.A.	19,000
Puerto Rico.....	(g-17)	21,000	20,000	25,000	N.A.	24,000	24,000
Virgin Islands.....	20,298	None	19,596	(1)	8,964	8,964	12,903

STATE ADMINISTRATIVE OFFICIALS:
METHODS OF SELECTION*

State or other jurisdiction	Governor	Lieutenant Governor	Secretary of State	Attorney General	Treasurer	Auditor (post-audit)	Controller (pre-audit)	Overall revenue and/or taxation	Finance or administration	Budget	Planning	Personnel	Central purchasing
Alabama.....	CE	CE	CE	CE	CE	CE,L	CS	G	G	CS	(b-10)	B	A
Alaska.....	CE	CE	(b-1)	GB	(b-2)	L,A	A	GB	GB	A	A	A	A
Arizona.....	CE	None	CE	CE	CE	L	A	CE	GS	A	A	AG	AG
Arkansas.....	CE	CE	CE	CE	CE	L(c)	(b-2)	AG	GS	AG	Q	AG	AG
California.....	CE	CE	CE	CE	CE	L(b-2,b-3)	CE	(f)	G	CS	G	CS	CS
Colorado.....	CE	CE	CE	CE	CE	L	CS	G	G	CS	CS	G	CS
Connecticut.....	CE	CE	CE	CE	CE	L	CE	GE	GE	A	A	GE	AG
Delaware.....	CE	CE	GS	CE	CE	CE	AG	AG	GS	GS	G	GS	AG
Florida.....	CE	CE	CE	CE	CE	L	CE	GC	GS	A	A	A	A
Georgia.....	CE	CE	CE	CE	B,CS	L	(e)	GS	GS	G	G	B	A
Hawaii.....	CE	CE	(b-1)	GS	(b-2)	CL	GS	GS	GS	(b-2)	GS	GS	(b-3)
Idaho.....	CE	CE	CE	CE	CE	L(c)	(b-6)	GS	GS	GS	GS	B	GS
Illinois.....	CE	CE	CE	CE	CE	L	CE	GS	GS	G	(b-7)	GS	A
Indiana.....	CE	CE	CE	SE	CE	G(c)	(b-6)	G	G	G	LG	G	G
Iowa.....	CE	CE	CE	CE	CE	CE	GS	GS	None	(b-3)	G	B	A
Kansas.....	CE	CE	CE	CE	SE	L	CS	GS	GS	CS	(f)	CS	CS
Kentucky.....	CE	CE	CE	CE	CE	CE,L	(b-2)	G	GS	AG	G	G	AG
Louisiana.....	CE	CE	CE	CE	CE	L	CE	G	G	A	G	B	A
Maine.....	CE	None	CL	CL	CL	L	AGC	AGC	GC	AGC	GC	B	AGC
Maryland.....	CE	CE	GS	CE	CL	L	CE	(b-3)	(b-3)	GS	GS	GS	CS
Massachusetts.....	CE	CE	CE	CE	CE	CE,L	G	G	G	AG	AG	AG	G
Michigan.....	CE	CE	CE	CE	GS	CL	CS	CS	GS	CS	(b-2)	CS	CS
Minnesota.....	CE	CE	CE	CE	CE	L(c)	GS	GS	GS	A	G	GS	A
Mississippi.....	CE	CE	CE	CE	CE	CE,L	(b-6)	B	(b-9)	B	GS	B	(f)
Missouri.....	CE	CE	CE	CE	CE	CE	A	GS	GS	A	A	GS	A
Montana.....	CE	CE	CE	CE	SE	L(c)	(f)	GS	GS	A	A	A	A
Nebraska.....	CE	CE	CE	CE	CE	CE	A	G	GS	A	G	G	A
Nevada.....	CE	CE	CE	CE	CE	L	CE	B	G	(b-2)	B	CS	CS
New Hampshire.....	CE	None	CL	GC	CL	L	GC	GC	CC	(b-2)	CC	B	A
New Jersey.....	CE	None	GS	GS	GS	CL	GS	GS	(b-8)	(b-3)	A	GS	A
New Mexico.....	CE	CE	CE	CE	CE	CE	A	G	G	(f)	G	GD	GS
New York.....	CE	CE	GS	CE	A	(b-3),L	CE	G	G	G	GS	B	A
North Carolina.....	CE	CE	CE	CE	CE	CE	G	G	G	G	G	B	A
North Dakota.....	CE	CE	CE	CE	CE	CE,L	(b-2)	CE	G	A	G	B	A
Ohio.....	CE	CE	CE	CE	CE	CE	(b-6)	GS	GS	GS	GS	GS	A
Oklahoma.....	CE	CE	CE	CE	CE	(d)	(b-7)	GS	(b-7)	G	G	B	B
Oregon.....	CE	None	CE	SE	CE	(b-4)	(b-4)	GS	G	GD	(b-10)	G	(b-2)
Pennsylvania.....	CE	CE	GS	GS	CE	CE	(b-8)	GS	G	GS	G	A	GS
Rhode Island.....	CE	CE	CE	CE	CE	CS,L	CS	G	GS	CS	G	G	B
South Carolina.....	CE	CE	CE	CE	CE	B	CE	G	(g)	B	B	A	B
South Dakota.....	CE	CE	CE	CE	CE	L(c)	(b-6)	GS	G	G	G	G	A
Tennessee.....	CE	(a)	CL	SC	CL	(e)	A	G	G	A	G	G	B
Texas.....	CE	CE	GS	CE	CE	L	CE	(b-3)	(f)	BG	G	(f)	AG
Utah.....	CE	None	CE	CE	CE	CE	A	GS	GS	AG	G	AG	A
Vermont.....	CE	CE	CE	SE	CE	CE	A	A	G	A	G	A	A
Virginia.....	CE	CE	GB	CE	GB	L	GB	GB	GB	G	G	G	GB
Washington.....	CE	CE	CE	CE	CE	CE,L	(f)	GS	GS	GS	GS	G	A
West Virginia.....	CE	None	CE	CE	CE	L(b-5,c)	(b-6)	GS	GS	AG	AG	G	AG
Wisconsin.....	CE	CE	CE	CE	CE	L	CS	GS	CS	CS	CS	CS	CS
Wyoming.....	CE	None	CE	GS	CE	G,L,CE	AG	G	G	G	(f)	G	GD
Guam.....	CE	CE	None	GB	CS	L	CS	GS	GS	GS	GS	CS	CS
Puerto Rico.....	CE	None	G	GS	G	(b-3)	GB	(f)	(f)	G	GS	GS	A
Virgin Islands.....	CE	None	None	GB	(b-2)	AG	AG	AG	GS	GS	GS	GS	GS

*Salary information for the officials listed in this table can be found in the table beginning on page 150.

Multiple entries indicate function is performed by more than one official.

Legend:

CE — Constitutional, Elected
 CL — Constitutional, Elected by Legislature
 SE — Statutory, Elected
 SL — Statutory, Elected by Legislature
 L — Selected by Legislature or one of its organs
 A — Appointed by
 G — Governor
 GS — Governor
 GE — Governor
 GB — Governor
 GC — Governor

Approved by
 Senate
 Either house
 Both houses
 Council

GD — Governor
 GOC — Governor and Council or Cabinet
 GCS — Governor and Council
 LG — Lieutenant Governor
 CS — Civil Service
 SC — Judges of Supreme Court
 A — Agency head
 AB — Agency head
 AG — Agency head
 AGC — Agency head
 AS — Agency head
 B — Board or Commission
 BG — Board
 BS — Board and Commission
 None — No official of that category
 N.A. — Information not available

Departmental Board
 Senate
 Commission
 Board
 Governor
 Governor and Council
 Senate
 Governor
 Senate

STATE ADMINISTRATIVE OFFICIALS:
METHODS OF SELECTION*—Continued

State or other jurisdiction	Information systems	Education (chief state school officer)	Higher education	Human resources (i)	Health	Mental health	Public assistance	Employment security	Corrections	Labor	Human rights	Conservation	Natural resources
Alabama.....	G	B	B	(f)	B	B	G	A	B	G	(f)	G	(b-14)
Alaska.....	A	BG	B	GB	A	A	A	A	A	GB	A	GB	GB
Arizona.....	AG	CE	B	(f)	B	B	A	GS	AG	AB	A	(d)	(f)
Arkansas.....	AG	BG	BG	G	BG	AG	AG	GS	B	G	A	AG	AG
California.....	(f)	CE	(f)	GS	GS	(b-11)	(b-11)	GS	GS	GS	(d)	GS	(b-15)
Colorado.....	CS	B	B	(f)	G	CS	CS	CS	CS	G	CS	(b-14)	G
Connecticut.....	(f)	B	B	(f)	GE	GD	GE	A	GE	GE	B	(b-14)	(b-14)
Delaware.....	AG	B	(f)	GS	AG	AG	AG	AG	AG	GS	AG	AG	GS
Florida.....	A	CE	B	GS	A	A	A	A	A	A	GS	(b-14)	GOC
Georgia.....	A	CE	B	BG	A	A	A	A	B	CE	(f)	(f)	BG
Hawaii.....	(b-3)	CE	B	(f)	GS	(b-11)	GS	(b-12)	(b-13)	GS	(f)	(b-14)	GS
Idaho.....	AG	B	B	GS	GS	A	A	GS	B	GS	GS	B	(b-14)
Illinois.....	A	CE(h)	B	(f)	GS	GS	GS	A	GS	GS	B	GS	(b-14)
Indiana.....	(f)	CE	B	(f)	G	G	G	G	G	G	B	G	(b-14)
Iowa.....	A	BS	B	GS	GS	A	N.A.	GS	A	GS	B	B	B
Kansas.....	CS	B	B	(f)	B	CS	CS	A	GS	GS	GS	(f)	(f)
Kentucky.....	AG	CE	B	G	(b-11)	G	G	G	G	G	B	(b-14)	G
Louisiana.....	A	CE	B	G	G	G	G	G	G	G	G	GS	(b-14)
Maine.....	A	GC	B	(f)	A	A	A	GC	A	AGC	B	GC	(f)
Maryland.....	CS	B	B	GS	GS	(b-11)	AG	AG	GS	AG	G	(b-14)	GS
Massachusetts.....	(f)	G	B	G	G	G	G	G	G	G	N.A.	(b-14)	G
Michigan.....	CS	B	CS	(f)	GS	GS	GS	B	B	GS	B	(b-14)	B
Minnesota.....	A	B	GS	(f)	B	A	GS	GS	GS	GS	GS	(b-14)	GS
Mississippi.....	B	CE	B	(f)	B	GS	B	G	B	(f)	(f)	(f)	(f)
Missouri.....	A	B	B	(f)	B	B	GS	GS	GS	GS	B	B	(f)
Montana.....	A	CE	GS	(f)	GS	A	A	A	A	G	(f)	B	G
Nebaska.....	A	B	(f)	(f)	B	G	G	A	G	G	B	B	G
Nevada.....	CS	B	B	G	CS	AG	CS	G	G	G	G	G	(b-14)
New Hampshire.....	B	B	GC	GC	CS	GC	GC	GC	B	GC	GC	(b-14)	GC
New Jersey.....	A	GS	GS	GS	GS	A	AB	GS	A	GS	A	(b-14)	(b-14)
New Mexico.....	(f)	B	B	B	BG	A	A	G	B	B	B	(f)	(f)
New York.....	(f)	B	B	(f)	GS	GS	GS	A	GS	CS	GS	(b-14)	(b-14)
North Carolina.....	G	CE	B	G	BG	BG	BG	G	B	CE	C	C	A
North Dakota.....	(f)	CE	B	(f)	G	AB	B	G	A	SE	(f)	C	(b-14)
Ohio.....	B	B	B	(f)	GS	A	GS	A	A	GS	GS	(b-14)	GS
Oklahoma.....	B	CE	B	B	B	B	B	B	B	CE	B	B	B
Oregon.....	G	CE	B	GS	B	G	G	GS	G	CE	B	(b-14)	G
Pennsylvania.....	A	GS	A	(f)	GS	AG	GS	AG	AG	B	GS	(b-14)	(b-14)
Rhode Island.....	A	B	N.A.	(f)	GS	GS	GS	GS	GS	GS	N.A.	(b-14)	GS
South Carolina.....	(f)	CE	GB	(f)	B	B	B	SL	GB	GS	G	(j)	(j)
South Dakota.....	A	CE(h)	B	(f)	GS	AG	GS	AG	B	AG	A	(f)	GS
Tennessee.....	A	G	B	(f)	B	G	G	G	G	G	A	(f)	(b-14)
Texas.....	G	B	B	(f)	B	B	BS	B	B	G	(f)	(f)	(f)
Utah.....	(f)	B	B	G	AB	AB	AB	B	B	GS	AG	(f)	GS
Vermont.....	CS	B	(f)	G	A	A	A	G	A	G	(f)	(f)	(f)
Virginia.....	(f)	GB	B	GB	G	GB	GB	GB	B	GS	(f)	GB	(b-14)
Washington.....	A	CE	B	GS	A	A	A	GS	A	GS	G	(b-14)	CE
West Virginia.....	AG	B	B	(f)	B	GS	GS	AG	AG	GS	B	(b-14)	GS
Wisconsin.....	CS	CE	B	B	A	A	A	CS	A	G	CS	(b-14)	B
Wyoming.....	(f)	CE	B	G	G	A	G	G	B	G	(f)	(b-14)	(b-14)
Guam.....	(f)	G	G	(f)	G	CS	CS	(f)	CS	G	(f)	CS	CS
Puerto Rico.....	(f)	GS	(f)	(f)	GS	A	GS	A	A	GS	(f)	(b-14)	GS
Virgin Islands.....	(f)	GS	B	(f)	GS	GS	GS	(f)	AG	GS	CS	GS	AG

(a) The Speaker of the Senate is elected by the State Senate from among its membership, and by statute is Lieutenant Governor.

(b) Chief administrative official or agency in charge of function:

- (b-1) Lieutenant Governor
- (b-2) Finance or Administration
- (b-3) Comptroller, Controller
- (b-4) Secretary of State
- (b-5) Tax Commissioner
- (b-6) Auditor
- (b-7) Budget
- (b-8) Treasurer
- (b-9) Overall revenue and/or taxation
- (b-10) Economic Development-Planning
- (b-11) Health
- (b-12) Labor

(b-13) Social Services

(b-14) Conservation-Natural Resources-Environmental Protection

- (b-15) Corrections
- (b-16) Highways-transportation/public works and buildings
- (b-17) Police, Public Safety
- (b-18) Attorney General
- (b-19) Adjutant General

(c) The following States have a constitutionally elected official with the title Auditor who does not perform the post-audit function: Arkansas, Idaho, Indiana, Minnesota (the Auditor [CE] does local government audits), Montana, South Dakota and West Virginia.

(d) The State Examiner and Inspector (CE) and the Fiscal Services Division, Legislative Council (L) perform the post-audit function. The Auditor (CE) issues warrants but does not post-auditing.

STATE ADMINISTRATIVE OFFICIALS:
METHODS OF SELECTION*—Concluded

State or other jurisdiction	Environmental protection	Agriculture	Public works and buildings	Highways	Police	Public safety	Adjutant general	Civil defense	Economic development	Banking	Insurance	Public utility regulation
Alabama.....	(b-14)	CE	(b-16)	G	(b-17)	G	G	G	G	G	G	SE
Alaska.....	(b-14)	A	GB	GB	(b-17)	GB	GB	A	GB	A	A	GB
Arizona.....	(d)	B	AG	B	(f)	GS	GS	G	GS	GS	GS	CE
Arkansas.....	AG	AG	B	B	GS	GS	GS	AG	GS	AG	AG	GS
California.....	(d)	GS	GS	(b-16)	GS	(f)	GS	GS	GS	GS	GS	GS
Colorado.....	(b-11)	G	CS	CS	CS	(b-17)	G	G	CS	CS	CS	GS
Connecticut.....	GE	GE	GE	GE	G	B	G	G	GE	GE	GE	GE
Delaware.....	(b-14)	GS	AG	GS	AG	GS	GS	AG	GS	B	CE	GS
Florida.....	BG	CE	A	GS	GCS	GOC	GS	A	A	(b-3)	(b-8)	B
Georgia.....	A	CE	(f)	B	A	BG	G	(b-19)	CS	G	(b-3)	CE
Hawaii.....	(b-11)	GS	(b-3)	GS	None	None	GS	(b-19)	(b-10)	GS	GS	GS
Idaho.....	(b-11)	GS	GS	B	GS	(f)	GS	GS	GS	GS	GS	GS
Illinois.....	GS	GS	B	GS	A	GS	G	GS	GS	GS	GS	GS
Indiana.....	G	(b-1)	G	G	G	(f)	G	G	G	G	G	G
Iowa.....	GS	SE	A	B	A	GS	GC	GC	GS	GS	GS	GS
Kansas.....	CS	B	AS	GS	G	(f)	GS	CS	B	GS	SE	GS
Kentucky.....	G	CE	(b-2)	G	G	(b-17)	G	AG	G	G	G	G
Louisiana.....	G	CE	GS	B	A	GS	GS	G	B	GS	CE	B
Maine.....	GC	GC	AGC	GC	(b-17)	GC	G	AGC	GC	AGC	AGC	GC
Maryland.....	B	GS	B	GS	(b-15)	(b-15)	GS	AG	GS	AG	AG	G
Massachusetts.....	G	AG	G	(b-16)	(b-17)	G	G	G	G	G	G	GC
Michigan.....	(b-14)	B	CS	B	GS	(b-17)	GS	(b-17)	GS	CS	CS	GS
Minnesota.....	B	GS	A	CS	A	GS	G	A	CS	CS	CS	G
Mississippi.....	B	SE	B	SE	GS	CS	G	G	G	G	SE	SE
Missouri.....	(f)	GS	A	B	GS	(b-17)	G	(b-19)	BG	GS	GS	CS
Montana.....	A	G	A	G	A	(b-18)	G	A	(b-10)	A	(b-6)	SE
Nebraska.....	G	G	G	G	G	(f)	G	(b-19)	G	G	G	CE
Nevada.....	CS	BG	B	B	CS	CS	G	G	AG	AG	AG	G
New Hampshire.....	GC	GC	GC	(b-16)	GC	(b-17)	GC	(b-19)	GC	GC	GC	GC
New Jersey.....	GS	BG	A	GS	GS	(b-17)	A	G	A	GS	GS	GS
New Mexico.....	A	B	(f)	B	B	(b-17)	G	(b-19)	B	GS	B	GS
New York.....	G	GS	A	GS	GS	(b-17)	G	(f)	GS	GS	GS	GS
North Carolina.....	B	CE	G	G	A	A	G	G	A	G	CE	G
North Dakota.....	(b-11)	CE	G	G	G	(b-17)	G	A	G	GS	CE	CE
Ohio.....	GS	GS	GS	GS	(b-17)	GS	G	A	GS	GS	GS	GS
Oklahoma.....	B	GD	GS	B	AB	GS	GS	GS	G	GS	CE	CE
Oregon.....	G	GD	(b-2)	B	B	(b-17)	G	G	B	B	G	G
Pennsylvania.....	GS	GS	GS	GS	GS	(b-17)	GS	B	GS	GS	G	GS
Rhode Island.....	(f)	A	GS	G	G	(f)	G	G	G	G	G	GS
South Carolina.....	(j)	SE	B	B	GD	(b-17)	CE	GS	B	B	GD	L
South Dakota.....	GS	GS	A	GS	(b-17)	GS	GS	GS	AG	AG	AG	SE
Tennessee.....	A	G	A	G	(b-17)	G	G	A	G	G	G	SE
Texas.....	(f)	SE	B	B	(b-17)	B	CS	(b-17)	B	BS	BS	CE
Utah.....	A	GS	BG	BG	A	GS	G	G	GS	GS	GS	GS
Vermont.....	CS	G	A	G	(b-17)	G	SL	A	B	GS	GS	CS
Virginia.....	B	GS	GB	GB	GB	(b-17)	GB	G	GB	B	B	L
Washington.....	GS	GS	(b-2)	B	(b-17)	G	G	GS	GS	A	SE	CS
West Virginia.....	(f)	CE	(f)	GS	(b-17)	GS	CS	GS	GS	GS	GS	CS
Wisconsin.....	CS	B	CS	GS	(b-16)	(b-16)	G	GS	GS	GS	GS	CS
Wyoming.....	G	G	GD	B	AB	G	G	G	G	GS	G	GS
Guam.....	CS	G	G	CS	CS	G	None	CS	CS	CS	CS	G
Puerto Rico.....	(f)	GS	G	(b-16)	G	(b-17)	GS	GS	GS	N.A.	G	GS
Virgin Islands.....	AG	GS	GS	AG	AG	GS	None	AG	(f)	AG	AG	AG

(e) Tennessee: the Comptroller of the Treasury (CL) performs the post-audit function; Georgia: major functions of the Controller General (CE) are insurance commissioner, small loans commissioner, and fire marshal. The pre-audit function is performed by individual agency accounting departments.

(f) No single agency or official.

(g) The Budget and Control Board composed of the Governor (chairman), State Treasurer, Comptroller General, Chairman of Senate Finance Committee and Chairman of House Ways and Means Committee handles this function.

(h) The elected Superintendent of Public Instruction will be replaced in 1975 by a State Board of Education.

(i) This is the term used for an umbrella agency or department. The functions under the jurisdiction of this agency may include welfare, health, mental health and retardation, corrections and other social oriented programs.

(j) Executive Director (B), Water Resources Commission; Executive Director (B), Land Resources Conservation Commission; and State Forester (B), State Forestry Commission all share responsibility.

STATE BUDGETARY PRACTICES

<i>State or other jurisdiction</i>	<i>Budget-making authority</i>	<i>Official or agency preparing budget</i>	<i>Date estimates must be submitted by dept. or agencies</i>	<i>Date submitted to Legislature</i>	<i>Power of Legislature to change budget*</i>	<i>Power of item veto by Governor†</i>	<i>Fiscal year begins</i>	<i>Frequency of budget</i>
ALABAMA.....	Governor	Division of the Budget in Dept. of Finance	Feb. 1 preceding each regular session	By the 5th day regular business session	Unlimited	Yes	Oct. 1	Biennial (a)
ALASKA.....	Governor	Division of Budget and Management, Dept. of Administration	Oct. 1	3rd legislative day of session	Unlimited	Yes	July 1	Annual
ARIZONA.....	Governor	Dept. of Administration	Sept. 1 each year	By the 5th day of regular session	Unlimited	Yes	July 1	Annual
ARKANSAS.....	Legislative Council	Office of Budget, Dept. of Finance and Administration	Sept. 1 in even years	Date of convening session	Unlimited	Yes	July 1	Biennial (a)
CALIFORNIA.....	Governor	Budget Division, Dept. of Finance	Oct. 1	Jan. 10	Unlimited	Yes	July 1	Annual
COLORADO.....	Governor	State Budget Director, Executive Budget Office, Dept. of Administration	Aug. 1-15	10th day of session	Unlimited	Yes	July 1	Annual
CONNECTICUT.....	Governor	Managing Director, Planning & Budgeting Div., Dept. of Finance and Control	Sept. 1	1st session day after Feb. 14	Unlimited	Yes	July 1	Annual
DELAWARE.....	Governor	Office of Budget Director	Sept. 15; schools, Oct. 15	By 5th day of session	Unlimited	Yes	July 1	Annual
FLORIDA.....	Governor	Div. of Budget, Dept. of Administration	Nov. 1 each year	30 days prior to regular session	Unlimited	Yes	July 1	Annual
GEORGIA.....	Governor	Budget Div., Office of Planning & Budget	Sept. 1	By 5th day of session or sooner	Unlimited	Yes	July 1	Annual
HAWAII.....	Governor	Budget, Planning and Management Division, Dept. of Budget and Finance	July 31, even years	3rd Wed. in Jan. of odd years, 20 days in advance to members of Legislature	Unlimited	Yes	July 1	Biennial(a,b)
IDAHO.....	Governor	Administrator, Division of the Budget	Aug. 15 before Jan. session	Not later than 5th day of session.	Unlimited	Yes	July 1	Annual
ILLINOIS.....	Governor	Bureau of the Budget	Specific date for each agency set by Bureau of the Budget	First Wed. in March	Unlimited	Yes	July 1	Annual
INDIANA.....	Governor	Budget Agency(c)	Sept. 1 in even years, flexible policy	Within the 1st two weeks after the session convenes (d)	Unlimited	No	July 1	Biennial(a)
IOWA.....	Governor	Comptroller	Sept. 1	Feb. 1 or before	Unlimited	Yes	July 1	Biennial (a)
KANSAS.....	Governor	Div. of the Budget, Dept. of Administration	Sept. 15 before even-year sessions; Oct. 1 before odd-year sessions	Within 3 weeks after convening of session in odd years and within 2 days after convening of session in even years	Unlimited	Yes	July 1	Annual

KENTUCKY.....	Governor	Office for Policy & Management, Exec. Dept. for Finance & Administration	Oct. 15	As Governor desires	Unlimited	Yes	July 1	Biennial(a)
LOUISIANA.....	Governor	Director, Budget & Management, Div. of Administration	Jan. 15 before annual session.	Not later than seventh day of each regular session. New Governor-elect, five-day grace period	Unlimited	Yes	July 1	Annual
MAINE.....	Governor	Bureau of the Budget, Dept. of Finance and Administration	Sept. 1 in even years	End of 2nd week of session or before	Unlimited	No	July 1	Biennial(a)
MARYLAND.....	Governor	Secretary, Dept. of Budget and Fiscal Planning	Sept. 1	3rd Wed. of Jan., annually	Limited: Legislature may decrease but not increase except for own operating budget	Yes, supplementary appropriation bills	July 1	Annual
MASSACHUSETTS..	Governor	Budget Director, Div. of Fiscal Affairs, Executive Office for Administration and Finance	Set by administrative action	Within 3 weeks after convening of the General Court	Unlimited	Yes	July 1	Annual
MICHIGAN.....	Governor	Budget and Program Analysis Div., Dept. of Management & Budget	Set by administrative action	10th day of session	Unlimited	Yes	July 1	Annual
MINNESOTA.....	Governor	Budget and Organization Division, Dept. of Administration	Oct. 1 preceding convening of Legislature	Within 3 weeks after inauguration of Governor	Unlimited	Yes	July 1	Biennial(a)
MISSISSIPPI.....	Commission of Budget and Accounting(e) Governor	Commission of Budget and Accounting	Aug. 1 preceding convening of Legislature	Dec. 15	Unlimited	Yes	July 1	Annual
MISSOURI.....	Governor	Div. of Budget, Office of Administration	Oct. 1	By the 30th day	Unlimited	Yes	July 1	Annual
MONTANA.....	Governor	Bureau of the Budget, Dept. of Administration	Aug. 1 of year before each session	1st day of session	Unlimited	Yes	July 1	Biennial(a)
NEBRASKA.....	Governor	Budget Administrator, Dept. of Administrative Services	Not later than Sept. 15	30th day of regular session	Limited: three-fifths vote required to increase Governor's recommendations; majority vote required to reject or decrease such items	Yes	July 1	Annual
NEVADA.....	Governor	Budget Director, Budget Division, Dept. of Administration	Sept. 1	10th day of session or before	Unlimited	No	July 1	Biennial(a)
NEW HAMPSHIRE..	Governor	Comptroller, Dept. of Administration and Control	Oct. 1 in even years	Feb. 15 in odd years	Unlimited	No	July 1	Biennial(a)
NEW JERSEY.....	Governor	Director of Division of Budget and Accounting of Dept. of the Treasury	Oct. 1	Third Tuesday after opening of session	Unlimited	Yes	July 1	Annual
NEW MEXICO.....	Governor	Budget Division, Dept. of Finance and Administration	Sept. 1	On or before 25th day of regular session	Unlimited	Yes	July 1	Annual

STATE BUDGETARY PRACTICES—Concluded

<i>State or other jurisdiction</i>	<i>Budget-making authority</i>	<i>Official or agency preparing budget</i>	<i>Date estimates must be submitted by dept. or agencies</i>	<i>Date submitted to Legislature</i>	<i>Power of Legislature to change budget*</i>	<i>Power of item veto by Governor†</i>	<i>Fiscal year begins</i>	<i>Frequency of budget</i>
NEW YORK.....	Governor	Division of Budget, Executive Dept.	Early in Sept.	Second Tuesday fol- lowing the first day of the annual ses- sion, except on or before Feb. 1 in years following gu- bernatorial election 1st week of session	Limited: May strike out items, reduce items or add sepa- rate items of expen- diture	Yes	April 1	Annual
NORTH CAROLINA.	Governor	Office of State Bud- get, Dept. of Admin- istration	Sept. 1 preceding session		Unlimited	No	July 1	Biennial(a)
NORTH DAKOTA...	Governor	Director, Dept. of Accounts and Pur- chases	July 15 in even years; may extend 45 days	December 1, prior to biennial session	Unlimited	Yes	July 1	Biennial
OHIO.....	Governor	Office of Budget & Management	Nov. 1	3rd week in Jan. in odd years unless change in Governor; then Mar. 15	Unlimited	Yes	July 1	Biennial(a)
OKLAHOMA	Governor	Director of State Fi- nance, Div. of Bud- get	September 1	Immediately after convening of regu- lar legislative session; an incoming Gover- nor, following inau- gural	Unlimited	Yes	July 1	Annual
OREGON.....	Governor	Budget Division, Executive Dept.	Sept. 1 in even year preceding legislative year	Dec. 1 in even year preceding legislative year	Unlimited	Yes	July 1 in odd years	Biennial
PENNSYLVANIA....	Governor	Budget Secretary, Governor's Office of Administration	Nov. 1, each year	As soon as possible after organization of General Assembly	Unlimited	Yes	July 1	Annual
RHODE ISLAND....	Governor	Division of Budget, Department of Ad- ministration	Sept. 1	24th day of session	Unlimited	No	July 1	Annual
SOUTH CAROLINA.	State Budget and Control Board(f)	Finance Division of State Budget and Control Board	Sept. 15 or discretion of Board	2nd Tues. in Jan.	Unlimited	Yes	July 1	Annual
SOUTH DAKOTA....	Governor	State Budget Officer	Oct. 15	5 days before session	Unlimited	Yes	July 1	Annual
TENNESSEE.....	Governor	Budget Div., Dept. of Finance & Ad- ministration	Dec. 1	Jan. 14 or before un- less change in Gover- nor; then Mar. 1 or before	Unlimited	Yes	July 1	Annual
TEXAS.....	Governor, Legis- lative Budget Board	Exec. Budget Direc- tor, Office of Gover- nor; Legislative Bud- get Board	Date set by Budget Director and Legisla- tive Board	5th day of session or before	Unlimited	Yes	Sept. 1	Biennial(a)
UTAH.....	Governor	Division of Budget, Dept. of Finance	Sept. 15	After convening of Legislature, 3 days regular session; 1 day budget session	Unlimited	Yes	July 1	Annual
VERMONT.....	Governor	Commissioner, Dept. of Budget & Man- agement; Agency for Administration	Sept. 1	3rd Tues. in Jan.	Unlimited	No	July 1	Annual

VIRGINIA.....	Governor	Director, Division of the Budget, Office of Administration	Aug. 15 in odd years	Within 5 days after conv. of regular session on 2nd Wed. in Jan. in even years	Unlimited	Yes	July 1	Biennial(a)
WASHINGTON.....	Governor	Director, Office of Program Planning and Fiscal Management	Date set by Governor	20th day of December prior to session	Unlimited	Yes	July 1	Biennial
WEST VIRGINIA...	Governor	Division of Budget, Dept. of Finance and Administration	Aug. 15	10 days after convening of session or before	Limited: May not increase items of budget bill except appropriations for Legislature and judiciary	Yes	July 1	Annual
WISCONSIN.....	Governor	Bureau of Planning and Budget, Dept. of Administration	Date set by Director, Bureau of Planning and Budget	Feb. 1 in odd years or before	Unlimited	Yes	July 1	Biennial(a)
WYOMING.....	Governor	Dept. of Administration and Fiscal Control	Oct. 1 preceding session in Jan.	Within 5 days after beginning of session	Unlimited	Yes	July 1 in odd years	Biennial
DISTRICT OF COLUMBIA.....	Mayor-Commissioner	Office of Budget and Financial Management	Date set by Mayor-Commissioner	(g)	Unlimited	Yes	July 1	Annual
AMERICAN SAMOA.	Governor	Planning & Budget Office	July 1	August	Recommend only	Yes	July 1	...
GUAM.....	Governor	Bureau of Planning, Budgeting and Management Research	Date set by Director, Bureau of Budget and Management Research. Usually not later than Oct. 3	2nd Mon. in Jan.; opening day of regular session	Unlimited	Yes	July 1	Annual
PUERTO RICO.....	Governor	Bureau of the Budget	Date set by Budget Director. Usually not later than Sept. 30	2nd Mon. in Jan.; opening day of regular session	Unlimited	Yes	July 1	Annual
VIRGIN ISLANDS...	Governor	Director of the Budget	Set by Budget Director	Upon convening	Unlimited	Yes	July 1	Annual

*Limitations listed in this column relate to legislative power to increase or decrease budget items generally. Specific limitations, such as constitutionally earmarked funds or requirement to enact revenue measures to cover new expenditure items, are not included.

†See table "Legislative Procedure: Executive Action," page 80, for further details of item veto power in some States.

(a) The budget is adopted biennially, but appropriations are made for each year of the biennium separately. Minnesota: a few appropriations are made for the biennium; Montana: supplemental appropriations are considered by the Legislature annually; Virginia: increases or decreases may be made in the second legislative session; Wisconsin: statutes authorize an annual budget review, and the Governor may in even years recommend changes.

(b) Increases or decreases may be made in even-year sessions.

(c) Budget Committee serves in advisory capacity.

(d) Convenes on 1st Thursday after 1st Monday in Jan. in odd years.

(e) Composition of Commission: Governor as ex officio Chairman, Lt. Governor, Chairman House Ways and Means Committee, Chairman House Appropriations Committee, Chairman Senate Finance Committee, President Pro Tem of Senate, Chairman Senate Appropriations Committee, one member of Senate appointed by Lt. Governor, Speaker of House, two House members appointed by the Speaker.

(f) Composition of Board: Governor as Chairman, Treasurer, Comptroller General, Chairman Senate Finance Committee, Chairman House Ways and Means Committee.

(g) As determined by the Office of Management and Budget, Executive Office of the President, for inclusion within the President's Federal Budget to be forwarded to Congress on February 20.

THE BOOK OF THE STATES
AGENCIES ADMINISTERING MAJOR STATE TAXES*
 As of January 1, 1974

<i>State or other jurisdiction</i>	<i>Income</i>	<i>Sales</i>	<i>Gasoline</i>	<i>Motor Vehicle</i>
Alabama	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Alaska	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Arizona	Tax Com. (a)	Tax Com. (a)	Highway Dept.	Highway Dept. (b)
Arkansas	Dept. Fin. & Adm.	Dept. Fin. & Adm.	Dept. Fin. & Adm.	Dept. Fin. & Adm.
California	Fran. Tax Bd.	Bd. of Equal.	Bd. of Equal.	Dept. Mot. Veh.
Colorado	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Connecticut	Tax Comr.	Tax Comr.	Tax Comr.	Comr. Mot. Veh.
Delaware	Div. of Rev.	Dept. Pub. Sfty.	Dept. Pub. Sfty.	Comr. Mot. Veh.
Florida	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Div. Mot. Veh.
Georgia	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Hawaii	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	County Treasr.
Idaho	Tax Com.	Tax Com.	Tax Com.	Dept. of Law Enf.
Illinois	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Sec. of State
Indiana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Bur. Mot. Veh.
Iowa	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. Pub. Sfty.
Kansas	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Kentucky	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Louisiana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Maine	Bur. of Tax.	Bur. of Tax.	Bur. of Tax.	Sec. of State
Maryland	Comptroller	Comptroller	Comptroller	Comr. Mot. Veh.
Massachusetts	Comr. Corp. & Tax.	Comr. Corp. & Tax.	Comr. Corp. & Tax.	Reg. Mot. Veh.
Michigan	Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	Sec. of State
Minnesota	Dept. of Rev.	Dept. of Rev.	Mot. Veh. Compt.	Sec. of State
Mississippi	Tax Com.	Tax Com.	Dept. of Rev.	Mot. Veh. Compt.
Missouri	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Montana	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Reg. Mot. Veh.
Nebraska	Tax Comr.	Tax Comr.	Tax Comr.	Dept. Mot. Veh.
Nevada	Tax Com.	Tax Com.	Tax Com.	Dept. Mot. Veh.
New Hampshire	Dept. Rev. Adm.	Dept. of Treas.	Comr. Mot. Veh.	Comr. Mot. Veh.
New Jersey	Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	Dept. Law & Pub. Sfty.
New Mexico	Bur. of Rev.	Bur. of Rev.	Bur. of Rev.	Dept. Mot. Veh.
New York	Dept. Tax. & Fin.	Dept. Tax. & Fin.	Dept. Tax. & Fin.	Dept. Mot. Veh.
North Carolina	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. Mot. Veh.
North Dakota	Tax Comr.	Tax Comr.	Tax Comr.	Dept. Mot. Veh.
Ohio	Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	Reg. Mot. Veh.
Oklahoma	Tax Com.	Tax Com.	Tax Com.	Tax Com.
Oregon	Dept. of Rev.	Dept. of Rev.	Dept. Mot. Veh.	Dept. Mot. Veh.
Pennsylvania	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Rhode Island	Dept. of Adm.	Dept. of Adm.	Dept. of Adm.	Reg. Mot. Veh.
South Carolina	Tax Com.	Tax Com.	Tax Com.	Highway Com.
South Dakota	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. Mot. Veh.
Tennessee	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.
Texas	Tax Com.	Comptroller	Comptroller	Highway Dept.
Utah	Tax Com.	Tax Com.	Tax Com.	Tax Com.
Vermont	Comr. of Taxes	Comr. of Taxes	Comr. of Taxes	Mot. Veh. Dept.
Virginia	Dept. of Tax.	Dept. of Tax.	Div. Mot. Veh.	Div. Mot. Veh.
Washington	Dept. of Rev.	Dept. of Rev.	Dept. Mot. Veh.	Dept. Mot. Veh.
West Virginia	Tax Dept.	Tax Dept.	Tax Dept.	Dept. Mot. Veh.
Wisconsin	Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	Mot. Veh. Dept.
Wyoming	Dept. of Rev.	Dept. Rev. & Tax.	Dept. Rev. & Tax.	Dept. Rev. & Tax.
District of Columbia	Dept. Fin. & Rev.	Dept. Fin. & Rev.	Dept. Fin. & Rev.	Dept. Fin. & Rev.

*Prepared by the Federation of Tax Administrators:
 (a) Effective July 1, 1974, Department of Revenue, established by 1973 legislation, assumes these functions.

(b) Effective July 1, 1974, new Department of Transportation assumes this function.

AGENCIES ADMINISTERING MAJOR STATE TAXES*

As of January 1, 1974

<i>Tobacco</i>	<i>Death</i>	<i>Alcoholic Bev.</i>	<i>No. of Agencies</i>	<i>State or other jurisdiction</i>
Dept. of Rev.	Dept. of Rev.	Al. Bev. Con. Bd.	2	..... Alabama
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Alaska
Tax Com.(a)	Treasurer(a)	Tax Com.(a)	3	..... Arizona
Dept. Fin.&Adm.	Dept. Fin.&Adm.	Dept. Fin.&Adm.	1	..... Arkansas
Bd. of Equal.	Controller	Bd. of Equal.	4	..... California
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Colorado
Tax Comr.	Tax Comr.	Tax Comr.	2	..... Connecticut
Div. of Rev.	Div. of Rev.	Div. of Rev.	3	..... Delaware
Dept. Bus. Regln.	Dept. of Rev.	Dept. Bus. Regln.	3	..... Florida
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Georgia
Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2	..... Hawaii
Tax Com.	Tax Com.	Tax Com.	2	..... Idaho
Dept. of Rev.	Atty. Gen.	Dept. of Rev.	3	..... Illinois
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... Indiana
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... Iowa
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Kansas
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Kentucky
Dept. of Rev.	Local	Dept. of Rev.	2	..... Louisiana
Bur. of Tax.	Bur. of Tax.	Liquor Com.	3	..... Maine
Comptroller	Local	Comptroller	3	..... Maryland
Comr. Corp. & Tax.	Comr. Corp. & Tax.	Comr. Corp. & Tax.	2	..... Massachusetts
Dept. of Treas.	Dept. of Treas.	Liquor Con. Com.	3	..... Michigan
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... Minnesota
Tax Com.	Tax Com.	Tax Com.	2	..... Mississippi
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Missouri
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... Montana
Tax Comr.	Tax Comr.	Liquor Con. Com.	3	..... Nebraska
Tax Com.	Tax Com.	Tax Com.	2	..... Nevada
Dept. Rev. Adm.	Dept. Rev. Adm.	Liquor Com.	3	..... New Hampshire
Dept. of Treas.	Dept. of Treas.	Dept. of Treas.	2	..... New Jersey
Bur. of Rev.	Bur. of Rev.	Bur. of Rev.	2	..... New Mexico
Dept. Tax. & Fin.	Dept. Tax. & Fin.	Dept. Tax. & Fin.	2	..... New York
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... North Carolina
Tax Comr.	Tax Comr.	Treasurer	3	..... North Dakota
Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2	..... Ohio
Tax Com.	Tax Com.	Tax Com.	1	..... Oklahoma
Dept. of Rev.	Dept. of Rev.	Liquor Con. Com.	3	..... Oregon
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Pennsylvania
Dept. of Adm.	Dept. of Adm.	Dept. of Adm.	2	..... Rhode Island
Tax Com.	Tax Com.	Tax Com.	2	..... South Carolina
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... South Dakota
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	1	..... Tennessee
Comptroller	Comptroller	Liquor Con. Bd.	3	..... Texas
Tax Com.	Tax Com.	Tax Com.	1	..... Utah
Comr. of Taxes	Comr. of Taxes	Comr. of Taxes	2	..... Vermont
Dept. of Tax.	Dept. of Tax.	Dept. of Tax.	2	..... Virginia
Dept. of Rev.	Dept. of Rev.	Liquor Con. Bd.	3	..... Washington
Tax Dept.	Tax Dept.	Liquor Con. Com.	3	..... West Virginia
Dept. of Rev.	Dept. of Rev.	Dept. of Rev.	2	..... Wisconsin
Dept. Rev.&Tax.	Dept. Rev.&Tax.	Liquor Com.	2	..... Wyoming
Dept. Fin. & Rev.	Dept. Fin. & Rev.	Dept. Fin. & Rev.	1	District of Columbia

ELEMENTS OF STATE FINANCIAL ORGANIZATION

Officials or Agencies in Charge of Specified Aspects

<i>State or other jurisdiction</i>	<i>Preparation of budget</i>	<i>Special budget review agency in legislative branch</i>	<i>Determination of nature of accounting system</i>	<i>Budgetary and related accounting controls</i>	<i>Voucher approval and pre-audit</i>	<i>Warrant issuance (a)</i>	<i>Actual payment of warrants</i>	<i>Post-audit</i>
ALABAMA	Governor and Finance Director (G)	Legislative Fiscal Consultant, Senate Finance and Taxation and House Ways and Means Committees (L)	Dept. of Examiners of Public Accounts (L)(b)	Finance Director (G)	Comptroller (c) and State Auditor (E)	Comptroller (c)	Treasurer (E)	State Auditor (E) and Chief Examiner of Dept. of Examiners of Public Accounts (L)
ALASKA	Governor and Dept. of Administration (d)	Legislative Budget and Audit Committee (L)	Div. of Finance, Dept. of Administration (d)	Dept. of Administration (d)	Dept. of Administration (d)	Dept. of Administration (d)	Div. of Finance, Dept. of Administration (d)	Division of Legislative Audit (L) and Div. of Internal Audit, Dept. of Administration (d)
ARIZONA	Governor and Dept. of Administration (G)	Joint Legislative Budget Committee (L)	Div. of Accounts and Controls, Dept. of Administration (G)	Budget Director, Dept. of Administration (G)	Dept. of Administration (G)	Dept. of Administration (G)	Treasurer (E)	Auditor General (L)
ARKANSAS	Governor, Director of Dept. of Finance and Administration and its Office of Budget (G)	Bureau of Legislative Research (L)	Administrator, Office of Accounting, Dept. of Finance and Administration (d)	Dept. of Finance and Administration (d)	Auditor (E), Pre-Audit Section, Office of Accounting, Dept. of Finance and Administration (d)	Auditor (E)	Treasurer (E)	Legislative Joint Auditing Committee (L)
CALIFORNIA	Governor and Finance Director (G)	Joint Legislative Budget Committee (L)	Finance Director (G)	Finance Director (G)	Controller (E)	Controller (E)	Treasurer (E)	Auditor General (L) and Audits Division of Dept. of Finance (d) and Controller (E)
COLORADO	Governor and Executive Budget Office (G)	Joint Budget Committee (L)	Director of Dept. of Administration (G)	Controller (CS)	Controller (CS)	Controller (CS)	Treasurer (E)	Auditor (L)
CONNECTICUT	Governor; Managing Director, Planning and Budgeting Division (CS)	Office of Fiscal Analysis (L)	Comptroller (E)	Commissioner of Finance and Control (G)	Comptroller (E)	Comptroller (E)	Treasurer (E)	Auditors of Public Accounts (L) and Program Review Committee (L)
DELAWARE	Governor and Budget Director (G)	Joint Legislative Finance Committee (L)	Budget Director (G)	Secretary, Dept. of Finance (G)	Budget Director (G) and Secretary, Dept. of Finance (G)	Secretary, Dept. of Finance (G)	Treasurer (E)	Auditor of Accounts (E)
FLORIDA	Governor and Dept. of Administration (G)	House Appropriations and Senate Ways and Means Committees (L)	Auditor (L) and Secretary, Dept. of Administration (G)	Secretary of Dept. of Administration (G) and Comptroller (E)	Comptroller (E)	Comptroller (E)	Treasurer (E)	Legislative Auditing Committee (L) and Auditor (L)

GEORGIA	Governor and Budget Director (CS)	Office of Legislative Budget Analyst (L)	Auditor (L)	Commissioner, Dept. of Administrative Services (G)	Commissioner, Dept. of Administrative Services (G)	Commissioner, Dept. of Administrative Services (G)	Fiscal Division, Dept. of Administrative Services (CS)	Auditor (L)
HAWAII	Governor and Finance Director (G)	Legislative Auditor (L)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Director of Finance (G)	Legislative Auditor (L)
IDAHO	Governor and Administrator, Division of the Budget (d)	Joint Finance Appropriations Committee of the Legislative Auditor (L)	Auditor (E)	State Board of Examiners (e)	Auditor (E)	Auditor (E)	Treasurer (E)	Legislative Auditor (L)
ILLINOIS	Governor and Budget Bureau (G)	Fiscal and Economic Commission (L), Senate and House Appropriations Committees (L)	Comptroller (E)	Dept. of Finance (G)	Finance Director (G) (f), and Comptroller (E)	Comptroller (E)	Treasurer (E)	Auditor General (L)
INDIANA	State Budget Agency (G) and Budget Committee (g)	Senate Finance Committee (L), House Ways and Means Committee (L), and Legislative Council (L)	State Board of Accounts (G)	State Budget Agency (G) (h) and Auditor (E)	Auditor (E)	Auditor (E)	Treasurer (E)	State Examiner (G)
IOWA	Governor and Budget Dept., Office of Comptroller (G)	Legislative Fiscal Bureau of the Legislative Fiscal Committee of the Legislative Council (L)	Auditor (E) and Comptroller (G)	Comptroller (G)	Comptroller (G)	Comptroller (G)	Treasurer (E)	Auditor (E)
KANSAS	Governor and Division of the Budget, Dept. of Administration (i)	Legislative Budget Committee of Legislative Coordinating Council (L)	Division of Accounts and Reports, Department of Administration (j)	Division of Accounts and Reports, Department of Administration (j)	Division of Accounts and Reports, Department of Administration (j)	Division of Accounts and Reports, Department of Administration (j)	Treasurer (E)	Legislative Post Auditor (L)
KENTUCKY	Governor; Commissioner of Executive Dept. for Finance and Administration (G); Executive Director, Office for Policy and Management (k)	Joint Appropriations and Revenue Committee of the Legislative Research Commission (L)	Commissioner, Executive Dept. for Finance and Administration (G)	Commissioner, Executive Dept. for Finance and Administration (G); Executive Director, Office for Policy and Management (k)	Division of Accounts, Executive Dept. for Finance and Administration (k)	Commissioner, Executive Dept. for Finance and Administration (k)	Treasurer (E)	Auditor (E), Legislative Auditor (L)
LOUISIANA	Governor, Commissioner of Administration (G) and Budget Section (i)	Legislative Fiscal Office (L)	Accounting Division of Division of Administration (i)	Commissioner of Administration (G) and Budget Division (i)	At agency level	Comptroller (E)	Treasurer (E)	Legislative Auditor (L)
MAINE	Governor and Budget Officer (l)	Joint Committee on Appropriations and Financial Affairs (L) and Legislative Finance Officer (L)	Controller in Dept. of Finance and Administration (l)	Controller in Dept. of Finance and Administration (l)	Controller in Dept. of Finance and Administration (l)	Controller in Dept. of Finance and Administration (l)	Treasurer (L)	Auditor (L)

ELEMENTS OF STATE FINANCIAL ORGANIZATION—Continued
Officials or Agencies in Charge of Specified Aspects

<i>State or other jurisdiction</i>	<i>Preparation of budget</i>	<i>Special budget review agency in legislative branch</i>	<i>Determination of nature of accounting system</i>	<i>Budgetary and related accounting controls</i>	<i>Voucher approval and pre-audit</i>	<i>Warrant issuance (a)</i>	<i>Actual payment of warrants</i>	<i>Post-audit</i>
MARYLAND.....	Governor and Secretary, Dept. of Budget and Fiscal Planning (G)	Division of Budget Review, Dept. of Fiscal Services (L)	Comptroller (E)	Secretary, Dept. of Budget and Fiscal Planning (G)	Comptroller (E)	Comptroller (E)	Treasurer (E)	Legislative Auditor, Dept. of Fiscal Services (L)
MASSACHUSETTS	Governor and Budget Director in Executive Office for Administration and Finance (I)	House and Senate Ways and Means Committees (L)	Comptroller (G)	Executive Office for Administration and Finance (G)	Comptroller (G)	Comptroller (G)	Treasurer (E)	Auditor (E) and Legislative Post Audit and Oversight Bureau (L)
MICHIGAN.....	Governor and Budget Director (G)	Joint Capital Outlay Subcommittee, House Fiscal Agency (L) and Legislative Fiscal Agency (L)	Accounting Division, Dept. of Management and Budget (CS)	Budget and Program Analysis Division and Accounting Division, Dept. of Management and Budget (CS)	At agency level and Accounting Division, Dept. of Management and Budget (CS)	Treasurer (G) and Accounting Division, Dept. of Management and Budget (CS)	Treasurer (G)	Auditor General (L)
126 MINNESOTA.....	Governor, Commissioner of Administration (G); Commissioner of Finance (G)	House Appropriations Committee, Senate Finance Committee (L)	Commissioner of Finance (G)	Commissioner of Finance (G)	Commissioner of Finance (G)	Commissioner of Finance (G)	Treasurer (E)	Legislative Auditor (L)
MISSISSIPPI.....	Commission of Budget and Accounting (n)	(n)	Auditor (E), Commission of Budget and Accounting (n)	Commission of Budget and Accounting (n)	Auditor (E)	Auditor (E) and Director, Commission of Budget and Accounting	Treasurer (E)	Auditor (E) and Joint Legislative Committee on Performance Evaluation and Expenditure Review (L)
MISSOURI.....	Governor, Commissioner of Administration (G)	Legislative Committee on State Fiscal Affairs (L)	Auditor (E) and Commissioner of Administration (G)	Commissioner of Administration (G)	Commissioner of Administration (G)	Commissioner of Administration (G)	Treasurer (E)	Auditor (E)
MONTANA.....	Governor and Chief, Budget Bureau, Dept. of Administration (CS) (o)	None	Auditor (E), Director, Dept. of Administration (G)	Director, Dept. of Administration (G)	At agency level and Director, Dept. of Administration (G)	Auditor (E)	Treasurer (E)	Legislative Auditor (L)
NEBRASKA.....	Governor and State Budget Administrator, Dept. of Administrative Services (p)	Legislative Fiscal Analyst of Legislative Council and Legislative Budget Committee (L)	State Budget Administrator and Accounting Administrator of Dept. of Administrative Services (p)	State Budget Administrator of Dept. of Administrative Services (p)	All department heads, and State Budget and Accounting Administrators of Dept. of Administrative Services (p)	Director of Administrative Services (G)	Treasurer (E)	Auditor (E)

NEVADA.....	Governor and Budget Director (G)	Fiscal Analyst of Legislative Counsel Bureau (L)	Budget Administrator and Legislative Auditor (L)	Budget Administrator (G)	Budget Officer (G) and Controller (E)	Controller (E)	Treasurer (E)	Legislative Auditor (L)
NEW HAMPSHIRE	Governor and Comptroller (G)	Legislative Budget Assistant (L)	Division of Accounts of Dept. of Administration and Control (o)	Comptroller, head of Dept. of Administration and Control (G)	Director of Accounts in Dept. of Administration and Control (o)	Director of Accounts in Dept. of Administration and Control (o)	Treasurer (L)	Legislative Budget Assistant (L)
NEW JERSEY.....	Governor and Director of Budget and Accounting in Treasury Dept. (G)	Director, Budget Review, Office of Fiscal Affairs (L)	Director of Budget and Accounting in Treasury Dept. (G)	Director of Budget and Accounting in Treasury Dept. (G)	Director of Budget and Accounting in Treasury Dept. (G)	Director of Budget and Accounting in Treasury Dept. (G)	Treasurer (G)	State Auditor, Office of Fiscal Affairs (L) and Director, Program Analysis, Office of Fiscal Affairs (L)
NEW MEXICO.....	Governor and Chief of Budget Division, Dept. of Finance and Administration (d)	Legislative Finance Committee (L)	Financial Control Division, Dept. of Finance and Administration (d)	Budget and Financial Control Divisions, Dept. of Finance and Administration (d)	Financial Control Division, Dept. of Finance and Administration (d)	Financial Control Division, Dept. of Finance and Administration (d)	Treasurer (E)	Auditor (E)
NEW YORK.....	Governor and Budget Director (G)	Legislative Finance Committees (L)	Comptroller (E)	Budget Director (G) and Comptroller (E)	Comptroller (E)	Comptroller (E)	Commissioner of Taxation and Finance (G)	Comptroller (E) and Director, Legislative Committee on Expenditure Review (L)
NORTH CAROLINA.....	Governor and Office of State Budget, Dept. of Administration (q) (r)	Advisory Budget Commission (L & G)	Office of State Budget, Dept. of Administration (q), and State Auditor (E)	Office of State Budget, Dept. of Administration (q)	Office of State Budget, Dept. of Administration (q)	Office of State Budget, Dept. of Administration (q)	Treasurer (E)	Auditor (E) and Budget Analyst and Auditor, Legislative Council (L)
NORTH DAKOTA.	Budget Director within Dept. of Accounts and Purchases (G)	Budget Committee of Legislative Council (L)	Director of Dept. of Accounts and Purchases (G)	Director of Dept. of Accounts and Purchases (G)	Director of Dept. of Accounts and Purchases (G)	Director of Dept. of Accounts and Purchases (G)	Treasurer (E)	Auditor (E)
OHIO.....	Governor and Finance Director (G)	Legislative Service Commission (L) and Legislative Auditor (L)	Director of Administrative Services and Director of Office of Budget and Management (G) and Auditor (E)	Director of Administrative Services (G) and Director of Office of Budget and Management (G)	Director of Administrative Services (G) and Auditor (E)	Auditor (E)	Treasurer (E)	Auditor (E)
OKLAHOMA.....	Director of State Finance Dept. (G)	Division of Fiscal Services of the Legislative Council (L)	Division of Central Accounting and Reporting in Budget Office (d)	Director of State Finance Dept. (G)	Director of State Finance Dept. (G)	Auditor (E)	Treasurer (E)	State Examiner and Inspector (E), and Fiscal Services Division, Legislative Council (L)
OREGON.....	Governor and Director of Executive Dept. (G)	Legislative Fiscal Office (L)	Director of Executive Dept. (G) and Secretary of State (E)	Director of Executive Dept. (G)	Director of Executive Dept. (G)	Director of Executive Dept. (G)	Treasurer (E)	Secretary of State (E)

ELEMENTS OF STATE FINANCIAL ORGANIZATION—Concluded
Officials or Agencies in Charge of Specified Aspects

168

<i>State or other jurisdiction</i>	<i>Preparation of budget</i>	<i>Special budget review agency in legislative branch</i>	<i>Determination of nature of accounting system</i>	<i>Budgetary and related accounting controls</i>	<i>Voucher approval and pre-audit</i>	<i>Warrant issuance (a)</i>	<i>Actual payment of warrants</i>	<i>Post-audit</i>
PENNSYLVANIA..	Governor and Budget Secretary (G)	House and Senate Appropriations Committees (L) and Legislative Budget and Finance Committee (L)	Secretary of Administration (G) and Budget Secretary (G)	Secretary of Administration (G) and Budget Secretary (G)	Treasurer (E) and Departmental Comptrollers (G)	Treasurer (E)	Treasurer (E)	Auditor General (E)
RHODE ISLAND..	Governor and Budget Division of Dept. of Administration (d)	House Finance Committee Staff (L)	Division of Accounts and Control, Dept. of Administration (d)	Divisions of Budget, and Accounts and Control of Dept. of Administration (d)	Division of Accounts and Control of Dept. of Administration (d)	Division of Accounts and Control of Dept. of Administration (d)	Treasurer (E)	State Auditor, Dept. of Administration (CS)
SOUTH CAROLINA.....	State Budget and Control Board (s)	None	Auditor (t)	Comptroller General (E)	Comptroller General (E)	Comptroller General (E)	Treasurer (E)	Auditor (t)
SOUTH DAKOTA.....	Governor and State Budget Officer (G)	Legislative Research Council (L)	Governor, Office of the Budget (G) and Auditor General (L)	State Budget Officer (G)	Auditor (E)	Auditor (E)	Treasurer (E)	Auditor General (L)
TENNESSEE.....	Governor and Budget Director (G)	Fiscal Review Committee (L)	Dept. of Finance and Administration (d) and Comptroller (L)	Budget Director (G)	Commissioner of Finance and Administration (G)	Commissioner of Finance and Administration (G)	Treasurer (L)	Comptroller (L)
TEXAS.....	Governor, Budget Director (G) and Legislative Budget Board (L)	Legislative Budget Board (L)	Auditor (L)	Auditor (L)	Comptroller (E) (u)	Comptroller (E)	Treasurer (E)	Auditor (L) and Legislative Audit Committee (L)
UTAH.....	Governor, Finance and Budget Directors (G)	Legislative Budget-Audit Committee (L)	Director of Finance (G)	Director of Finance (G)	Director of Finance (G)	Auditor (E)	Treasurer (E)	Auditor (E) and Auditor General (L)
VERMONT.....	Governor, Secretary of Administration (G) and Commissioner of Budget and Management Dept. (G)	Joint Legislative Fiscal Review Committee (L)	Commissioner of Finance (G)	Secretary of Administration, Budget and Management and Finance Departments (G)	Commissioner of Finance (G)	Commissioner of Finance (G)	Treasurer (E)	Auditor (E)
VIRGINIA.....	Governor and Budget Director (G)	Joint Legislative Audit and Review Commission (L)	Auditor (L)	Comptroller (G) and Budget Director (G)	Comptroller (G)	Comptroller (G)	Treasurer (G)	Auditor (L)
WASHINGTON....	Governor and Director, Office of Program Planning and Fiscal Management (G)	Legislative Budget Committee (L)	Director, Office of Program Planning and Fiscal Management (G)	Director, Office of Program Planning and Fiscal Management (G)	At agency level	Treasurer (E)	Treasurer (E)	Auditor (E) and Legislative Budget Committee (L)

WEST VIRGINIA.	Governor, Commissioner of Finance and Administration (G), Budget Division (d)	Legislative Auditor of Joint Committee on Government and Finance (L)	Budget Division, Dept. of Finance and Administration (d)	Governor	Commissioner of Finance and Administration (G) and Auditor (E)	Auditor (E)	Treasurer (E)	Tax Commissioner (G) and Legislative Auditor (L)
WISCONSIN.....	Governor and Secretary of Administration (G)	Legislative Fiscal Bureau (L)	Secretary of Administration (G)	Bureau of Planning and Budget, Dept. of Administration (G)	Director of Finance, Dept. of Administration (G)	Secretary of Administration (G)	Treasurer (E)	Auditor (L)
WYOMING.....	Governor and Director, Dept. of Administration and Fiscal Control (G)	Legislative Services Office (L)	Dept. of Administration and Fiscal Control (G)	Budget Division and Centralized Accounting-Data Processing (v)	Budget Division (v)	Auditor (E)	Treasurer (E)	State Examiner (G) and Legislative Services Office (L)
DISTRICT OF COLUMBIA.....	Mayor-Commissioner (P), and Office of Budget and Financial Management (CS)	Committee of the Whole, City Council (P) (w)	Office of Budget and Financial Management (CS)	Office of Budget and Financial Management (CS)	Office of Budget and Financial Management (CS)	U.S. Treasury (x)	U.S. Treasury (x) and Dept. of Finance and Revenue (CS)	Office of Municipal Audit and Inspection (CS) and U.S. General Accounting Office (CS)
AMERICAN SAMOA.....	Governor and Director of Administrative Services (G)	None	Comptroller (G)	Comptroller (G)	Assistant Director of Administrative Services (G)	None issued	None issue	Auditor (G)
GUAM.....	Governor and Budget Director, Bureau of Planning, Budgeting and Management (G)	Legislative Analyst (L)	Controller (CS)	Budget Director (G) and Controller (CS)	Controller (CS)	Controller (CS)	Treasurer (CS)	Federal Comptroller; Legislative Auditor (m)
PUERTO RICO...	Governor and Budget Director (G)	Legislative Finance Committees (L)	Treasury Dept. (d)	Budget Bureau (d) and Treasury Dept. (d)	Accounting Service of Treasury Dept. (d)	Accounting Service of Treasury Dept. (d)	Bureau of Treasury Dept. (d)	Comptroller (G)

Note: For more detailed information on state budgetary practices see table on pp. 158-61.

E—Elected.
 G—Appointed by Governor, in some States with one or both houses approving.
 L—Chosen by Legislature or, in some cases, by an officer or group thereof.
 CS—Civil Service.
 P—Appointed by the President, confirmed by the U.S. Senate.
 (a) The fact that some other official may also sign warrants is not recorded.
 (b) Chief Examiner appoints personnel of the department.
 (c) Finance Director appoints.
 (d) Director, appointed by Governor, selects division chiefs.
 (e) Composed of Governor, Secretary of State, and Attorney General.
 (f) Except for agencies independent of Governor.
 (g) Budget Committee: two Senators of opposite parties, two Representatives of opposite parties, and Budget Director who is the head of the State Budget Agency. The legislative members of the Budget Committee are appointed by their party leaders in the Legislature.
 (h) The Legislative Division of the Budget Committee acts in an advisory capacity.
 (i) Department director appointed by Governor; Budget Director chosen by department head in accordance with civil service act.
 (j) Department secretary appointed by Governor; Director of Accounts and Reports heads division and is chosen by department head in accordance with civil service act.
 (k) Appointed by Commissioner of the Executive Dept. for Finance and Administration with approval of Governor.
 (l) Appointed by Commissioner of Finance and Administration with approval of Governor and Council

(m) Audit firm hired by Legislature for the specific purpose of conducting post-audit.
 (n) The Commission of Budget and Accounting is primarily a legislative agency. Its membership is as follows: Governor as ex officio chairman; Lieutenant Governor; President Pro Tempore of Senate; Chairman Senate Finance Committee; Chairman Senate Appropriations Committee; one Senate member appointed by Lt. Governor; Speaker of House; Chairman House Ways and Means Committee; Chairman House Appropriations Committee; and two House members appointed by Speaker.
 (o) Director appointed by Controller; in New Hampshire the Comptroller, who is selected by the Governor.
 (p) Appointed by Director of Administrative Services.
 (q) State Budget Officer, appointed by Governor, selects division chiefs, subject to approval of the Governor.
 (r) Office of State Budget prepares budget subject to review of the Governor and Advisory Budget Commission.
 (s) Governor as Chairman, Treasurer, Comptroller General, Chairman Senate Finance Committee, Chairman House Ways and Means Committee.
 (t) Appointed by State Budget and Control Board; heads Finance Division of this board.
 (u) Pre-audit of purchase vouchers is by Board of Control before forwarding to Comptroller.
 (v) Appointed by the Director of Administration and Fiscal Control, with approval of Governor.
 (w) Also U.S. Senate and House of Representatives Subcommittees on Appropriations for the District of Columbia.
 (x) At the request of the Department of Finance and Revenue (CS).

THE BOOK OF THE STATES

PROVISIONS FOR RECALL OF STATE OFFICIALS

<i>State or other jurisdiction</i>	<i>Officers to whom applicable</i>	<i>Established by constitutional provision</i>	<i>Petition requirement*</i>	<i>Also available to all or some local government units†</i>
Alaska	All elective officials	X	25% of voters in last general election in district in which election occurred	X
Arizona	All elective officials	X	25% of votes cast in last election for office of official sought to be recalled	X
California	All elective officials	X	State officer: 12% of votes cast in last election for office or official sought to be recalled; county officers: 20%; municipal officers: 25%	X
Colorado	All elective officials	X	25% of votes cast in last election for office of official sought to be recalled	X
Idaho	All elective officials except judicial officers	X	20% of the number of electors registered to vote in the last general election held in the jurisdiction from which the officer was elected	X
Louisiana	All elective officials except judges of courts of record	X	25% of voters voting; 40% of voters in districts of less than 1,000 voters	X
Michigan	All elective officials except judges of courts of record	X	25% of voters in last election for Governor in electoral district of officer sought to be recalled	
Nevada	All elective officials	X	25% of voters voting in the jurisdiction electing official sought to be recalled	X
North Dakota ...	All elective officials	X	30% of votes cast in last general election for Governor	X
Oregon	All elective officials	X	25% of votes cast in last election for Supreme Court Justice	X
Washington	All elective officials except judges of courts of record	X	25%-35% of qualified electors depending on unit of government	X
Wisconsin	All elective officials	X	25% of votes cast in last general election for Governor	X
Guam	Governor	X	Petition for referendum: $\frac{2}{3}$ vote of Legislature or petition of Legislature by 50% of voters voting in last Governor election. Referendum election: "yes" votes must total $\frac{2}{3}$ of votes cast in last Governor election, and majority voting on issue must be "yes"	
Virgin Islands ...	Governor	X	40% of votes cast for Governor in last election	

*In each State where a recall election may occur, a majority of the popular vote is required to recall an official.
†In addition to those listed, the following States have a recall process available only to local units of government:

Arkansas, Georgia, Hawaii, Illinois, Iowa, Maine, Minnesota, Missouri, Montana, Nebraska, New Jersey, New Mexico, Ohio, Oklahoma, South Carolina, Texas, West Virginia and Wyoming.

PUBLIC TECHNOLOGY

By WILLIAM D. CAREY*

PUBLIC AND PRIVATE spending for scientific research and development (R&D) continues at a high postwar level, generating a vast and diverse stockpile of knowledge for application to problem-solving. Concurrently, state governments are confronted with an array of policy and operational dilemmas the answers to which depend on the right uses of science and technology. Progress has been slow in coupling state governments to the sources of this knowledge for fast and effective response to state needs. The Council of State Governments and the National Science Foundation (NSF) have cooperated to produce two major studies which shed light on the problem and point the way to workable new arrangements.¹ In a special message to Congress in March 1972, President Nixon took special note of the value of technology transfer from the federal to the state and local governments, and directed the agencies of the executive branch to develop appropriate mechanisms.

While good data is hard to get, the evidence is that state governments in general are spending very little of their own resources on R&D. In 1968, the last year when reliable numbers were collected by NSF, state agency expenditures on R&D were considerably less than 1 percent of total state outlays, although a few large States exceeded these levels. There is nothing to indicate that the level of effort has changed significantly since 1968.

What has changed, however, is the agenda of issues before the States. Examination of the annual messages of Govern-

nors and the outputs of Legislatures reveal a rising preoccupation with technology-connected subjects—powerplant siting, environmental impacts, water and air quality, land use planning, wetlands and coastal zone regulations, law enforcement, telecommunications, drug addiction, abortion, climate modification, superports, technology assessment, computers, and energy conservation, to give a partial list. Much new legislation based on scientific and technical considerations is of regulatory character, affecting control of mining equipment, gas and oil drilling, pollution abatement, waste disposal, product labeling, oil spills, and pesticides. The likelihood is that this increase in the frequency and intensity of issues connected with science and technology will continue to promote the trend toward policy-making by state governments.

USE OF ADVISERS

From an institutional standpoint, science and technology have become more visible in state government in recent years. Most of the States now have science advisers, many of whom report directly or indirectly to the Governor. Their effectiveness varies from State to State, and it is apparent that the mere establishment of such an office is no guarantee of its value and contribution. Many advisers have little impact on policy or problem-solving. The key to their effectiveness is in how the Governor, department heads, and legislative committees use the science adviser, and in the quality and utility of the technical advice they provide. While in many States the office of science adviser is weak and ineffective, in others the reverse is true as vigorous advisers display initiative in injecting expertise within legislative councils and at the level of agency program management. If a State expects its science adviser to get results, it

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¹The Council of State Governments, *Power to the States: Mobilizing Public Technology* (Lexington, Kentucky, 1972) and "Intergovernmental Uses of Federal R&D Centers and Laboratories," report to the Council of State Governments by Arthur D. Little, Inc., Washington, D. C., April 1973.

must be ready to equip him with adequate resources and access to the central functions of planning, budgeting, and program formulation, so that he can both know what is going on and anticipate problems that will arise. His job is not to sell science to the State, but to be the broker who arranges to bring science and technology to bear where it is needed.

The term "public technology" has come into existence during the joint efforts of the Council of State Governments and the National Science Foundation. It reduces the abstraction of "science and technology"—an expression with little meaning at the state and local level—to a workable category of technology which matches the needs of hard-pressed governments. By definition, public technology has four characteristics:

1. Utility—the new products or systems must meet a real, pressing, and measurable need;
2. Pay off—in tangible dollars, savings, or productivity;
3. Timeliness—soon enough to provide fast response;
4. Economy—the State must be able to afford it.

For public technology to work, the States will need a process for identifying needs and searching out responsive technology. At the other extreme, available technology must be categorized and marketed in the form of products or services which match the expressed needs of the States. Lacking these features, the existing inefficiencies in state usage of technology will be perpetuated and technology that is available will not be delivered where it can make a difference. A totally integrated system will take time to create. For the short run, pilot systems should be tried involving a few States, with specific target functions, and utilizing counterpart federal sources of technology. Elements of this approach now are being implemented by Public Technology, Incorporated, a public service organization sponsored by the public interest groups, with financial support from NSF.

AVOIDING MISTAKES

When technology does respond to a state problem or need, it seldom comes

tailored to the special requirements or budget of the State. It usually was developed for someone else's purposes. Accordingly, it needs adaptation and modification. Here is where communication becomes critical between the user and the supplier. A serious mistake can be made in assuming that the handover of existing technology is sufficient in itself. There is little benefit in indiscriminating "technology transfer." The State must know exactly what its need is, what performance parameters it expects, and what it is prepared to spend on new technology compared with alternative uses for the money. If the State lacks the technical staff resources to make these judgments, it may turn for assistance to universities or qualified consultants.

Federal laboratories and R&D centers have a largely untapped potential for providing technological counsel to state governments. A central recommendation of the Council studies was that these national laboratories be designated, in selected instances, as backstop resources to state governments. The federal government has an unparalleled network of hundreds of in-house and off-site laboratories which were established to meet national defense, cold war, space, health, environmental, transportation, energy, and agricultural purposes. Taken as a whole, this network constitutes a rich and diversified pool of advanced science and technology. While each of the laboratories has priority federal missions to carry out, some part of their capabilities can be dedicated to assisting state governments in approaching alternative paths to the solution of critical problems.

Taken together, the federal R&D facilities consist of some 469 installations employing 119,000 professionals, with a budget approaching \$7 billion annually. Moreover, the system is a decentralized one, with major installations found in 32 States and all 10 federal administrative regions. The fields they cover range from transportation, health care, air and water quality, to solid waste management and basic scientific research. There is little question but that these laboratories and research centers could provide help to States in such areas as systems analysis,

research design, problem assessment, the design of regulatory standards, environmental effects, and the adaptation of technology to States' needs. Indeed, the evidence is that federal facilities like the National Bureau of Standards, the Argonne National Laboratory, the Oak Ridge National Laboratory, and others have aided States and local governments in a wide range of problems.

POLICY TARGETS

Even so, the surface has been barely scratched. While the federal research centers in most instances are willing to provide assistance, they are constrained by internal agency policies, tight budgets, and manpower ceilings. Nor is the federal laboratory network managed across-the-board as a total system; instead, it is balkanized and accountable to a variety of parent agencies and funding sources. Until these constraints are relieved, States must deal with the federal laboratories on a case-by-case basis. To facilitate interactions between the laboratories and the state governments, however, the National Science Foundation provides liaison through its Office of Intergovernmental Science Programs. A primary policy target for the near term is to secure the policy decisions, consistent with the President's 1972 Message on Science and Technology, which will transform the potential role of the laboratories into reality.

Notwithstanding the institutional problems that exist at the state and federal levels, evidence remains to show that public technology is bringing tangible returns to state governments. Florida used cloud seeding to induce rainfall over a 3,000 square mile area during a 1971 drought, with an economic return 30 times greater than the cost of the seeding. New York State successfully applied telecommunications to create and operate a water quality surveillance program which is functioning at better than 90 percent efficiency, at a reduction in the cost per water quality sample from \$6.00 to 14 cents. With a grant from the Environmental Protection Agency, the Muskegon

(Michigan) County Wastewater Management System is using partially treated municipal sewage to reclaim land for agricultural use. In Georgia, the highway department overcame an impasse over the routing of Interstate 75 by working with the University of Georgia's Institute of Ecology to devise a weighted impact index leading to a clear separation of alternative routes and variable environmental impacts, opening the way to a resolution of the issues. The New York State Urban Development Corporation successfully drew upon technology of the National Aeronautics and Space Administration to introduce cost-reducing approaches to housing construction. North Carolina installed a pilot network of computer terminals connecting a major hospital with a university, thus providing regular information on patients and facilitating treatment and the utilization of scarce professional manpower. These are a few examples of the use of public technology by the States.

THE FUTURE

Looking ahead, the impact of public technology on state policy-making and operations is likely to grow. National legislation will impose severe demands on state governments for standards-setting and enforcement in such fields as clean air and water, energy management, land use, environmental protection, and coastal zone control. Judicial interpretation of the exercise of state regulation will continue to lead to the development of rigorous standards of enforcement and compliance. Problems of plant siting, permit and license criteria, and consumer product safety are likely to increase. The need for timely and reliable technical inputs to policy-making will be greater and more pressing, and it will be felt particularly in the Legislatures although the executive and judicial branches will have similar needs. What appears to be emerging is a new kind of "public interest technology," and it will call for better arrangements than are in place today in most of the States.

STATE INFORMATION SYSTEMS

By CARL W. VORLANDER*

THE USE OF computers for other than computational purposes began about 1956. Until recently, computers were viewed by most upper-level management personnel as efficient and accurate "doers of work." There was relatively little insight into the potential value of computer use to assist management directly with its tasks.

In recent years, however, there has been an increasing awareness in all governing bodies and throughout all management levels, in both public and private organizations, of the broader implications of information systems and computerization in the management processes. More operations are being accomplished or controlled by computerized systems. An increasing amount of data is stored on and retrievable from computer-controlled data bases. Integration of data for analytical purposes, and the analysis thereof, is being accomplished on a scale and with a speed and sophistication not possible in earlier years. Instantaneous retrieval of management type information is a rapidly expanding capability.

On every side is heard the demand for better information for research, for planning, for control, and for evaluation. Legislative bodies are sometimes forced to face the major problems of the day in a virtual information vacuum and too often have less than adequate information on which to base public policy decisions. Governmental administrators frequently have inadequate data for control and only rarely have data necessary for program evaluation.

The problems of society are, of course, not going to be solved by information systems. It is equally apparent, however, that optimal solutions will not be forth-

coming unless based on sound, timely information.

COORDINATION AND CONTROL

The trend in the States toward statutory definition of central authority over information systems activities has continued. All States, for example, report in 1972 some degree of central control over equipment acquisition, and 47 States report central control over information systems planning. Further, in five States the level of central control was strengthened; in two other States, authority was vested by statute for the first time in 1972. Authority also has been further broadened so as to cover more of the functional areas of government, with a number of state electronic data processing agencies having control authority over all agencies.

There appears to be two principal reasons for the increasing concern over control of information systems. One, discussed earlier, is the growing awareness in both executive and legislative branches of the importance of information systems in research, planning, management, and operation of state government. The ability of well-designed and soundly managed information systems to assist legislators and top management is being demonstrated on many fronts. Conversely, the inability of many existing systems to serve management is causing continuing frustration, although there is reason to believe that the frustration level may be lessening.

A second reason is the funding requirement for information systems. Data in the 1970 and 1971 reports of the National Association for State Information Systems (NASIS) indicated that information systems costs were not only increasing but also were generally increasing at a more rapid rate than other governmental expenditures. The trend generally continued in 1972, although at a reduced

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rate. Both the absolute and relative increases have caused continued concern as to how to obtain maximum cost-effectiveness from the information systems effort.

Similarly, a need has been felt to obtain control over information systems and computerization in higher education. Many States are acting to obtain more effective use of computers in higher education. Action undoubtedly has been accentuated by federal funding policies and by the almost universal financial pinch facing higher education. There remains, however, a pronounced need for formalized coordination of information systems and computerization in higher education.

EQUIPMENT INVENTORIES

The 35 States reporting in 1971 and 1972 showed a 4 percent reduction in the number of computers installed. Ten States showed the same number each year, 11 showed an increase, and 14 showed a decrease. The mix of computers shows a trend of fewer in the smaller classes and more in the medium and large classes. The latter two are approaching numerical equality. There appears to be no question when looking at comparative figures, and having some understanding of the increase in applications and volumes in the States, that the productivity per equipment (hardware) dollar is continually increasing, markedly improving the cost-effectiveness of computer applications in state agencies. The same generalization is applicable to higher education.

Leasing remains the dominant method of obtaining hardware by state agencies, falling from 76 percent in 1970 to 70 percent in 1972. "Mixed" procurement, wherein part of the equipment is purchased and part leased, increased from 8 percent in 1971 to 18 percent in 1972. In higher education, leasing in 1972 replaced purchasing as the most common method of procurement. Here also "mixed" procurement increased substantially in 1972.

The fluid situation that exists makes the purchase-lease decision process unusually difficult. Trade-offs involved in purchase versus lease, second-hand market, programming (software) develop-

ments, relative inflexibilities of using leasing arrangements, future capability of peripherals, future support, and many other factors are difficult to evaluate presently, not to mention future projection over a period of years.

PERSONNEL

Whereas there is data supporting the conclusion that cost-effectiveness is increasing in use of hardware and software, it is more difficult to show this in utilization of personnel. It appears, however, that the overall costs of hardware and personnel in the total Electronic Data Processing (EDP) package have varied little since 1970. This has occurred despite rising personnel costs and in the face of hardware cost-effectiveness increases. Higher-level programming languages, generalized data retrieval systems, increases in professional management, data base management systems, data storage capabilities, proprietary programs for assisting programmers' productivity, a variety of improvements in data entry methods and equipment, and other developments all are contributing to increased personnel productivity. On the other hand, complexity of systems, sophistication of hardware, and on-line terminal environments are putting increasing pressure on all EDP personnel. Production of something called an "application" is generally far more complex and demanding than formerly—from systems design all the way through programming and implementation, including often the need for almost "fail safe" systems.

The number of EDP personnel increased slightly more than 9 percent, with five of the States showing a decrease. The personnel groupings of the average organization in state government show significant changes from 1971 through 1973. The percentage of personnel engaged in operations has dropped sharply, reflecting consolidation of computer centers, software aids to operators, and hardware power. The data entry personnel percentage has increased substantially, resulting from the growing number of applications and comprehensiveness of data bases. The percentage in manage-

ment has increased as a result of recognition of the need for improved management of the EDP function. However, the systems and programming group has not materially changed in recent years.

Both the average length of service of EDP personnel with the States and the average experience level are increasing. Relatively little turnover has been experienced in the past two years in professional personnel because of the general employment situation.

There appears to be no rush to use consultants. The expected use in fiscal 1973 is about the same as the actual use in 1972 and down sharply from fiscal 1971. In 1971, it was stated that this trend reflected either greater internal state capability or budget restraints. It is now conjectured that the States have the capability to undertake projects they would formerly have contracted.

TRAINING

Growing emphasis and resources are being devoted to orientation and training of information systems staff and user personnel. Many States have one or more full-time employees devoted to the training effort: conducting courses, establishing training sequences for individual employees, and scheduling training in outside agencies. A large number of teaching aides—video tapes being a major one—are providing flexibility to the training staffs and making their efforts more productive. In earlier years, a heavy percentage of the education was done by equipment manufacturers. Although they still provide much assistance, an increasing amount is being undertaken by state personnel or by outside public and private organizations. The costs of training are noticeably increasing, with the largest component being the cost of trainee time. It is clear that continued training of all personnel involved is going to be necessary in the foreseeable future because of the dynamic nature of the field.

Several States are supplying substantial training assistance to local governments in information systems as an adjunct to state interest in or responsibility for coordination of local government computerization.

PLANNING AND STANDARDS

Nearly one half of the States have issued formalized planning documents covering the organization for and the development and implementation of state information systems. Generally, these plans attempt to look five years into the future. They usually discuss the existing environment for information systems and the shortcomings thereof, proceeding to recommend revisions in responsibility for and organization and administration of the information systems functions. In some cases, the plans establish policies and priorities for future development and estimate timetables for accomplishment.

These plans have proven their worth in many States. They have been the catalyst for encouraging and, in a few cases, for forcing a more orderly, integrated, and cost-effective approach to information systems development. They have provided a guide against which to test potential developments in this rapidly changing field.

It appears that some of the most effective results from this type of planning have occurred in higher education. Where higher education has started cooperative ventures, as it has within several States, they most often have resulted from a formal planning effort. The results promise to be highly cost-effective. Unfortunately, less planning has been done in higher education than in other state functions. There are excellent planning models available which should be of considerable help both in higher education and general state functions.

It is not known how many States update plans regularly other than in the budget process, which is not sufficiently inclusive. NASIS findings indicate comprehensive biennial updates prepared with the same dedication as the original plan and produced in a formal fashion are necessary, particularly since progress toward the original objectives is often spectacular and needs to be documented.

The National Association for State Information Systems has conducted training seminars for state information systems personnel directed at the methodology for creating and updating state plans. Cri-

tiques obtained indicate a continuing need for this type of training.

Formalized standards for procurement of equipment and services are increasingly employed. The long, arduous road toward a "model state contract" for hardware procurement is still being travelled, and a standard contract remains an unfilled objective. Progress gradually is being made by establishing, one by one, modular contractual terms that are acceptable to most, if not all, vendors. These items may be used on a selective basis by the States with assurance of their general acceptability. The purpose is, of course, to protect States' interests. The NASIS model contract for procurement of consultant services has been useful to a number of States.

The advancing professionalization of EDP management in the States, as in industry, is evidenced by a more general availability of written procedures for systems design and documentation, programming standards and documentation, and customer service and operations documentation.

Establishing data element standards remains a large problem, both within individual States and intergovernmentally—federal, state, and local. Some States have made good progress in building their own data element dictionaries. Data base management requirements will accentuate these developments. But there is little intergovernmental progress to report in this regard.

Two data elements are particularly important—individual identifiers and geocoding. Until these are standardized, coordination of many major systems with intergovernmental implications will be difficult and overly costly. The need for data element standardization goes far beyond those two; but until they are established, other efforts will be relatively ineffective.

There probably is no better place for joint investment of federal and state funds than on data element standards. Many electronic data processing professionals are looking for such standards and often are not too concerned about what is set as a standard so long as there is one.

PROBLEM AREAS

The increasing visibility of information systems invites a spotlight on the field. As is generally the case, that light is most often focused on the problems and failures rather than the successes, and is accompanied by a significant amount of heat. There is, however, a rapidly growing list of successes. Most major EDP organizations contribute regularly to that list, sometimes in a spectacular fashion in terms of service improvement, management assistance, or cost reduction.

At the same time, however, the EDP organization is generally faced with one or more substantial problems involving its services to and relationships with its constituencies. The most serious problems concern relationships with upper management and the users. Words such as "understanding," "resistance," "commitment," "cooperation," "interest," and "unfamiliarity," are part of the terminology describing the most difficult problems.

Surprisingly, the external problem of least concern in 1972 was "inadequate funding." This indicates strong management support in a crucial area and somewhat contradicts the fact that the highest-rated problems concerned top management. Perhaps the most encouraging finding is that the external problems are considered by most EDP management to be less serious than previously—by a factor of two to one.

In 1972, EDP management ranked as best they could, from the viewpoint of their users, 12 problem areas largely within EDP management control. The results produced few surprises. "Missed programming schedules" was ranked as the number one problem. "Programming backlog," "poor system/programming documentation," and "missed production schedules" followed. The listing provides a picture of management shortcomings largely internal to the EDP function. Perhaps most interesting is that, even to a greater extent than with the external problems, EDP management by a large margin viewed internal problems as less serious than previously, a good sign for the future of state information systems.

INTERGOVERNMENTAL RELATIONSHIPS

State involvement with local information systems is increasing. Most of this involvement is in a coordinating capacity, but some is in a more formal control relationship. The latter is important mainly in areas of traditional state supervision, such as education, welfare, and transportation. Some of the more effective state efforts are facilitating local government development by providing seed money, assisting with training, and taking the initiative on standardization. It is expected that States will become increasingly involved with local government in these efforts to assure meeting state information needs as well as to assist political subdivisions. Total information systems costs of local government will in time far exceed those of state governments.

Federal-state information systems relationships are gradually strengthening. There is increasing interest in greater systems integration to improve information flow and cut costs. The bothersome questions of federally required computer dedication appear certain of conclusive answers in the near future. Contributing to progress in these areas are the increasing strength and maturity of both federal and state EDP personnel and systems.

MANAGEMENT

It is known that in several States charges for computer services have actually decreased, data entry and programmer productivity is increasing, and that the turnaround time on special requests is improving.

The extent to which those improvements are attributable to vendors' improvements in hardware and software, better training and more experience of personnel, or to management itself is impossible now and always will be difficult to determine. But there can be no question that improvements are being made.

One of the encouraging signs in EDP management is the increasing availability and use of EDP-based management tools for documentation, obtaining optimal use of hardware, reporting on the operating function, billing customers, managing tape libraries, etc. It seems likely that

EDP management will soon be in the position of having many of its functions under direct computer control and the remainder continuously monitored by an up-to-the-minute management information system.

FUNDING

State information systems funding methods indicate an almost even split between funding the EDP functions directly and funding agencies to purchase the service from one or more State EDP organizations operating under a revolving (working capital) fund. Most States used both methods of funding. In higher education, a much larger proportion is financed by direct appropriation than via the revolving fund route.

In the 40 States billing their users for hardware use, 16 bill on the basis of a resource use algorithm, 15 on clock time, and nine on both. Central EDP agencies are responsible for about 27 percent of EDP expenditures with the remaining expenditures controlled by individual agencies.

Budgets of 1973 EDP expenditures for 35 States average about \$9,200,000. EDP-related expenditures have been increasing more rapidly than other state expenditures. Data available for seven States indicates the average ratio of EDP expenditures to the total budgets of those States increased on the average from .51 percent in 1971 to .68 percent in 1973. Given the burgeoning state budgets, that represents a very substantial dollar increase.

In both 1972 and 1973, hardware budgets represented 41 percent of total EDP costs, whereas personnel budgets decreased to 48 percent in 1973 from 51 percent in 1972. These relative figures are unexpected since the usual view in the profession is that personnel costs are increasing relative to hardware costs. It is speculated that increasing communications hardware and increasing personnel productivity may be important factors in interpreting these figures.

THE FUTURE

The most visible and dramatic effects occur when systems developed in one State are used by another State. Over the

years, and particularly more recently, there have been many such transfers. Sometimes systems design documentation from one State is used by a second State as a basis for its own systems design. Sometimes program documentation is used to assist with programming efforts in a similar system. And relatively infrequently, an entire system is transplanted.

But such occurrences represent only a small part of total systems development among the States. There remains an enormous area for increasing transferability with potentially spectacular payoffs in terms of both time and cost savings.

One major obstacle for transfer is the difference in systems requirements among the States. Corollary to this is the fact that most systems are not designed with sufficient flexibility to accommodate changes within one State, let alone differences among States. Other major obstacles relate to lack of compatibility of program languages between different types of hardware. Recent developments in vendor-oriented data base management languages accentuate this problem. A long-standing obstacle, only slowly lessening, is the lack of standardization of the basic tools and techniques necessary to computerization. These include hardware, software, programming, systems design, and documentation.

Perhaps the highest hurdle of all lies in the personnel of the functional areas of government and in the information systems. Administrators still abound who will discard a presently available and operating alternative in favor of "their own" system which may take many months and several hundred thousand dollars to design and implement. Professional systems analysts and programmers often prefer to do an entire system from scratch so that it will be "done right." Comments from them about "not reinventing the wheel" prove most often to be lip service.

On the other hand, there are many factors that will assist efforts toward trans-

ferability. Important among these are increasing concern about the best allocation of information systems resources in the face of increasing demand for such services; growing reluctance on the part of federal agencies to fund redundant systems development projects; federal encouragement of common systems design and joint systems development; increasing standardization in the industry, both hardware and software, which simplifies transfer to different computer configurations; improvement in systems design to provide more flexibility; improved understanding by users of the values inherent in proven systems; and greater EDP management interest in transfer, evidenced by growing use of software packages.

Communication of knowledge about existing systems is a must if transfer is to accelerate. NASIS has taken a step through its Research and Education Committee assisted by the State of Iowa—namely, the development of a computerized Information Systems Index (ISI). Ten States are contributing capsule descriptions of systems to ISI. The ISI system also was used as the base for the inventory of computerized criminal justice information systems developed by NASIS under contract with the Law Enforcement Assistance Administration. This report, "Directory of Automated Criminal Justice Information Systems," was sent to all States. The U.S. Office of Economic Opportunity currently is funding an effort to expand the ISI to additional functional areas.

The exciting feature of a state information system transfer, in whole or in part, is that it represents a "gift" by one State to another. The value of that gift may be very substantial, both in terms of time saved and cost avoided. It could often be in six figures and not infrequently in the millions, with little or no cost to the donor State. Further, the time savings involved from inception to implementation may be measured in many months or years.

2

Personnel Systems

DEVELOPMENTS IN STATE PERSONNEL SYSTEMS

BY KEITH OCHELTREE*

IN PERSONNEL ACTIVITIES, as in all others, States were profoundly affected by the general trends of the times. One of the most notable among these trends is the increasing influence of the federal government in state personnel administration. Perhaps the outstanding example of this is the implementation of the Intergovernmental Personnel Act, designed to improve personnel administration at both state and local levels of government. Moreover, extension of the jurisdiction of the Equal Employment Opportunity Commission to States brought added responsibilities with respect to record-keeping and reporting, and increased emphasis on affirmative action plans for minority hiring. Cutbacks in some federal funds, plus the fiscal crisis that many governments were experiencing, brought about freezes in hiring in many places, as well as layoffs of employees. The Public Employment Program under the Emergency Employment Act brought States into the business of providing employment for the jobless. The Supreme Court, in an important decision, upheld the validity of the Hatch Act, which prohibits partisan political activity by the state employees paid with federal funds. The Court also upheld the power of the States to limit political activity by all other state employees as well.

The States initiated many measures on their own. More legislation relating to

public employee collective bargaining was enacted. Some experimentation took place in the areas of flexible work schedules for employees. A few jurisdictions were administering examinations on a bilingual basis.

IMPROVING ADMINISTRATION

States sought to improve the quality of their manpower management through the institution of new merit systems and improvements in established ones. In some jurisdictions, emphasis was placed on improving state personnel services to local levels of government.

In South Dakota, a new statewide personnel act was passed effective in 1973. It clarified the relationship of the personnel program to the labor relations program that had been in effect since 1970. Illinois extended coverage of its personnel code to 5,500 state employees previously subject to patronage appointments. Most of these employees were in the office of the Secretary of State and the department of transportation. Kansas also extended merit system coverage to three agencies previously in the unclassified service.

Both New Jersey and Maryland received grants under the Intergovernmental Personnel Act to improve their personnel administration as well as services to local governments. An unusual approach took place in Minnesota, where 25 top executives from private industry were loaned to the state government to help identify areas where business management techniques could be applied.

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Also in Minnesota, new legislation authorized the establishment of a department of personnel, to be headed by a commissioner of personnel. Powers, duties and responsibilities of the civil service commission were transferred to the new agency.

In New Jersey, the civil service commission announced it had cut its time for hearing appeals from 18 months to 12 months. The long-term objective is to reduce the time to three months.

The 1973 Indiana General Assembly amended the state personnel act and created a five-member state employee appeals commission. Under this statute, any regular state employee may file a complaint if his employment status is changed or if he finds his conditions of employment unsatisfactory. The appeals commission takes over the functions of the personnel board in the employee appeals procedure.

The New Mexico personnel board reorganized its operations. Previously, staff members were assigned to specialist units. In the future, personnel staff members will operate on a generalist basis, providing personnel services to an assigned group of departments.

SELECTION

Changes in state recruitment and selection practices tended to provide broader opportunities to candidates. For example, Alaska broadened its certification procedures to provide that a candidate ranked lower than third on the eligible list can be certified if satisfactory reasons are given to the state personnel department. The Michigan civil service commission investigated the possibility of basing the number of names certified on the reliability of test scores.

In Arizona, a model affirmative action plan for state agencies was developed by the state personnel commission. The plan is divided into the six broad areas of policy, recruitment, selection, training, operations, and miscellaneous activities. An affirmative action plan for state agencies also was established in North Carolina.

The California personnel board completed work on a study of educational re-

quirements for 825 classes of positions requiring high school graduation. Among recommendations of the study was that the formal requirement of high school graduation be eliminated where it is not justifiably job related. Where the high school requirement is justified, proof of equivalency will satisfy it. It also was recommended that specific job-related courses be retained as part of entrance requirements.

The Illinois personnel department established a management assessment center. Under this program, groups of six participate in tests and group exercises. All tests are designed to be situational in nature. The plan is voluntary at present, but it is envisaged that it will give state managers better information on which to base promotions to executive positions.

The Ohio personnel department established a temporary employment office for state departments. The purpose of this move is to provide them with qualified people and reduce the expenses incident to recruiting temporary help.

In other developments, the U.S. Supreme Court invalidated a provision of the state civil service law of New York that denied permanent competitive positions to noncitizens. A Massachusetts court found the practice of restricting the use of veteran preference points to state residents unconstitutional. In the future, such preference will apply to all veterans, regardless of residence. Also in Massachusetts, the civil service division is administering bilingual (English and Spanish) tests for certain classifications. Selected examinations also have been translated into Spanish by the Pennsylvania civil service commission.

The New Mexico personnel board reported success with its public service careers program, which has concentrated on five areas—the disadvantaged, test development, staff training, job restructuring, and innovation. As of mid-1973, the program had placed more than 300 disadvantaged persons in state and county government employment. Also, testing procedures were reviewed and a task force was established with the goal of reducing the number of classes in the State's classification plan.

An unusual program was established in the Virgin Islands to encourage government employees to seek employment in the private sector. If employees move to the private sector, they can do so without loss of benefits which they accrued during their employment with the government. They also can receive training to enable them to function in the private sector without substantial loss of income during the training period.

Ohio implemented an equal employment opportunity program to assure compliance with the Civil Rights Act of 1972. State coordinators will be assigned to police civil rights violations. South Dakota implemented a statewide affirmative action plan covering all agencies of state government.

EMPLOYEE RELATIONS

The movement toward affording public employees collective bargaining rights similar to those of private industry employees has had a profound effect upon government operations. Although States have, in general, been slower to accord collective bargaining rights to their own employees than are accorded to employees of political subdivisions, the trend is increasing. That movement not only affects personnel administration but also many other functions of government as well—the budgetary process and legislative control over expenditures, for example. There is no reason to believe that this trend will halt.

Comprehensive new public employee labor relations laws were enacted in a number of States. Kansas adopted a comprehensive meet-and-confer statute covering all public employees except teachers. The act provides for a five-member public employee relations board to administer the law. Mediation is provided for, to be followed by fact-finding with recommendations, with the governing body having power of final decision. Strikes and partisan activity are prohibited.

A new comprehensive labor law in Minnesota covers all public employees including teachers. The law moves labor relations in the State closer to actual collective bargaining, in place of the previous meet-and-confer system. Decisions

on unit determination are made by the state director of mediation services, whose decisions can be appealed to a newly established labor relations board. The law provides for exclusive recognition and permits arbitration. Strikes, however, continue to be prohibited.

The Governor of Illinois, by executive order, extended collective bargaining rights to state employees. The order also establishes an office of collective bargaining to administer the program, but is silent on the matter of strikes.

Following the defeat of a collective bargaining bill, the New Mexico personnel board issued collective bargaining guidelines for state employees. State agencies have the right to ignore or establish consultative or collective bargaining arrangements with elected representatives of employees. Prohibited are strikes, checkoff, and the agency shop. Agreements between agencies and employee groups must include a management rights clause, and bargaining units are subject to the approval of the personnel board.

In Montana, a 1973 act extends collective bargaining rights to state employees. A board of personnel appeals has been established to administer the law and hear appeals on behalf of the state personnel bureau. Some of the board's responsibilities are to determine appropriate bargaining units, conduct representation elections, and hear complaints of unfair labor practices.

A number of revisions were made in existing public employee labor relations laws. In Wisconsin, the law governing collective bargaining by state employees was strengthened. The scope of bargaining now includes wages and fringe benefits, and merit concepts are excluded from the bargaining process. The amendments also provide for the establishment of bargaining units on a statewide basis, retention of management rights, and continuation of the strike prohibition. Agency shop agreements can be negotiated if they are approved by a two-thirds majority of eligible voting employees. Two statewide bargaining units are authorized for supervisors.

In California, the Meyers-Milias-Brown Act was amended to exclude state em-

employees. A separate statute was enacted to permit state employees to organize for the purpose of establishing a meet-and-confer arrangement with employers. The Taylor Law in New York was amended to prohibit management and confidential employees from holding office or membership in an organization representing general employees of an agency.

The Washington collective bargaining statute was amended to permit establishment of the union shop. The union shop may be abandoned, however, by a vote to be taken no more than once every year.

South Carolina, while not establishing a formal employee relations system, took steps to establish a grievance procedure to process employee complaints. Grievances are not to include matters of compensation. A seven-member board was created to make final determinations.

Productivity improvement factors were introduced into the employee relations process in at least two States. In New York, the State and the state employee association reached agreement on standards and criteria for measurement of productivity. The system includes the establishment of procedures to measure employee work output using private-sector industrial engineering techniques adapted to the needs of public employment. Changes in output are reported to the state employee relations agency for use in forthcoming negotiations.

The Wisconsin budget for 1973-75 includes a productivity improvement factor. The goal is to maintain services at previous levels, but to cut costs by 2.5 percent each year of the budget.

EMPLOYEE BENEFITS

States increasingly sought to improve their benefit programs for employees. Illinois state employees are now receiving medical and hospital protection, plus a state-paid life insurance policy equal to one-half annual salary. Employees may also purchase additional life and health insurance for themselves and their dependents at low rates. The plan includes provision for visits to the doctor's office, payment of surgical fees up to \$1,000, and payment to psychiatrists for mental and nervous illnesses.

The Virgin Islands government set up a group health insurance program providing comprehensive coverage for all full-time active employees. In North Carolina, the state government began contributing \$13 per month for medical insurance for each employee, and \$3 per month per employee for disability salary continuation insurance.

A traditional holiday benefit granted by California was ended by a court decision. The State was ordered to eliminate its Good Friday holiday on the grounds that it violated the "benevolent neutrality" toward religion required by the U.S. Constitution. The suit was brought by an employee of the Jewish faith who had been denied leave with pay for Yom Kippur. The court held that the practice tended to promote the Christian faith but not others. In New York, state agencies were to remain open on Lincoln's birthday with employees receiving, in return, a floating holiday at some other time.

The States also took steps to improve retirement benefits for their employees. In both Puerto Rico and Maryland, retirement payments will now be based on the average of the highest three years' salary rather than on the highest five years as in the past. In addition, retired Maryland employees will have their pensions adjusted in accordance with changes in the Consumer Price Index. New Jersey initiated a pre-retirement planning program for state employees. Training sessions are held to inform those nearing retirement about Social Security and retirement benefits, and matters pertaining to health, finances, and adjustment to retirement.

At least two States were experimenting with a new kind of benefit, variable work hours. In New York, the department of motor vehicles established a policy under which employees could arrive and leave at any time, within broad limits, and set their own lunch periods. The program was reported to have enhanced morale, increased efficiency, and brought about fiscal economies as well. North Carolina also tried a modified schedule in some state agencies. Preliminary reports indicated that the plan had helped to reduce traffic congestion and had improved morale.

(Continued on page 188)

STATE PERSONNEL AGENCIES

Coverage, Organization and Selected Policies*

August 1973

State or other jurisdiction	Coverage (a)	Number of employees covered	Board members			Work week for office workers		No. paid vacation days
			No.	How appld.	Term (years)	Days	Hrs.	
Alabama								
State Personnel Department.....	General	23,678	3	G(b)	6	5	40	13(c)
Merit System(e).....	County health	650	3	G	6	5	40	13(c)
Alaska								
State Division of Personnel.....	General	6,520	3	G(b)	6	5	37.5	15(c)
Arizona								
State Personnel Commission.....	General	15,563	5	G(b)	5	5	40	12(c)
Merit System Council(e).....	Highway Patrol	500	3	G	(d)	5	40	15
Arkansas								
Merit System Council.....	Grant-in-aid	3,668	3	G(b)	3	5	40	12(c)
Division of Personnel(e).....	General	9,988	..	..	..	5	37.5	12(c)
California								
State Personnel Board.....	General	120,000	5	G(b)	10	5	40	10(c)
Colorado								
State Department of Personnel...	General	21,647	5	(f)	5	5	40	12(c)
Merit System Council(e).....	County public welfare	2,200	3	G	3	5	40	15(c)
Connecticut								
State Personnel Department.....	General	36,500	6	G	(d)	5	35	15(c)
Delaware								
Office of Personnel(e).....	General	7,050	5	G	3	5	37.5	15(c)
Florida								
Career Service System(e).....	General	62,000	5	G(b)	4	5	40	8(c)
Georgia								
State Merit System.....	General	37,127	3	G(b)	7	5	40	15(c)
Hawaii								
Dept. of Personnel Services.....	General	15,340	7	G(b)	4	5	40	21
Idaho								
Personnel Commission.....	General	8,100	3	G(b)	6	5	40	12
Illinois								
Department of Personnel.....	General	100,000	..	..	..	5	37.5	10(c)
Civil Service Commission(e).....	General	..	3	G(b)	6	..	..	..
State Police Merit Board(e).....	State police	1,600	3	G(b)	6	5	40	10(c)
Univ. Civil Service System.....	Nonacademic	22,151	6	A	(d)	5	40	12(c)
Indiana								
State Personnel Division.....	General	16,614	4	G	4	5	40	12(c)
Iowa								
Merit Employment Department...	General	19,000	5	G(b)	6	5	40	10(c)
University System.....	Nonacademic	11,500	10	G(b)	4	5	40	10(c)
Kansas								
Personnel Division.....	General	25,000	5	G(b)	4	5	40	12(c)
Kentucky								
Department of Personnel.....	General	31,000	5	G	4	5	37.5	12(c)
Merit System Council.....	Local health	1,292	5	G	4	5	37.5	12(c)
Louisiana								
Department of Civil Service.....	General	50,283	5	G	6	5	40	12(c)
Maine								
Department of Personnel.....	General	12,500	5	(g)	(g)	5	40	12(c)
Maryland								
Department of Personnel.....	General	34,444	1	G(b)	6	5	35.5	10(c)
Massachusetts								
Civil Service Commission.....	General	..	5	G	5	..	..	..
Bureau of Pers. & Standardization.	General	70,000	..	..	..	5	37.5	10(c)
Michigan								
Department of Civil Service.....	General	52,673	4	G	8	5	40	13(c)
Minnesota								
Department of Civil Service.....	General	26,433	3	G(b)	6	5	40	9.75(c)
Merit System.....	Local health, welfare, civil defense	2,635	3	G	2	5	37.5	12
Mississippi								
Merit System Council(e).....	Public welfare	1,140	3	A	3	5	40	15
Advisory Committee on Pers.....	Employment security	1,000	3	A	..	5	40	24
Merit System Council.....	Health	1,292	3	A	3	5	37.5	30
Missouri								
Personnel Division.....	Grant-in-aid(h)	21,000	3	G(b)	6	5	40	15(c)
Merit System(e).....	Crippled children's serv.	88	3	(i)	3	5	40	15

*Prepared by the International Personnel Management Association.

†—X indicates that the State has group insurance but the employee pays the premium. In other cases, the premium percentage or dollar amounts paid by the State is indicated.

Abbreviations: G—Governor, A—Agencies, GA—Governor and agency heads, GC—Governor and Cabinet.

(a) The pattern of personnel agency coverage varies widely from State to State. Where coverage is shown as "General,"

most employees in state agencies are covered by the program. Seldom, however, is coverage complete. "Grant-in-aid" indicates that the program covers employees engaged in activities aided by the grant-in-aid programs administered by the United States Department of Health, Education, and Welfare. "Local" indicates that the program covers only local government employees administering grant-in-aid programs. Other entries indicate that the program covers the activities designated, e.g., state police, public welfare, health, employment security.

STATE PERSONNEL AGENCIES—Continued
Coverage, Organization and Selected Policies*
August 1973

Sick leave (working days)		Paid holi- days	Group insurance (including premium percentage or dollar amounts paid by States)			Statewide employee organizations		State or other jurisdiction
After 1 yr.	Cumu- lative		Hos- pitali- zation†	Medical or surgical†	Lifet	Non- affili- ated with AFL- CIO	Affili- ated with AFL- CIO	
13	no limit	13	—100—	..	..	X	..	Alabama
13	no limit	13	100	..	..	X	..	State Personnel Department Merit System(e)
15	no limit	11	—100—	..	X	X	..	Alaska
								State Division of Personnel
12	no limit	12	X	\$15/mo.	..	X	..	Arizona
15	no limit	11	X	X	..	..	..	State Personnel Commission Merit System Council(e)
15	90	9	\$11/mo.	X	..	..	..	Arkansas
..	..	..	X	X	..	..	..	Merit System Council Division of Personnel(e)
12	no limit	10	\$16/mo.	X	X	X	..	California
								State Personnel Board
15	no limit	11.5	—\$10/mo.—	..	..	..	..	Colorado
15	180	11	—\$6.75/mo.—	..	..	X	..	State Department of Personnel Merit System Council(e)
15	no limit	11	—100—	..	..	X	X	Connecticut
								State Personnel Department
15	90	11	—\$11.46/mo.—	..	X	..	..	Delaware
								Office of Personnel(e)
8	no limit	8	X	X	X	X	X	Florida
								Career Service System(e)
15	90	12	3	X	.5	..	..	Georgia
								State Merit System
21	90	13.5	—30-41—	..	100	X	X	Hawaii
								Dept. of Personnel Services
12	no limit	9	—\$10.83/mo.—	..	100	X	..	Idaho
								Personnel Commission
12	no limit	10	100	varies	100	X	X	Illinois
12	no limit	9	—100—	..	..	X	X	{ Department of Personnel Civil Service Commission(e)
12	no limit	9	—100—	..	..	..	..	State Police Merit Board(e) Univ. Civil Service System
12	no limit	13	—96—	..	..	X	..	Indiana
								State Personnel Division
30	90	10	—\$15/mo.—	..	100	X	X	Iowa
30	90	10	X	X	33	X	..	Merit Employment Department University System
12	no limit	9	—100—	..	..	X	..	Kansas
								Personnel Division
12	120	10.5	X	X	100	..	..	Kentucky
12	120	9.5	—100—	..	..	..	..	Department of Personnel Merit System Council
12	no limit	8	—50—	..	..	..	X	Louisiana
								Department of Civil Service
12	90	10	—50—	..	X	X	..	Maine
								Department of Personnel
30	100	13	—50—	..	..	X	..	Maryland
								Department of Personnel
15	no limit	10	—75—	..	..	X	..	Massachusetts
								{ Civil Service Commission Bureau of Pers. & Standardization
13	no limit	8+	—90—	..	75	X	X	Michigan
								Department of Civil Service
6.5(c)	100	9	—100—	..	..	X	X	Minnesota
								Department of Civil Service
12	100	..	..	..	..	..	..	Merit System
30	..	10	X	X	X	..	..	Mississippi
12	60	10	—40—	..	..	..	..	Merit System Council(e) Advisory Committee on Pers.
30	60	11	—50—	..	..	..	..	Merit System Council
15	no limit	11	—\$10/mo.—	..	..	..	X	Missouri
15	45	8	X	X	X	..	..	Personnel Division Merit System(e)

(b) With confirmation of Legislature.

(c) Additional vacation after a specified number of years.

(d) No fixed term.

(e) Data shown from prior years.

(f) Governor appoints 3 members with legislative confirmation; employees elect 2.

(g) Governor appoints 3 members from the public who serve

4 years; employees elect 1 member for 2 years and these 4 choose 5th member who serves for 2 years.

(h) Plus additional coverage.

(i) Appointed by Board of Curators, University of Missouri.

(j) Part of 24.

(k) Elected by General Assembly.

STATE PERSONNEL AGENCIES—Concluded
Coverage, Organization and Selected Policies*
August 1973

State or other jurisdiction	Coverage (a)	Number of employees covered	Board members			Work week for office workers		No. paid vacation days
			No.	How appld.	Term (years)	Days	Hrs.	
Montana								
Joint Merit System.....	Grant-in-aid	1,800	3	G	3	5	40	15(c)
Nebraska								
Joint Merit System.....	Grant-in-aid(h)	3,000	3	A	3	5	40	12(c)
Nevada								
Personnel Division(e).....	General	6,000	5	G	4	5	40	15(c)
New Hampshire								
Department of Personnel.....	General	7,610	3	GC	3	5	37.5	15
New Jersey								
Department of Civil Service.....	General	161,571	5	G(b)	5	5	35	12(c)
New Mexico								
State Personnel Office.....	General	11,459	5	G	5	5	40	15
New York								
Department of Civil Service.....	General	156,633	3	G(b)	6	5	37.5	12(c)
North Carolina								
State Personnel Department.....	General	58,000	7	G	6	5	40	10(c)
North Dakota								
Merit System Council.....	Grant-in-aid	1,600	5	G	5	5	40	12(c)
Ohio								
Department of State Personnel...	General	78,000	3	G(b)	6	5	40	10(c)
Oklahoma								
State Personnel Board.....	General	21,000	7	G	7	5	40	15(c)
Oregon								
Personnel Division.....	General	30,324	..	..	..	5	40	11(c)
Public Employment Relations Bd. (e).....	..	..	3	G	3	..	..	..
Pennsylvania								
Civil Service Commission.....	Grant-in-aid	75,510	3	G(b)	6	5	37.5	10(c)
Bureau of Personnel.....	General	118,000	..	..	..	5	37.5	10(c)
Rhode Island								
Division of Personnel(e).....	General	11,806	..	..	..	5	35	15(c)
South Carolina								
Merit System Council(e).....	Welfare(h)	1,628	7	(k)	4	5	36	18
Merit System Council(e).....	Employment security	841	3	(k)	4	5	40	15(c)
Merit System Council.....	Health	2,076	7	G(b)	4	5	37.5	15(c)
Personnel Division.....	General	..	..	..	..	..	..	..
South Dakota								
Bureau of Personnel.....	General	8,000	5	G(b)	5	5	40	15(c)
Tennessee								
Department of Personnel.....	Grant-in-aid	7,959	1	G	(d)	5	40	12(c)
Texas								
Merit System Council.....	Grant-in-aid	15,000	3	G	6	5	40	10.5(c)
Utah								
Personnel Office.....	General	9,242(e)	3	G	4	5	40	12(c)
Vermont								
Personnel Department.....	General	5,451	3	G(b)	6	5	37.5	12(c)
Virginia								
Merit System Council(e).....	Grant-in-aid	7,144	3	A	6	5	40	12(c)
Division of Personnel.....	General	60,000	..	..	..	5	40	12(c)
Washington								
Department of Personnel.....	General	33,000	3	G(b)	6	5	40	12(c)
West Virginia								
Civil Service System.....	Grant-in-aid(h)	13,000	3	G(b)	6	5	varies	15(c)
Wisconsin								
Bureau of Personnel.....	General	50,623	5	G(b)	5	5	40	10(c)
Wyoming								
Personnel Division.....	General	5,448	..	..	..	5	40	12(c)
Career Service(e).....	Grant-in-aid	684	3	G	3	5	37.5	12(c)
Guam								
Department of Administration...	General	3,397	7	G(b)	3	5	40	13(c)
Puerto Rico								
Office of Personnel.....	General	58,388	3	G(b)	4	5	37.5	30
Virgin Islands								
Division of Personnel.....	General	6,497	5	G	3	5	40	15(c)

STATE PERSONNEL AGENCIES—Concluded
Coverage, Organization and Selected Policies*
August 1973

Sick leave (working days)		Paid holid- days	Group insurance (including premium percentage or dollar amounts paid by States)			Statewide employee organizations		State or other jurisdiction
After 1 yr.	Cumu- lative		Hos- pitali- zation†	Medical or surgical†	Life†	Non- affili- ated with AFL- CIO	Affili- ated with AFL- CIO	
12	no limit	10	—\$10/mo.—	..		X	..	Montana Joint Merit System
12	180	11	—100—			..	..	Nebraska Joint Merit System
15	no limit	9	—100—			X	X	Nevada Personnel Division(e)
15	90	11	—100—	41		X	..	New Hampshire Department of Personnel
15	no limit	12	—100—			X	X	New Jersey Department of Civil Service
12	no limit	11	—50—			..	..	New Mexico State Personnel Office
13	190	11	—100—		X	X	..	New York Department of Civil Service
10	no limit	9-10	—100—		..	X	..	North Carolina State Personnel Department
12	no limit	10	X	X	X	X	..	North Dakota Merit System Council
14.9	no limit	9	66⅔	(j)	100	X	..	Ohio Department of State Personnel
15	45	10	—100—			..	..	Oklahoma State Personnel Board
12	no limit	9	\$15/mo.	X	..	X	..	Oregon { Personnel Division Public Employment Relations Bd. (e)
15	90	13	—100—			X	X	Pennsylvania Civil Service Commission
15	90	13	—100—			X	..	Bureau of Personnel
15	120	9	X	X	partial	X	X	Rhode Island Division of Personnel(e)
15	90	11	X	X	X	X	..	South Carolina Merit System Council(e)
15	90	11	X	X	X	X	..	Merit System Council(e)
15	90	12	—100—			X	..	Merit System Council
..	..	..	..	..	..	..	..	Personnel Division
15	90	10	—100—		X	X	X	South Dakota Bureau of Personnel
12	120	12	—50—			..	..	Tennessee Department of Personnel
12	no limit	13	—\$12.50/mo.—			X	..	Texas Merit System Council
12	no limit	12	—100—		37	X	..	Utah Personnel Office
12	no limit	12	—50—			X	..	Vermont Personnel Department
15	no limit	10	X	X	X	..	..	Virginia Merit System Council(e)
15	no limit	10	—100—		24	..	..	Division of Personnel
12	..	11	—\$18.98/mo.—		75	X	X	Washington Department of Personnel
18	90	12	—70—			..	..	West Virginia Civil Service System
13	no limit	9	—90—		X	X	X	Wisconsin Bureau of Personnel
12	120	10	\$10/mo.	\$15/mo.	X	X	..	Wyoming Personnel Division
12	90	10	—60—		X	X	..	Career Service(e)
13	no limit	13	—50—			..	X	Guam Department of Administration
15	90	18	\$10/mo.	X	..	..	..	Puerto Rico Office of Personnel
13	no limit	22	—75—		..	..	..	Virgin Islands Division of Personnel

(Continued from page 183)

TRAINING AND DEVELOPMENT

Training and development continued to prove to be a sound investment by state employers. Michigan, for example, reported a 14 percent decrease in disabling on-the-job accidents in 1971, largely attributed to increased emphasis on occupational safety training.

The Intergovernmental Personnel Act (IPA) provided badly needed funds for training in many areas. For example, New Mexico established a management and supervisory training program under funds granted by the Intergovernmental Personnel Act. Most of the training was con-

ducted by local universities. Also using IPA funds, the government of the Virgin Islands provided basic and specialized training in labor relations, personnel administration, and administrative management, and established an individual learning center. IPA funds will help North Carolina managers improve their skills in administration and related matters.

This account has done no more than to sample the great variety of changes that have taken place in state personnel administration. Undoubtedly many more changes will take place not only in the areas mentioned but also in ways as yet unforeseen.

STATE EMPLOYMENT IN 1972*

STATE GOVERNMENT employment and payrolls continued their increase in 1972 as they have done each year since 1946. In October 1972, state governments employed more than 2,938,000 employees and had payrolls for the month of nearly \$1,932 million. These figures represent a 3.7 percent increase in employment and a 10.9 percent increase in payrolls from October 1971 to October 1972.

Trends in state government employment and payrolls since World War II are summarized in Table 1. The more rapid rise in payroll amounts than in employment is attributable in large part to the effect of adjustments in pay rates during this period. The average monthly earnings of all full-time state government employees in October 1972 was \$781, a \$50 increase over October 1971, and \$352 or 82 percent greater than in October 1962. The average for full-time state employees in the "education" function, primarily employees of institutions of higher education, was \$877 in October 1972, a \$51 increase over October 1971, and \$359 or 69 percent greater than in October 1962.

Of the total number of persons employed by state governments in October 1972, 2,295,000 were employed on a full-time basis and 643,000 were employed part time. When the number of part-time employees is discounted by applying average full-time earnings rates, it is found that the full-time equivalent employment of state governments in October 1972 is approximately 2,471,400.

FUNCTIONAL DISTRIBUTION OF STATE EMPLOYMENT AND PAYROLLS

The largest portions of state government employment and payrolls are required by the "education" function. As

shown in Table 2, the 1,260,000 state educational employees included 1,162,000 working for higher education institutions, 19,000 working for public elementary and secondary schools, and 78,000 working in other state educational activities, primarily central state education agencies and offices. Altogether this function accounts for over 40 percent of employment and nearly 39 percent of payrolls. Hospitals and highways are the second- and third-ranking functions of state government employment. Together they account for nearly 26 percent of the total state employment and 45 percent of the noneducation state employment.

A functional distribution of state employment and payrolls of individual States is reported in Tables 5 and 6. Caution should be used in interpreting interstate differences in the functional distribution of employment and payrolls because of the differing degrees of delegation of responsibility to local governments for particular functions.

THE STATES' SHARE OF PUBLIC EMPLOYMENT

State governments employed nearly 28 percent of the 13,603,000 persons on public payrolls in the United States—federal, state and local—in October 1972. State government employment now exceeds federal civilian employment by 5.1 percent and is equivalent to about 37 percent of the employment of the more than 78,000 local governments. Of the total public payrolls of \$9,721.7 million for the month of October 1972, States accounted for nearly 20 percent.

The States' share of public employment differs widely among various governmental functions. National defense and international relations and the postal service are federal functions involving 13.3 percent of all civilian public employment. At the other extreme, local schools,

*Adapted by Alan Stevens, Chief, Employment Branch, Governments Division, U.S. Bureau of the Census, from the Census report, *Public Employment in 1972*.

police and fire protection, local recreation, and public utility services primarily involve local government personnel. The States, however, account for most employment of public institutions of higher education and for a sizable portion of all governmental employees engaged in highway, public welfare, health, hospital, and natural resources activities. Table 2 reflects employment and payrolls of state and local governments, and the following summary shows distribution of civilian public personnel of all governmental levels as of October 1972.

Function	Employees (thousands)*				
	Total	Federal (civilian)	State and local		
			Total	State	Local
Total.....	13,603	2,795	10,808	2,938	7,870
National defense and international relations.....	1,112	1,112			
Postal service.....	666	666			
Education.....	5,646	20	5,626	1,260	4,367
Highways.....	610	5	605	291	315
Health and hospitals.....	1,295	217	1,078	531	546
Police protection.....	581	34	547	63	484
Natural resources.....	421	227	194	159	35
Financial administration.....	360	109	251	98	153
General control.....	449	50	399	60	338
All other.....	2,466	357	2,109	475	1,634

*Details may not add to totals due to rounding.

Differences among States in the pattern for assignment of functional responsibilities between the state and local governments also result in considerable geographic variation in the fraction of all state and local employment accounted for by the state government. Nationally, local government employees outnumber the personnel of the States by a ratio of more than two and one-half to one, and in New York the ratio is nearly five to one. In Hawaii, however, persons on the state payroll greatly outnumber local employees—mainly reflecting direct state payment of local school staffs.

Because of the differing proportions of part-time employment among various areas, the relationship between public employment and population can best be considered in terms of full-time equivalent employment. On this basis, as shown in Table 3, state and local government employment in October 1972 ranged from 374 per 10,000 inhabitants in Kentucky to 657 per 10,000 in Wyoming.

AVERAGE MONTHLY EARNINGS

Average monthly earnings of full-time state and local government employees in October 1972 amounted to \$772. This compares with \$730 in October 1971 and \$442 in October 1962. There is considerable range in average earnings of full-time state and local employees among the various States. As shown in Table 4, such average earnings in October 1972 ranged from \$925 or more per month in four States, down to less than \$575 per month in three States.

EMPLOYMENT BY INDIVIDUAL STATES

Nearly one third of all employees and more than one third of all payrolls of the 50 state governments are accounted for by six States. These, in descending order of number of employees, are: California, New York, Texas, Pennsylvania, Illinois and Michigan.

Care must be exercised in comparing employment and payroll data for individual state governments, which differ considerably in the scope and intensity of functions they perform. These differences arise from economic, geographic, and traditional factors that influence the total scale of public services and the allocation of responsibility between the States and their local governments, particularly in such activities as education, highways, public welfare, and health and hospitals.

It will be noted from the summary state-by-state figures in Table 3 that a relatively high level of state government employment often is associated with a relatively low level of employment by local governments. The Bureau of the Census annual reports on *Public Employment* provide additional data in this regard by showing employment and payrolls for both state and local governments, by state area, in terms of various functions.

Much more extensive detail on public employment—federal, state and local—will be supplied in the 1972 Census of Governments, Volume 3, No. 2: *Compendium of Public Employment*.

TABLE 1
SUMMARY OF STATE EMPLOYMENT: 1946-72*

Year	Number of employees (in thousands)						Monthly payrolls (in millions of dollars)			Average monthly earnings of full-time employees		
	Total			Full-time equivalent								
	All	Edu- cation	Other	All	Edu- cation	Other	All	Edu- cation	Other	All	Edu- cation	Other
October:												
1972.....	2,938	1,260	1,679	2,471	861	1,610	\$1,931.8	\$747.0	\$1,184.7	\$781	\$877	\$735
1971.....	2,832	1,223	1,609	2,384	841	1,544	1,741.7	681.4	1,060.2	731	826	686
1970.....	2,755	1,182	1,573	2,302	803	1,499	1,612.1	630.2	981.8	701	797	655
1969.....	2,614	1,112	1,501	2,179	746	1,433	1,430.5	554.4	876.0	655	743	597
1968.....	2,495	1,037	1,458	2,085	694	1,391	1,256.6	477.0	779.6	602	687	544
1967.....	2,335	940	1,395	1,946	620	1,326	1,105.5	406.3	699.3	567	666	526
1966.....	2,211	866	1,344	1,864	575	1,289	975.2	353.0	622.2	523	614	483
1965.....	2,028	739	1,289	1,751	508	1,243	849.2	290.1	559.1	485	571	450
1964.....	1,873	656	1,217	1,639	460	1,179	761.1	257.5	503.6	464	560	427
1963.....	1,775	602	1,173	1,558	422	1,136	696.4	230.1	466.3	447	545	410
1962.....	1,680	555	1,126	1,478	389	1,088	634.6	201.8	432.8	429	518	397
1961.....	1,625	518	1,107	1,435	367	1,068	586.2	192.4	393.8	409	482	383
1960.....	1,527	474	1,053	1,353	332	1,021	524.1	167.7	356.4	384	439	365
1959.....	1,454	443	1,011	1,302	318	984	485.4	136.0	349.4	372	427	352
1958.....	1,408	406	1,002	1,259	284	975	446.5	123.4	323.1	355	416	333
April 1957.....	1,300	375	925	1,153	257	896	372.5	106.1	266.4	320	355	309
October:												
1956.....	1,268	353	915	1,136	250	886	366.5	108.8	257.7	321	358	309
1955.....	1,199	333	866	1,081	244	837	325.9	88.5	237.4	302	334	290
1954.....	1,149	310	839	1,024	222	802	300.7	78.9	221.8	294	325	283
1953.....	1,082	294	788	966	211	755	278.6	73.5	205.1	289	320	278
1952.....	1,060	293	767	958	213	745	260.3	65.1	195.2	271	298	262
1951.....	1,070	316	754	973	240	733	245.8	68.1	177.7	253	284	242
1950.....	1,057	312	745	N.A.	N.A.	N.A.	218.4	61.0	157.4	N.A.	N.A.	N.A.
1949.....	1,037	306	731	N.A.	N.A.	N.A.	209.8	58.5	151.3	N.A.	N.A.	N.A.
1948.....	963	286	677	N.A.	N.A.	N.A.	184.9	50.9	134.0	N.A.	N.A.	N.A.
1947.....	909	271	638	N.A.	N.A.	N.A.	160.8	44.8	116.0	N.A.	N.A.	N.A.
1946.....	804	233	572	N.A.	N.A.	N.A.	128.0	34.6	93.5	N.A.	N.A.	N.A.

*Source: Bureau of the Census, *Public Employment in 1972*. N.A.—Not Available.
Because of rounding, detail may not add to totals.

TABLE 2
EMPLOYMENT AND PAYROLLS OF STATE AND LOCAL
GOVERNMENTS, BY FUNCTION: OCTOBER 1972*

Function	All employees (full-time and part-time) (in thousands)			Monthly payroll (in millions of dollars)			Average monthly earnings of full-time employees
	Total	State governments	Local governments	Total	State governments	Local governments	
All functions.....	10,808	2,938	7,870	\$7,012.1	\$1,931.8	\$5,080.4	\$772
Education.....	5,626	1,260	4,367	3,686.0	747.0	2,939.0	820
Local schools.....	4,166	19	4,147	2,818.5	13.2	2,805.3	802
Instructional personnel.....	2,652	13	2,639	2,224.3	10.2	2,214.0	900
Other.....	1,514	6	1,507	594.2	2.9	591.3	533
Institutions of higher education.....	1,382	1,162	220	809.7	676.0	133.7	899
Other education.....	78	78	.....	57.7	57.7	.....	788
Functions other than education.....	5,181	1,679	3,503	3,326.1	1,184.7	2,141.3	727
Highways.....	605	291	315	385.7	211.6	174.0	680
Public welfare.....	291	115	175	183.2	77.1	106.0	653
Hospitals.....	912	461	450	531.1	288.4	242.7	612
Health.....	166	70	96	117.5	56.3	61.1	773
Police protection.....	547	63	484	430.3	55.1	375.2	886
Local fire protection.....	276	.....	276	183.7	.....	183.7	917
Natural resources.....	194	159	35	118.4	101.9	16.5	728
Correction.....	164	103	61	125.2	80.3	44.8	783
Financial administration.....	251	98	153	155.0	71.9	83.0	704
General control.....	399	60	338	214.8	51.0	163.8	760
Local utilities.....	283	.....	283	223.1	.....	223.1	825
All other.....	1,094	257	837	657.1	190.4	466.5	710

*Source: Bureau of the Census, *Public Employment in 1972*. Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

TABLE 3
NUMBER OF STATE AND LOCAL GOVERNMENT EMPLOYEES:
OCTOBER 1972*

State or other jurisdiction	All employees (full-time and part-time)		Full-time equivalent employment of state and local governments					
	State	Local	Number			Number per 10,000 population		
			Total	State	Local	Total	State	Local
United States.....	2,938,211	7,869,663	9,177,128	2,471,371	6,705,757	442.3	119.0	323.3
Alabama.....	51,477	113,536	145,090	44,950	100,140	413.3	128.0	285.2
Alaska.....	12,579	10,079	20,714	11,692	9,022	637.3	359.7	277.5
Arizona.....	33,014	73,039	89,350	26,553	62,797	459.3	136.5	322.8
Arkansas.....	30,913	59,682	77,169	25,839	51,330	390.1	130.6	259.5
California.....	243,276	900,475	946,200	199,711	746,489	462.2	97.5	364.7
Colorado.....	45,700	94,445	115,028	37,271	77,757	488.0	158.1	329.8
Connecticut.....	43,653	92,955	119,095	38,036	81,059	386.4	123.4	263.0
Delaware.....	15,562	17,869	29,788	14,244	15,544	527.2	252.1	275.1
Florida.....	90,376	285,656	338,124	78,937	259,187	465.7	102.7	357.0
Georgia.....	65,310	184,186	222,821	57,589	165,232	472.0	128.0	350.0
Hawaii.....	37,121	10,481	40,537	30,458	10,079	501.0	376.4	124.5
Idaho.....	15,502	30,321	35,577	11,679	23,898	470.5	154.4	316.1
Illinois.....	134,461	416,983	463,526	111,612	351,914	411.9	99.2	312.7
Indiana.....	73,820	184,615	213,320	54,933	158,387	403.1	103.8	299.3
Iowa.....	41,335	122,376	128,462	33,297	95,165	445.5	115.4	330.0
Kansas.....	41,328	98,453	109,906	31,566	78,340	486.7	139.7	346.9
Kentucky.....	52,996	85,444	123,328	44,239	79,089	373.8	134.0	239.7
Louisiana.....	70,132	126,782	174,215	58,531	115,684	468.3	157.3	310.9
Maine.....	16,736	37,121	44,373	15,821	28,552	431.2	153.7	277.4
Maryland.....	57,135	146,979	182,895	54,958	127,937	450.9	135.4	315.4
Massachusetts.....	73,317	207,592	247,373	66,333	181,040	427.4	114.6	312.8
Michigan.....	125,400	352,689	378,628	96,365	282,263	416.8	106.1	310.7
Minnesota.....	59,765	167,897	177,611	46,635	130,976	455.8	119.6	336.1
Mississippi.....	35,786	84,237	104,268	29,923	74,345	460.7	132.2	328.5
Missouri.....	66,962	164,047	195,191	55,139	140,052	410.6	116.0	294.6
Montana.....	16,462	26,929	34,606	12,539	22,067	481.3	174.3	306.9
Nebraska.....	25,384	64,075	77,206	21,978	55,228	500.0	137.8	362.1
Nevada.....	9,066	23,672	29,136	7,808	21,328	552.8	148.1	404.7
New Hampshire.....	13,871	26,948	29,903	11,089	18,814	387.8	143.8	244.0
New Jersey.....	74,856	259,478	286,936	65,625	221,311	389.4	89.0	300.4
New Mexico.....	26,556	36,996	55,510	21,270	34,240	521.2	199.7	321.5
New York.....	198,073	896,864	956,640	183,235	773,405	522.2	99.7	422.4
North Carolina.....	76,750	175,187	214,298	65,941	148,357	411.0	126.4	284.5
North Dakota.....	14,299	29,729	29,399	10,789	18,610	465.1	170.7	294.4
Ohio.....	117,644	392,692	414,867	95,128	319,739	384.7	88.2	296.5
Oklahoma.....	50,786	81,338	117,059	41,121	75,938	444.4	156.1	288.2
Oregon.....	44,386	83,686	103,214	34,248	68,966	473.0	156.9	316.0
Pennsylvania.....	144,773	371,796	449,199	130,836	318,363	376.6	109.7	266.9
Rhode Island.....	18,349	25,927	39,022	15,879	23,143	403.1	164.0	239.0
South Carolina.....	44,418	80,435	114,160	39,566	74,594	428.3	148.4	279.9
South Dakota.....	14,372	30,123	34,455	10,767	23,688	507.4	158.5	348.8
Tennessee.....	59,501	140,210	179,770	52,094	127,676	445.9	129.2	316.7
Texas.....	145,221	410,540	494,615	122,902	371,713	424.5	105.5	319.0
Utah.....	28,265	35,815	52,802	21,722	31,080	468.9	192.9	276.0
Vermont.....	11,207	15,139	20,173	9,661	10,512	436.6	209.1	227.5
Virginia.....	82,854	144,152	202,928	70,285	132,643	425.9	147.5	278.4
Washington.....	74,713	133,431	169,961	58,061	111,900	493.6	168.6	325.0
West Virginia.....	37,519	49,559	78,708	33,293	45,415	441.9	186.9	254.9
Wisconsin.....	66,572	195,110	196,840	52,057	144,783	435.4	115.1	320.3
Wyoming.....	8,658	17,124	22,651	7,166	15,485	656.5	207.7	448.8
District of Columbia.....		54,769	50,481		50,481	674.8		674.8

*Source: Bureau of the Census, *Public Employment in 1972*.

Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

TABLE 4
STATE AND LOCAL GOVERNMENT PAYROLLS AND AVERAGE
EARNINGS OF FULL-TIME STATE AND LOCAL GOVERNMENT
EMPLOYEES, BY STATE: OCTOBER 1972*

State or other jurisdiction	Amount of October payroll (thousands of dollars)			Percent of October payroll		Average earnings of full- time state and local government employees		
	Total	State govern- ment	Local govern- ment	State govern- ment	Local govern- ment	All	Education employees	Other
United States.....	\$7,012,143	\$1,931,754	\$5,080,389	27.5	72.4	\$772	\$820	\$727
Alabama.....	82,916	30,160	52,756	36.3	63.6	577	625	534
Alaska.....	22,621	12,890	9,732	56.9	43.0	1,102	1,089	1,114
Arizona.....	71,779	21,447	50,332	29.8	70.1	807	871	739
Arkansas.....	39,109	14,851	24,259	37.9	62.0	517	565	468
California.....	911,096	191,788	719,308	21.0	78.9	969	1,014	932
Colorado.....	83,046	30,217	52,830	36.3	63.6	731	767	687
Connecticut.....	102,962	31,866	71,096	30.9	69.0	869	942	792
Delaware.....	20,841	8,665	12,176	41.5	58.4	703	736	662
Florida.....	238,268	61,827	176,442	25.9	74.0	720	797	657
Georgia.....	126,032	37,955	88,077	30.1	69.8	579	625	539
Hawaii.....	33,155	24,855	8,301	74.9	25.0	813	812	813
Idaho.....	21,363	7,983	13,381	37.3	62.6	610	653	565
Illinois.....	394,832	94,472	300,361	23.9	76.0	860	920	803
Indiana.....	143,352	39,867	103,486	27.8	72.1	686	792	561
Iowa.....	88,562	26,659	61,904	30.1	69.8	702	766	623
Kansas.....	69,104	22,809	46,295	33.0	66.9	637	694	575
Kentucky.....	77,534	30,645	46,889	39.5	60.4	626	667	575
Louisiana.....	101,806	36,428	65,378	35.7	64.2	592	644	544
Maine.....	27,559	10,188	17,371	36.9	63.0	633	658	604
Maryland.....	145,803	44,500	101,304	30.5	69.4	803	874	732
Massachusetts.....	196,272	52,323	143,949	26.6	73.3	799	882	740
Michigan.....	348,132	91,095	257,037	26.1	73.8	929	979	870
Minnesota.....	145,224	40,999	104,226	28.2	71.7	831	899	746
Mississippi.....	51,156	18,235	32,922	35.6	64.3	499	541	455
Missouri.....	128,891	36,457	92,435	28.2	71.7	666	722	608
Montana.....	23,322	9,349	13,973	40.0	59.9	681	749	613
Nebraska.....	47,325	13,609	33,717	28.8	71.2	614	629	598
Nevada.....	23,124	6,844	16,280	29.5	70.4	806	795	814
New Hampshire.....	19,785	7,941	11,845	40.1	59.8	668	708	626
New Jersey.....	238,298	55,586	182,713	23.3	76.6	836	936	744
New Mexico.....	34,834	14,376	20,459	41.2	58.7	624	663	577
New York.....	885,421	167,167	718,255	18.8	81.1	936	1,013	889
North Carolina.....	140,743	46,704	94,039	33.1	66.8	677	736	607
North Dakota.....	19,276	7,457	11,819	38.6	61.3	656	697	600
Ohio.....	307,469	75,078	232,392	24.4	75.5	746	790	701
Oklahoma.....	67,651	26,024	41,627	38.4	61.5	575	628	520
Oregon.....	79,633	28,670	50,964	36.0	63.9	776	788	763
Pennsylvania.....	338,582	100,190	238,393	29.5	70.4	761	806	723
Rhode Island.....	30,064	11,741	18,324	39.0	60.9	774	856	701
South Carolina.....	66,048	25,641	40,407	38.8	61.1	578	614	534
South Dakota.....	20,622	7,473	13,150	36.2	63.7	599	624	563
Tennessee.....	105,006	31,166	73,841	29.6	70.3	594	666	535
Texas.....	307,241	85,431	221,810	27.8	72.1	630	669	586
Utah.....	35,811	15,986	19,825	44.6	55.3	676	682	666
Vermont.....	14,180	7,388	6,793	52.1	47.9	711	739	682
Virginia.....	138,412	49,439	88,973	35.7	64.2	683	735	622
Washington.....	137,075	48,135	88,940	35.1	64.8	811	852	772
West Virginia.....	45,097	19,752	25,345	43.7	56.2	572	611	524
Wisconsin.....	158,322	46,475	111,847	29.3	70.6	808	854	760
Wyoming.....	14,617	4,977	9,640	34.0	65.9	648	696	594
District of Columbia.....	42,797		42,797		100.0	858	991	807

*Source: Bureau of the Census, *Public Employment in 1972*.

Statistics for local governments are subject to sampling variation. Because of rounding, detail may not add to totals.

TABLE 5

STATE GOVERNMENT EMPLOYEES (FULL-TIME EQUIVALENT),
TOTAL AND FOR SELECTED FUNCTIONS, BY STATE: OCTOBER 1972*

State	Education			Selected functions other than education							
	All functions	Institutions of higher education	Other education	Highways	Public welfare	Hospitals	Health	Police protection	Natural resources	Financial administration	General control
All States	2,471,371	771,303	90,047	286,838	113,176	447,661	68,400	62,061	137,091	95,021	54,023
Alabama	44,950	15,897	2,659	6,253	2,394	6,945	730	769	2,618	1,110	648
Alaska	11,692	1,952	2,344	1,557	338	341	260	257	835	477	660
Arizona	26,553	11,862	750	3,480	1,342	2,030	305	911	1,373	1,059	688
Arkansas	25,839	6,973	2,213	3,572	1,643	3,606	977	541	2,505	1,026	284
California	199,711	72,356	4,161	18,162	1,676	20,264	3,699	8,955	11,753	11,529	2,291
Colorado	37,271	18,556	648	2,898	775	4,866	465	728	1,775	1,558	1,282
Connecticut	38,036	8,071	2,044	4,118	2,158	7,997	912	1,038	1,177	1,537	1,798
Delaware	14,244	5,240	258	1,383	986	1,733	653	539	552	516	658
Florida	78,937	18,969	2,391	7,807	5,422	12,663	4,683	1,680	6,093	3,347	2,199
Georgia	57,589	19,058	2,814	8,845	553	11,170	1,484	1,396	4,350	1,120	1,621
Hawaii	30,458	5,043	15,032	963	457	2,072	982	...	1,069	694	992
Idaho	11,679	3,767	418	1,548	391	676	575	236	1,668	484	264
Illinois	111,612	36,875	2,726	8,802	5,946	24,104	2,318	2,414	4,012	3,386	2,835
Indiana	54,933	25,923	1,571	5,345	627	10,958	568	1,317	1,871	1,604	653
Iowa	33,297	11,714	1,253	4,086	2,442	5,924	320	880	1,900	836	415
Kansas	31,566	12,451	775	4,203	538	5,904	395	496	2,019	820	322
Kentucky	44,239	11,878	2,788	8,782	3,114	4,969	1,289	1,066	4,329	1,138	493
Louisiana	58,531	15,250	2,076	7,320	4,069	15,000	775	973	4,242	1,808	898
Maine	15,821	3,335	856	3,326	687	2,081	277	416	1,396	614	297
Maryland	54,958	17,565	1,498	4,587	1,009	11,398	2,377	1,884	1,842	2,447	1,769
Massachusetts	66,333	12,947	1,006	7,388	6,484	18,485	1,372	978	2,039	3,856	1,568
Michigan	96,365	40,233	2,146	4,742	8,691	17,646	1,371	2,510	3,629	3,510	1,519
Minnesota	46,635	18,984	1,082	5,486	690	7,681	1,043	768	2,525	1,583	650
Mississippi	29,923	9,251	1,232	3,263	2,434	5,223	981	792	2,938	870	403
Missouri	55,139	15,928	1,440	6,782	4,877	12,149	1,124	1,484	3,629	1,853	960
Montana	12,539	4,126	385	2,204	825	1,374	224	278	891	321	199
Nebraska	21,978	8,605	754	2,608	595	4,069	264	449	1,814	627	219
Nevada	7,808	2,160	186	1,509	399	353	231	161	574	539	247
New Hampshire	11,089	3,711	240	1,736	488	1,590	279	235	645	418	161
New Jersey	65,625	15,417	2,001	7,550	2,825	13,707	1,666	3,104	2,502	2,788	2,168
New Mexico	21,270	7,857	728	2,923	1,225	2,126	573	479	1,229	1,163	691
New York	183,235	30,950	2,881	16,073	1,735	60,875	8,624	4,501	8,937	10,126	7,649
North Carolina	65,941	19,891	1,748	11,670	989	11,586	843	1,984	3,403	2,270	2,690
North Dakota	10,789	4,708	321	1,342	248	1,539	167	135	873	317	111
Ohio	95,128	35,677	1,690	10,618	1,184	18,148	1,877	2,069	4,530	3,192	1,601
Oklahoma	41,121	14,048	1,534	3,663	3,593	7,172	933	828	2,208	1,121	1,018
Oregon	34,248	12,136	883	3,634	2,637	3,682	489	898	2,478	1,572	676
Pennsylvania	130,836	20,787	2,677	19,472	11,705	31,782	2,443	4,812	5,818	5,812	2,990
Rhode Island	15,879	3,896	938	957	1,132	3,056	765	218	467	592	588
South Carolina	39,566	9,459	3,718	5,322	2,154	6,727	2,038	950	2,515	1,507	307
South Dakota	10,767	3,602	250	1,827	709	1,350	260	188	1,021	291	220
Tennessee	52,094	16,288	2,523	5,803	3,357	8,933	2,532	811	3,965	1,684	901
Texas	122,902	45,450	3,527	18,383	6,753	20,574	3,592	1,559	6,489	3,026	1,351
Utah	21,722	10,987	690	2,381	841	2,138	316	380	1,188	713	371
Vermont	9,661	3,005	253	1,252	366	1,087	353	373	823	423	323
Virginia	70,285	21,428	2,233	11,728	222	14,265	4,218	1,895	3,331	1,364	955
Washington	58,061	22,540	1,012	5,767	5,764	5,749	623	1,125	3,985	2,459	848
West Virginia	33,293	7,418	1,199	9,748	2,216	5,155	661	635	1,565	927	289
Wisconsin	52,057	24,956	1,285	2,601	1,088	3,967	4,349	799	2,966	2,615	1,168
Wyoming	7,166	2,123	210	1,369	383	772	145	167	735	372	115

*Source: Bureau of the Census, *Public Employment in 1972*. Because of rounding, detail may not add to totals.

TABLE 6
STATE GOVERNMENT PAYROLLS, TOTAL AND FOR SELECTED
FUNCTIONS, BY STATE: OCTOBER 1972*
(In thousands of dollars)

State	Education			Selected functions other than education							
	All functions	State institutions of higher education	Other education	Highways	Public welfare	Hospitals	Health	Police protection	Natural resources	Financial administration	General control
All States...	\$1,931,754	\$676,022	\$71,010	\$211,634	\$77,173	\$288,383	\$56,395	\$55,137	\$101,928	\$71,992	\$51,026
Alabama.....	30,160	12,035	1,798	3,488	1,539	3,889	520	699	1,776	756	623
Alaska.....	12,890	2,010	2,608	1,781	332	386	307	243	790	440	802
Arizona.....	21,447	10,363	585	2,854	879	1,223	251	752	1,136	735	550
Arkansas.....	14,851	4,789	1,323	1,893	834	1,691	486	318	1,336	481	228
California....	191,788	69,547	3,874	18,113	1,348	18,178	3,682	8,662	12,188	9,563	2,349
Colorado.....	30,217	15,635	475	2,462	598	3,484	399	576	1,432	1,119	1,102
Connecticut..	31,866	8,049	2,082	3,222	1,697	5,559	841	894	777	1,255	1,705
Delaware.....	8,665	2,744	217	969	595	1,004	453	426	346	295	393
Florida.....	61,827	18,215	1,969	6,308	3,833	7,830	4,078	1,278	4,516	2,290	2,209
Georgia.....	37,955	14,142	1,924	5,317	414	5,676	1,131	991	2,673	870	1,297
Hawaii.....	24,855	5,396	11,111	802	325	1,413	884	...	974	647	837
Idaho.....	7,983	2,787	307	1,165	221	312	416	172	989	324	222
Illinois.....	94,472	35,502	2,442	8,010	4,693	17,184	2,260	2,488	3,088	2,531	2,421
Indiana.....	39,867	21,517	1,351	3,272	394	5,830	478	1,040	1,314	999	651
Iowa.....	26,659	11,076	958	3,188	1,980	3,652	260	819	1,246	594	466
Kansas.....	22,809	10,092	546	2,851	343	3,427	314	504	1,487	554	317
Kentucky.....	30,645	11,085	1,930	5,017	1,762	2,725	892	753	2,576	737	507
Louisiana....	36,428	10,429	1,606	4,562	2,569	7,546	571	637	2,917	1,153	668
Maine.....	10,188	1,918	668	2,262	457	1,199	215	313	855	377	255
Maryland....	44,500	14,065	1,455	3,845	598	7,833	2,193	1,765	1,559	2,069	1,574
Massachusetts	52,323	12,324	923	6,178	4,923	12,051	1,375	880	1,119	2,958	1,438
Michigan.....	91,095	40,042	2,129	4,955	7,275	14,258	1,484	2,855	3,429	3,161	1,733
Minnesota....	40,999	19,549	914	4,653	445	5,145	908	687	2,015	1,120	710
Mississippi...	18,235	6,543	807	1,910	1,193	2,054	640	674	1,737	604	399
Missouri.....	36,457	12,541	914	4,817	2,520	6,575	678	1,168	2,383	922	839
Montana.....	9,349	3,425	295	1,880	458	711	181	201	703	201	207
Nebraska.....	13,609	5,482	527	1,668	316	2,255	170	342	1,174	361	174
Nevada.....	6,844	1,946	155	1,388	307	240	211	143	522	428	283
New Hampshire	7,941	2,780	184	1,332	332	894	232	210	474	279	140
New Jersey...	55,586	15,165	1,867	6,275	2,138	9,698	1,400	3,010	2,047	2,093	2,283
New Mexico...	14,376	6,293	454	1,701	837	986	250	333	858	693	514
New York.....	167,167	32,422	2,801	14,147	1,545	48,006	8,432	4,777	7,319	10,697	8,112
North Carolina	46,704	15,511	1,319	7,787	678	6,551	711	1,658	2,743	1,622	2,010
North Dakota	7,457	3,548	236	900	177	721	123	85	649	200	95
Ohio.....	75,078	31,403	1,379	8,137	889	11,731	1,458	1,768	3,237	2,435	1,508
Oklahoma....	26,024	10,469	1,073	2,147	2,176	3,373	607	560	1,184	638	909
Oregon.....	28,670	11,334	723	3,079	1,722	2,496	420	876	2,058	1,163	754
Pennsylvania	100,190	19,987	2,252	13,902	8,298	21,073	1,993	4,706	4,498	3,529	3,015
Rhode Island	11,741	3,054	758	678	796	2,183	573	197	338	447	477
South Carolina	25,641	7,215	2,482	2,821	1,184	3,514	1,449	696	1,663	987	335
South Dakota	7,473	2,794	169	1,337	430	567	159	149	795	190	185
Tennessee...	31,166	11,253	1,673	3,118	1,866	4,123	1,625	604	2,037	1,050	755
Texas.....	85,431	37,315	2,549	11,618	4,131	10,369	2,640	1,226	3,922	2,126	1,176
Utah.....	15,986	8,250	514	1,773	573	1,543	268	305	859	445	325
Vermont.....	7,388	2,468	218	952	312	654	279	294	571	307	298
Virginia.....	49,439	18,932	1,576	6,785	169	7,672	3,188	1,313	2,363	889	808
Washington...	48,135	21,243	866	5,181	3,825	3,638	543	974	3,203	1,804	822
West Virginia	19,752	5,786	798	5,357	1,196	2,317	428	392	824	541	227
Wisconsin....	46,475	24,098	1,113	2,719	866	2,692	3,248	612	2,700	2,086	1,228
Wyoming.....	4,977	1,554	137	1,081	209	346	110	135	555	251	116

*Source: Bureau of the Census, *Public Employment in 1972*. Because of rounding, detail may not add to totals.

Section V

FINANCE

1. Revenue, Expenditure, Debt
2. Taxation

Revenue, Expenditure, Debt

STATE FINANCES IN 1972*

REVENUE of state governments from all sources totaled \$112.3 billion in fiscal 1972,¹ or 15.5 percent more than in fiscal 1971. State government expenditure rose 10.5 percent and amounted to \$109.2 billion in fiscal 1972. Since 1963, both revenue and expenditure have increased by about 175 percent. In 1972, state revenue exceeded aggregate state expenditure by \$3.1 billion, as indicated by the following figures (in billions):

Fiscal year	Total revenue	Total expenditure	Excess of revenue or of expenditure (—)
1972	\$112.3	\$109.2	\$3.1
1971	97.2	98.8	-1.6
1970	88.9	85.1	3.9
1969	77.6	74.2	3.4
1968	68.5	66.3	2.2
1967	61.1	58.8	2.3
1966	55.2	51.1	4.1
1965	48.8	45.6	3.2
1964	45.2	42.6	2.6
1963	41.0	39.6	1.4

Total revenue includes gross sales revenue of liquor stores operated by 17 States, and contributions and investment earnings received by employee retirement, unemployment compensation, and other insurance trust systems of state governments.

*Adapted by Mr. Maurice Criz, Assistant Chief, Governments Division, U.S. Bureau of the Census, from the Bureau's report *State Government Finances in 1972*.

¹Fiscal 1972 data herein is for the state fiscal years ended on June 30, 1972, except for three States with other closing dates: Alabama, September 30; New York, March 31; and Texas, August 31.

Correspondingly, total expenditure includes gross amounts of purchases and other expenditures by state liquor stores, and payments of benefits and withdrawals by the state insurance trust systems.

Considering separately the amounts that pertain to liquor stores, insurance trust systems, and the predominant remaining "general government" sector, it appears that during fiscal year 1972 general expenditure exceeded general revenue by \$178 million, or 0.2 percent; insurance trust revenue exceeded insurance trust expenditure by \$2.8 billion, or 31.7 percent; and liquor store revenue exceeded liquor store expenditure by \$409 million or 27.4 percent.

State borrowing amounted to \$8.6 billion during fiscal year 1972, and debt redemption totaled \$2.7 billion. State debt outstanding rose to a new high of \$53.8 billion at the end of the fiscal year, as compared with \$47.8 billion for 1971.

National totals of state finances for 1972 and selected years back to 1942 are presented in Table 1. Summary aggregates of income and outgo in fiscal 1972 are shown for individual States in Table 2.

GENERAL REVENUE

State general revenue totaled \$98.6 billion in fiscal 1972, up 15.9 percent from the 1971 amount. Taxes provided \$59.9 billion, or about three fifths of the 1972 total. Charges and miscellaneous general revenue increased 10.6 percent to \$10.8 billion. Intergovernmental revenue from

the federal government amounted to \$26.8 billion, or 17.7 percent more than the 1971 figure. Intergovernmental revenue from local governments amounted to \$1.2 billion.

State tax revenue was up 16.2 percent in 1972 from the 1971 total. The 1971-72 rise of \$8,329 million was larger than any previous annual increase. The average annual increase reported for the 10-year period 1963-72 was about \$3,775 million. Each of the 50 States reported an increase in tax yield between 1971 and 1972. The tax rise was more than 20 percent for 15 States, from 10 to 20 percent for 25 States, and less than 5 percent for only three States.

Table 3 presents a summary of 1972 figures on general revenue of each State. Later and more detailed data on taxes appear in the chapter on "State Tax Collections in 1973" beginning on page 241.

GENERAL EXPENDITURE

State general expenditure amounted to \$98.8 billion in fiscal 1972, or 10.9 percent more than in 1971. Continued expansion of federal aid for state and local education programs, including grants to local schools channeled through the States, shared in financing this increase.

Of the 1972 total, education accounted for a considerably larger fraction of state spending than any other function. In 1972, the States spent \$38.3 billion for education, 9.3 percent more than in 1971.

State fiscal aid to local governments for support of public schools amounted to \$21.2 billion in 1972, as against \$19.3 billion in 1971. Expenditure for state institutions of higher education totaled \$13.4 billion in 1972. This amount includes \$1.7 billion for operation of commercial activities, such as dormitories and dining halls. State revenue from charges of these activities amounted to \$1.9 billion. Amounts for education do not include expenditure for university-operated hospitals serving the public (classified under hospitals) or for agricultural experiment stations and extension services (classified under natural resources).

State expenditure for highways in 1972 amounted to \$15.4 billion, or 3.8 percent more than in the previous year. More

than \$2.6 billion was paid to local governments for highway purposes. Of the other \$12.7 billion, \$12.1 billion was for regular state highway facilities, and \$658 million was for toll roads and bridges (generally administered by semiautonomous agencies of the state governments).

Most direct expenditure by the States for highways consists of capital outlay—mainly contract construction, but also involving force-account construction and the purchase of land and equipment. Capital expenditure for regular highway facilities increased \$280 million from the previous year to \$9.6 billion in fiscal 1972. Capital outlay for state toll highway facilities amounted to \$393 million in 1972. Current spending for the operation of state toll facilities amounted to \$265 million, and revenue from toll charges produced \$840 million.

Expenditure for public welfare totaled \$19.2 billion, which was 17.9 percent more than in 1971. The continuing expansion of medical assistance programs caused much of this increase. There is wide variation among the States as to whether particular welfare services are provided directly by state government agencies or are delegated to local governments. State transfers to local governments for welfare services totaled \$6.9 billion in 1972. In turn, the States received \$12.3 billion from the federal government for public welfare programs.

Spending for hospitals, the fourth major state function, rose 8.7 percent to total \$5.1 billion in 1972.

Some increase occurred from 1971 to 1972 in state spending for most of the other general government functions. Figures on general state expenditure appear in Table 5.

EXPENDITURE BY CHARACTER AND OBJECT

Current operation spending, which accounts for about one third of total state expenditure (including amounts for liquor stores and insurance trust purposes as well as general government purposes), amounted to \$39.8 billion in 1972, or 11 percent more than in 1971. Capital outlay, mainly for contract construction, increased 3.7 percent to \$15.3 billion.

Insurance benefits and repayments rose 7.3 percent, from \$8.3 billion in 1971 to \$8.9 billion in 1972. Expenditure for assistance and subsidies rose 14.6 percent to \$6.3 billion. Interest payments on debt were up 21.2 percent to \$2.1 billion. Altogether, these various kinds of direct state expenditure totaled \$72.5 billion in 1972 as against \$66.2 billion in 1971.

Intergovernmental expenditure, mainly fiscal aid but also including reimbursements to local governments for services, amounted to \$36.8 billion in 1972. This compares with \$32.6 billion in 1971.

Total state spending for personal services was \$22.6 billion, or about one fifth of all state expenditure in 1972. Personal service costs are mainly for "current operation," but also include some amounts for force-account construction.

Table 4 presents individual state figures for these character and object classes of state spending. Additional data on state intergovernmental expenditure will be found in the chapter on "State Aid to Local Governments in 1972," beginning on page 286.

INSURANCE TRUST FINANCES

Every State operates a system of unemployment insurance and one or more public employee retirement systems. Most of the States also administer workmen's compensation systems, and a few have other social insurance systems involving the payment of cash benefits from accumulated fund reserves. Transactions of these various systems—exclusive of administrative costs, which are treated as general expenditure, and of state contributions, which are classified as intragovernmental transactions—are reported as insurance trust revenue and insurance trust expenditure in Tables 1 and 2.

Revenue of the state unemployment compensation systems aggregated \$3.6 billion in fiscal 1972, slightly more than the 1971 amount. Their benefit payments increased slightly from \$4.69 billion in 1971 to \$4.72 billion in fiscal 1972. Reserves of the state unemployment compensation systems totaled \$9 billion at the end of 1972.

State-administered employee retirement systems had revenue from contribu-

tions and investment earnings that totaled \$6.8 billion in fiscal 1972 and made payments for benefits and withdrawals amounting to \$3.2 billion.

INDEBTEDNESS, BORROWING AND DEBT REDEMPTION

State debt outstanding at the end of fiscal 1972 totaled \$53.8 billion, comprising \$50.4 billion of long-term, interest-bearing obligations. In addition to \$25.1 billion of long-term obligations backed by the States' full faith and credit, \$25.3 billion of nonguaranteed debt was outstanding. Net long-term state debt—allowing for debt offsets of \$5.3 billion—amounted to \$45.1 billion at the end of the 1972 fiscal year.

One half of the \$8.6 billion total of state borrowing in fiscal 1972 was accounted for by five States—New York, Ohio, California, New Jersey and Pennsylvania. Borrowing totaling \$20 million or more was reported for 35 States. The \$2.7 billion devoted to redemption of debt in 1972 included an amount for every State.

CASH AND SECURITY HOLDINGS

The aggregate of all state cash and security holdings was 11.9 percent higher at the end of fiscal year 1972 than at the beginning. Components making up the \$99.8 billion total moved differently during the year. Holdings for employee retirement systems were up 12.1 percent to total \$50.8 billion; bond fund holdings increased 38.6 percent to total \$6.3 billion. Offsets to debt increased 13.2 percent and unemployment compensation reserves decreased 14 percent to \$9 billion.

INDIVIDUAL STATE COMPARISONS

Caution must be used in attempting to draw conclusions from direct comparisons of financial amounts for individual state governments. Some state governments directly administer certain activities which elsewhere are undertaken by local governments, with or without state fiscal aid. The fraction which state government amounts represent in consolidated state-local totals, therefore, varies materially from one state area to another.

TABLE 1
NATIONAL TOTALS OF STATE GOVERNMENT FINANCE: 1942-72*

Item	Amounts in millions													Per- cent change 1971 to 1972	Per- cent dis- tribu- tion 1972	Per capita 1972
	1972	1971	1970	1969	1968	1967	1966	1965	1964	1962	1960	1950	1942			
Revenue and borrowing.....	\$120,931	\$105,125	\$93,463	\$83,145	\$73,237	\$65,421	\$58,970	\$51,784	\$47,885	\$40,589	\$35,149	\$15,331	\$7,040	15.0	.....	\$582.84
Borrowing.....	8,622	7,892	4,524	5,561	4,777	4,339	3,724	2,957	2,717	2,994	2,312	1,428	170	9.2	.....	41.55
Revenue total.....	112,309	97,233	88,939	77,584	68,460	61,082	55,246	48,827	45,167	37,595	32,838	13,903	6,870	15.5	.....	541.29
General revenue.....	98,632	85,099	77,755	67,312	59,132	52,071	46,757	40,930	37,648	31,157	27,363	11,262	5,132	15.9	100.0	475.37
Taxes, total (a).....	59,870	51,541	47,961	41,931	36,400	31,926	29,380	26,126	24,243	20,561	18,036	7,930	3,903	16.2	60.7	288.55
Intergovernmental revenue.....	27,981	23,809	20,248	17,775	15,935	14,289	12,246	10,320	9,464	7,480	6,745	2,423	858	17.5	28.4	134.86
From federal government.....	26,791	22,754	19,252	16,907	15,228	13,616	11,743	9,874	9,046	7,108	6,382	2,275	802	17.7	27.2	129.12
Public welfare.....	12,289	9,553	7,818	6,477	5,240	4,353	3,573	3,133	2,977	2,449	2,048	1,107	369	28.6	12.5	59.23
Education.....	5,984	5,468	4,554	4,121	3,891	3,500	2,654	1,393	1,152	985	727	345	137	9.4	6.1	28.84
Highways.....	4,871	4,814	4,431	4,201	4,198	4,033	3,972	3,987	3,652	2,746	2,883	438	169	1.2	4.9	23.48
Employment security administration.....	1,148	959	769	681	619	553	506	457	437	423	319	168	57	19.7	1.2	5.53
Other.....	2,499	1,960	1,681	1,427	1,280	1,176	1,037	902	828	504	406	217	69	27.5	2.5	12.04
From local governments.....	1,191	1,054	995	868	707	673	503	447	417	373	363	148	56	12.9	1.2	5.74
Charges and miscellaneous general revenue.....	10,780	9,749	9,545	7,606	6,797	5,856	5,131	4,483	3,942	3,116	2,583	909	370	10.6	10.9	51.96
Liquor stores revenue.....	1,904	1,814	1,748	1,663	1,557	1,470	1,361	1,270	1,195	1,134	1,128	810	373	5.0	.....	9.18
Insurance trust revenue.....	11,773	10,320	9,437	8,609	7,771	7,541	7,128	6,627	6,324	5,304	4,347	1,831	1,366	14.1	100.0	56.74
Employee retirement.....	6,827	5,981	5,205	4,509	3,831	3,351	2,918	2,638	2,369	1,942	1,558	425	115	14.1	58.0	32.90
Unemployment compensation.....	3,588	3,084	3,090	3,039	2,963	3,273	3,326	3,234	3,250	2,812	2,316	1,176	1,134	16.4	30.5	17.29
Other.....	1,359	1,255	1,143	1,062	977	917	884	755	706	550	472	229	117	8.3	11.5	6.55
Debt outstanding at end of fiscal year, total.....	53,833	47,793	42,008	39,553	35,666	32,472	29,564	27,034	25,041	22,023	18,543	5,285	3,257	12.6	100.0	259.45
Long-term.....	50,379	44,321	38,903	36,906	33,622	31,185	28,504	26,235	24,401	21,612	18,128	5,168	3,096	13.7	93.6	242.81
Full faith and credit.....	25,065	21,502	17,736	16,183	14,698	13,558	12,709	11,819	11,147	10,313	8,912	4,209	2,641	16.6	46.6	120.81
Nonguaranteed.....	25,314	22,819	21,167	20,724	18,923	17,627	15,795	14,415	13,254	11,300	9,216	958	455	10.9	47.0	122.00
Short-term.....	3,454	3,472	3,104	2,647	2,045	1,287	1,060	800	641	411	415	118	161	-0.5	6.4	16.64
Net long-term.....	45,085	39,633	34,479	32,517	29,366	26,908	24,488	22,504	20,922	18,645	15,595	4,246	2,563	13.8	.....	217.29
Full faith and credit only.....	21,932	18,491	14,832	13,320	11,886	10,721	9,925	9,094	8,434	7,780	6,711	3,379	2,123	18.6	.....	105.71
Expenditure and debt redemption.....	111,933	101,094	87,152	75,950	67,754	60,261	52,385	46,769	43,620	37,392	32,496	15,373	5,746	10.7	.....	539.48
Debt redemption.....	2,690	2,254	2,096	1,723	1,500	1,501	1,262	1,130	1,036	990	900	291	403	19.3	.....	12.96
Expenditure, total.....	109,243	98,840	85,055	74,227	66,254	58,760	51,123	45,639	42,583	36,402	31,596	15,082	5,343	10.5	.....	526.51
General expenditure.....	98,810	89,118	77,642	68,023	60,395	53,305	46,090	40,446	37,242	31,281	27,228	12,250	4,549	10.9	100.0	476.23
Public welfare.....	19,191	16,278	13,206	10,866	8,649	7,188	6,020	5,434	4,904	4,285	3,704	2,358	913	17.9	19.4	92.49
Intergovernmental expenditure.....	6,944	5,760	5,003	4,402	3,527	2,897	2,882	2,436	2,108	1,777	1,483	792	390	20.5	7.0	33.47
Cash assistance, categorical programs.....	5,089	4,464	3,534	2,827	2,421	2,243	1,986	1,970	1,935	1,863	1,728	1,337	414	14.0	5.2	24.53
Cash assistance, other.....	192	183	145	91	57	54	57	62	59	61	76	92	72	5.0	0.2	0.92
Other public welfare.....	6,967	5,871	4,523	3,545	2,644	1,994	1,096	965	801	585	417	137	37	18.7	7.1	33.58
Education.....	38,348	35,092	30,865	27,162	24,279	21,229	17,749	14,532	13,129	10,744	8,857	3,412	1,182	9.3	38.8	184.82
State institutions of higher education.....	13,381	12,448	11,011	10,004	8,982	7,728	6,353	5,258	4,649	3,634	2,856	1,107	296	7.5	13.5	64.49
Intergovernmental expenditure.....	21,195	19,292	17,085	14,858	13,321	11,845	10,177	8,351	7,664	6,474	5,461	2,054	790	9.9	21.5	102.15
Other.....	3,773	3,352	2,769	2,300	1,976	1,656	1,220	924	816	636	540	251	95	12.6	3.8	18.18
Highways.....	15,380	14,810	13,483	12,522	11,848	11,284	10,349	9,844	9,374	7,961	7,317	2,668	1,134	3.8	15.6	74.13
Regular state highway facilities.....	12,089	11,681	10,482	9,898	9,286	9,031	8,297	7,853	7,437	6,374	5,812	1,953	771	3.5	12.2	58.27
State toll highway facilities.....	658	622	562	515	533	391	327	361	413	260	259	105	19	5.7	0.7	3.17
Intergovernmental expenditure.....	2,633	2,507	2,439	2,109	2,029	1,861	1,725	1,630	1,524	1,327	1,247	610	344	5.0	2.7	12.69
Health and hospitals.....	6,963	6,151	5,355	4,703	4,202	3,659	3,241	2,943	2,699	2,351	2,072	1,042	311	13.2	7.1	33.56
State hospitals and institutions for handicapped.....	4,825	4,418	3,941	3,528	3,198	2,820	2,483	2,254	2,073	1,824	1,618	788	235	9.2	4.9	23.25
Other.....	1,991	1,576	1,414	1,175	1,004	838	758	688	626	527	454	254	75	26.3	2.0	9.60

Natural resources.....	2,595	2,549	2,223	2,096	2,005	1,847	1,567	1,381	1,208	992	862	477	160	1.8	2.6	12.51
Correction.....	1,389	1,257	1,104	959	874	778	691	652	605	524	433	198	80	10.5	1.4	6.69
Police.....	983	865	741	621	539	446	390	352	319	281	251	85	40	13.6	1.0	4.74
Employment security administration.....	1,133	942	767	665	606	545	500	457	426	399	313	172	59	20.2	1.1	5.46
Financial administration.....	1,235	1,144	1,032	913	819	740	660	609	582	512	447	.....	.....	8.0	1.3	5.95
General control.....	944	843	717	601	510	450	377	350	301	259	216	322	166	12.0	1.0	4.55
Miscellaneous and unallocable.....	10,647	9,185	8,149	6,913	6,066	5,139	4,546	3,890	3,696	2,972	2,755	1,515	505	15.9	10.8	51.31
Veterans' services.....	51	65	67	51	33	23	21	20	19	95	112	462	1-21.3	0.1	0.25	
State aid for unspecified purposes.....	3,752	3,258	2,958	2,135	1,993	1,585	1,361	1,102	1,053	839	806	482	224	15.2	3.8	18.08
Interest.....	2,135	1,761	1,499	1,275	1,128	1,026	894	822	765	635	536	109	122	21.2	2.2	10.29
Other (includes intergovernmental aid for specified purposes not elsewhere classified).....	4,709	4,101	3,626	3,452	2,912	2,505	2,270	1,946	1,859	1,402	1,300	462	158	14.8	4.8	22.70
Liquor store expenditures.....	1,495	1,395	1,404	1,293	1,233	1,187	1,081	1,022	977	882	907	654	288	7.2	.....	7.20
Insurance trust expenditure.....	8,938	8,327	6,010	4,911	4,626	4,268	3,952	4,170	4,364	4,238	3,461	2,177	505	7.3	100.0	43.08
Employee retirement.....	3,175	2,705	2,376	2,088	1,810	1,606	1,398	1,238	1,125	933	700	163	65	17.4	35.5	15.30
Unemployment compensation.....	4,722	4,692	2,713	1,984	2,042	1,934	1,884	2,288	2,627	2,802	2,359	1,845	369	0.6	52.8	22.76
Other.....	1,041	928	921	840	774	728	671	644	612	502	402	169	71	12.2	11.7	5.02
Total expenditure by character and object.....	109,243	98,840	85,055	74,227	66,254	58,760	51,123	45,639	42,583	36,402	31,596	15,082	5,343	10.5	100.0	526.51
Direct expenditure.....	72,483	66,200	56,163	49,447	44,304	39,704	34,195	31,465	29,616	25,495	22,152	10,864	3,563	9.5	66.4	349.34
Current operation.....	39,790	35,846	30,971	27,052	23,379	20,201	16,855	14,930	13,492	11,290	9,534	4,450	1,827	11.0	36.4	191.77
Capital outlay.....	15,283	14,736	13,295	12,701	12,210	11,544	10,193	9,307	8,820	7,214	6,607	2,237	642	3.7	14.0	73.66
Construction.....	13,022	12,446	11,185	10,610	10,053	9,550	8,287	7,600	7,263	5,960	5,509	1,966	560	4.6	11.9	62.76
Purchase of land and existing structures	1,369	1,423	1,240	1,305	1,389	1,314	1,360	1,176	1,134	903	802	131	N.A.	-3.8	1.3	6.60
Equipment.....	892	866	870	786	769	680	546	531	424	351	296	141	N.A.	3.0	0.8	4.30
Assistance and subsidies.....	6,337	5,531	4,387	3,509	2,960	2,665	2,301	2,236	2,175	2,118	2,015	1,891	466	14.6	5.8	30.54
Interest on debt.....	2,135	1,761	1,499	1,275	1,128	1,026	894	822	765	635	536	109	122	21.2	2.0	10.29
Insurance benefits and repayments.....	8,938	8,327	6,010	4,911	4,626	4,268	3,952	4,170	4,364	4,238	3,461	2,177	505	7.3	8.2	43.08
Intergovernmental expenditure.....	36,759	32,640	28,892	24,779	21,950	19,056	16,928	14,174	12,968	10,906	9,443	4,217	1,780	12.6	33.6	177.17
Cash and security holdings at end of fiscal year.....	99,791	89,184	84,810	77,274	69,412	63,769	58,201	51,329	45,862	38,543	33,940	N.A.	N.A.	11.9	100.0	480.96
Unemployment fund balance in U.S. Treasury	8,964	10,418	12,236	11,849	10,849	10,005	8,835	7,426	6,580	5,603	6,597	N.A.	N.A.	-14.0	9.0	43.20
Cash and deposits.....	12,372	8,865	8,463	8,972	8,226	8,067	7,469	6,416	5,572	4,650	4,175	N.A.	N.A.	39.5	12.4	59.63
Securities.....	78,456	69,901	64,110	56,453	50,337	45,697	41,898	37,487	33,710	28,290	23,168	N.A.	N.A.	12.2	78.6	378.13
Total by purpose:																
Insurance trust.....	62,969	58,669	54,995	49,622	44,333	39,848	35,515	31,379	28,058	22,789	20,264	N.A.	N.A.	7.3	63.1	303.49
Debt offsets.....	5,309	4,688	4,424	4,392	4,256	4,277	4,016	3,730	3,479	2,968	2,533	N.A.	N.A.	13.2	5.3	25.59
Other.....	31,514	25,827	25,404	23,250	20,824	19,643	18,671	16,219	14,325	12,786	11,144	N.A.	N.A.	22.0	31.6	151.89

*Source: Bureau of the Census, annual reports on *State Government Finances and Historical Statistics on Governmental Finances and Employment* (Vol. 6, No. 5 of the 1967 Census of Governments).

Note: State totals for 1960-72 include the present 50 States. The totals for 1950 and 1942

exclude both Alaska and Hawaii. Because of rounding, detail does not always add to total.

N.A. signifies data not available.

(a) For detail, see Table I of section on "State Tax Collections in 1973," page 242.

TABLE 2
SUMMARY FINANCIAL AGGREGATES, BY STATE: 1972*
(In thousands of dollars)

State	Revenue					Expenditure				
	Total	General	Liquor stores	Insurance trust	Borrowing	Total	General	Liquor stores	Insurance trust	Debt redemption
All States.....	\$112,309,441	\$98,631,995	\$1,904,190	\$11,773,256	\$8,621,994	\$109,242,690	\$98,809,850	\$1,494,798	\$8,938,042	\$2,689,841
Alabama.....	1,707,167	1,521,514	85,361	100,292	105,061	1,666,890	1,502,465	82,034	82,391	36,525
Alaska.....	457,770	416,556	.....	41,214	66,655	594,198	575,197	.....	19,001	12,393
Arizona.....	1,075,768	942,616	.....	133,152	3,075	1,004,858	946,173	.....	58,685	2,796
Arkansas.....	869,930	812,020	.....	57,910	9,314	786,973	747,258	.....	39,715	9,915
California.....	13,729,653	11,603,633	.....	2,126,020	637,320	12,569,221	11,061,661	.....	1,507,560	233,079
Colorado.....	1,294,652	1,146,167	.....	148,485	6,142	1,193,122	1,133,554	.....	59,568	5,116
Connecticut.....	1,639,182	1,482,426	.....	156,756	348,350	1,820,174	1,559,231	.....	260,943	167,515
Delaware.....	410,491	396,379	.....	14,112	70,000	423,513	410,886	.....	12,627	32,529
Florida.....	3,149,195	2,860,535	.....	288,660	243,025	2,862,509	2,725,018	.....	137,491	42,400
Georgia.....	2,178,284	2,021,976	.....	156,308	95,880	2,031,973	1,950,722	.....	81,251	42,646
Hawaii.....	754,124	666,373	.....	87,751	130,000	826,673	765,145	.....	61,528	33,417
Idaho.....	419,175	355,698	23,980	39,497	1,400	390,716	349,679	18,221	22,816	1,208
Illinois.....	5,858,705	5,403,618	.....	455,087	217,680	5,495,894	5,101,635	.....	394,259	69,451
Indiana.....	2,069,129	1,933,504	.....	135,625	62,670	2,016,631	1,883,405	.....	133,226	25,188
Iowa.....	1,393,345	1,220,925	77,848	94,572	12,680	1,391,065	1,275,560	58,033	57,472	2,757
Kansas.....	961,706	894,145	.....	67,561	6,202	932,251	891,279	.....	40,972	10,402
Kentucky.....	1,607,103	1,494,733	.....	112,370	199,299	1,663,653	1,576,389	.....	87,264	73,421
Louisiana.....	2,136,504	1,978,428	.....	158,076	206,147	2,086,437	1,959,465	.....	126,972	41,636
Maine.....	580,638	502,167	39,151	39,320	39,000	570,303	489,043	25,861	55,399	17,323
Maryland.....	2,092,937	1,943,688	.....	149,249	232,440	2,240,446	2,106,295	.....	134,151	73,042
Massachusetts.....	3,174,665	2,917,332	.....	257,333	446,784	3,296,909	2,949,113	.....	347,796	106,207
Michigan.....	5,472,906	4,688,009	306,471	478,426	250,224	5,151,735	4,531,982	247,688	372,065	75,508
Minnesota.....	2,336,233	2,154,193	.....	182,040	70,105	2,278,780	2,172,599	.....	106,181	25,466
Mississippi.....	1,192,143	1,069,741	56,879	65,523	57,840	1,137,368	1,056,044	49,302	32,022	20,376
Missouri.....	1,885,446	1,722,050	.....	163,396	2,676	1,791,610	1,681,423	.....	110,187	7,447

Montana.....	465,413	387,579	29,577	48,257	89	424,304	370,663	23,071	30,570	4,123
Nebraska.....	602,396	579,292		23,104	14,690	575,479	558,359		17,120	2,499
Nevada.....	366,739	292,259		74,480	14,372	340,562	290,026		50,536	1,848
New Hampshire.....	387,661	271,086	90,693	25,882	825	398,215	311,121	68,228	18,866	14,235
New Jersey.....	3,501,578	2,894,448		607,130	602,456	3,572,230	2,998,721		573,509	73,840
New Mexico.....	747,012	690,101		56,911	~ 20,308	665,087	635,665		29,422	14,866
New York.....	12,794,733	11,165,198		1,629,535	1,868,526	13,593,727	12,353,127		1,240,600	262,744
North Carolina.....	2,496,897	2,268,888		228,009	57,923	2,287,430	2,189,450		97,980	97,766
North Dakota.....	366,759	338,834		27,925	17,590	346,741	329,564		17,177	1,811
Ohio.....	4,798,358	3,542,843	301,840	953,675	757,507	4,380,118	3,521,000	225,976	633,142	413,989
Oklahoma.....	1,331,461	1,269,387		62,074	95,287	1,317,488	1,253,852		63,636	101,432
Oregon.....	1,290,596	995,940	90,086	204,570	128,500	1,244,709	1,082,165	54,870	107,674	37,238
Pennsylvania.....	6,645,178	5,613,379	394,063	637,736	517,637	6,694,330	5,720,710	325,999	647,621	156,339
Rhode Island.....	559,469	492,170		67,299	32,102	560,225	485,615		74,610	28,426
South Carolina.....	1,210,225	1,106,295		103,930	177,453	1,125,160	1,073,605		51,555	35,581
South Dakota.....	310,818	302,433		8,385	4,657	306,871	302,444		4,427	643
Tennessee.....	1,636,377	1,509,975		126,402	77,550	1,522,748	1,447,079		75,669	22,491
Texas.....	4,684,211	4,377,493		306,718	238,197	4,330,004	4,139,849		190,155	97,547
Utah.....	694,850	608,111	28,341	58,398	3,256	670,413	615,904	19,622	34,887	6,616
Vermont.....	347,892	306,159	24,855	16,878	55,507	367,615	323,977	24,475	19,163	14,218
Virginia.....	2,245,232	1,971,096	165,014	109,122	36,450	2,112,753	1,921,325	136,823	54,605	38,328
Washington.....	2,370,022	1,929,649	121,883	318,490	160,323	2,292,901	1,908,341	84,136	300,424	45,415
West Virginia.....	1,108,140	939,425	55,837	112,878	80,000	1,119,286	974,685	38,406	106,195	22,251
Wisconsin.....	2,634,918	2,398,223		236,695	136,520	2,515,176	2,366,906		148,270	15,206
Wyoming.....	265,655	233,306	12,311	20,038	4,300	255,216	234,476	12,053	8,687	12,624

*Source: Bureau of the Census. *State Government Finances in 1972.*

TABLE 3
STATE GENERAL REVENUE, BY SOURCE AND BY STATE: 1972*
(In thousands of dollars)

State	Total general revenue	Taxes								Inter- governmental revenue	Charges and miscel- laneous general revenue
		Sales and gross receipts				Licenses		Indi- vidual income	Corpora- tion net income		
		Total	Total	General	Motor fuels	Total	Motor vehicles				
All States.....	\$98,631,995	\$59,870,369	\$33,250,447	\$17,618,951	\$7,216,216	\$5,374,418	\$3,107,801	\$12,995,916	\$4,415,838	\$27,981,259	\$10,780,367
Alabama.....	1,521,514	817,671	563,596	257,780	136,464	66,834	26,943	118,994	32,908	536,534	167,309
Alaska.....	416,556	102,084	23,405	.....	11,401	16,616	6,130	39,112	6,455	168,131	146,341
Arizona.....	942,616	595,413	361,950	224,078	78,871	36,592	25,467	94,577	28,126	227,313	119,890
Arkansas.....	812,020	459,780	297,389	144,673	85,751	45,937	30,222	70,150	31,568	286,486	65,754
California.....	11,603,633	6,740,222	3,362,272	2,006,100	707,546	390,214	277,920	1,838,503	661,071	3,928,279	935,132
Colorado.....	1,146,167	602,183	322,925	187,813	85,502	49,238	27,689	174,269	36,463	358,132	185,852
Connecticut.....	1,482,426	988,539	688,420	358,630	127,510	66,284	42,203	60,968	122,948	321,129	172,758
Delaware.....	396,379	256,733	60,534	.....	22,838	78,577	14,950	90,688	17,518	80,183	59,463
Florida.....	2,860,535	1,989,970	1,515,643	875,775	306,890	245,092	145,298	.....	27,874	639,372	231,193
Georgia.....	2,021,976	1,198,035	800,048	425,442	209,809	56,960	34,043	239,900	88,928	645,063	178,878
Hawaii.....	666,373	388,861	245,378	186,368	19,118	5,642	75	120,063	13,532	174,812	102,700
Idaho.....	355,698	200,062	101,955	51,704	31,976	28,886	14,907	50,191	12,894	118,333	37,303
Illinois.....	5,403,618	3,397,848	1,991,577	1,104,671	356,509	319,591	272,488	843,251	173,912	1,626,742	379,028
Indiana.....	1,933,504	1,187,234	771,452	437,168	229,313	81,665	59,035	283,669	10,526	434,787	311,483
Iowa.....	1,220,925	759,410	399,295	218,725	110,341	99,254	79,850	202,158	37,109	316,016	145,499
Kansas.....	894,145	527,813	324,547	179,557	89,757	53,369	39,049	95,345	33,153	241,868	124,464
Kentucky.....	1,494,733	860,927	549,610	318,068	118,016	51,459	33,026	156,369	53,903	450,290	183,516
Louisiana.....	1,978,428	1,105,116	557,345	277,765	134,976	79,422	27,484	105,354	79,523	536,632	336,680
Maine.....	502,167	276,461	200,532	102,678	46,912	25,951	14,890	28,179	8,588	165,469	60,237
Maryland.....	1,943,688	1,272,413	596,845	291,968	126,887	79,043	60,932	456,854	77,441	415,538	255,737
Massachusetts.....	2,917,332	1,805,694	679,928	200,337	172,852	74,265	34,018	743,628	239,624(a)	875,719	235,919
Michigan.....	4,688,009	3,062,365	1,570,270	987,737	300,817	350,189	160,564	728,885	283,527	1,115,861	509,783
Minnesota.....	2,154,193	1,324,439	580,668	270,128	136,412	95,095	68,463	483,215	112,403	547,775	281,979
Mississippi.....	1,069,741	588,236	450,644	281,845	106,780	38,117	11,932	54,655	22,953	379,521	101,984
Missouri.....	1,722,050	1,050,346	603,547	367,375	130,637	116,920	79,545	256,801	50,012	530,053	141,651

Montana.....	387,579	182,817	62,036	.....	35,556	24,653	9,976	68,082	11,523	159,810	44,952
Nebraska.....	579,292	319,480	212,524	99,985	73,431	40,013	29,536	54,170	10,106	170,381	89,431
Nevada.....	292,259	180,871	151,721	59,992	25,470	15,640	9,438	.....	.....	83,996	27,392
New Hampshire.....	271,086	139,175	82,514	.....	31,968	22,255	14,088	6,618	16,340	84,312	47,599
New Jersey.....	2,894,448	1,626,285	1,096,378	579,557	225,399	250,419	132,631	23,258	119,528	851,244	416,919
New Mexico.....	690,101	356,373	219,639	136,319	49,232	26,842	18,311	44,088	13,211	219,855	113,873
New York.....	11,165,198	7,018,509	2,864,452	1,532,795	408,420	365,333	244,208	2,514,557	781,010	3,164,766	981,923
North Carolina.....	2,268,888	1,460,869	789,453	325,417	245,884	134,330	72,839	361,816	123,502	567,047	240,972
North Dakota.....	338,834	157,807	101,874	60,970	24,126	21,785	16,169	19,506	8,872	108,110	72,917
Ohio.....	3,542,843	2,189,413	1,515,085	743,617	343,047	336,334	164,926	111,269	134,698	879,848	473,582
Oklahoma.....	1,269,387	649,377	339,332	113,196	102,902	90,689	67,917	97,759	28,014	413,840	206,170
Oregon.....	995,940	507,914	121,922	.....	77,806	78,818	53,761	251,226	40,606	339,542	148,484
Pennsylvania.....	5,613,379	3,862,969	1,968,947	979,280	395,613	480,643	156,746	730,641	481,600	1,276,413	473,997
Rhode Island.....	492,170	300,907	176,033	91,082	30,474	20,455	12,400	66,416	28,619	132,668	58,595
South Carolina.....	1,106,295	682,916	453,722	245,497	101,641	36,120	19,254	127,708	52,312	293,898	129,481
South Dakota.....	302,433	133,347	112,367	60,732	27,378	17,409	11,654	.....	850	102,672	66,414
Tennessee.....	1,509,975	887,450	622,789	354,508	153,279	135,230	65,408	13,598	77,804	475,037	147,488
Texas.....	4,377,493	2,571,960	1,801,817	827,401	355,764	357,262	174,984	.....	.....	1,272,253	533,280
Utah.....	608,111	307,915	179,709	117,720	44,500	20,085	12,178	74,096	12,636	212,113	88,083
Vermont.....	306,159	158,253	81,842	21,566	21,307	17,180	12,856	46,102	6,593	101,345	46,561
Virginia.....	1,971,096	1,188,766	604,541	259,452	173,648	95,760	67,404	365,379	77,642	503,546	278,784
Washington.....	1,929,649	1,174,568	927,408	608,164	152,280	82,517	46,947	.....	.....	498,283	256,798
West Virginia.....	939,425	529,385	386,455	224,410	66,265	35,950	26,127	89,152	10,608	334,912	75,128
Wisconsin.....	2,398,223	1,628,043	692,883	383,346	145,929	101,350	70,266	594,697	116,805	518,824	251,356
Wyoming.....	233,306	97,145	65,229	37,560	21,012	16,134	10,654	.....	.....	96,506	39,655

*Source: Bureau of the Census, *State Government Finances in 1972*.

(a) Includes a portion of the corporation excise taxes and surtaxes measured by corporate excess. Separation not available.

TABLE 4
SUMMARY OF EXPENDITURE, BY CHARACTER AND OBJECT AND BY STATE: 1972*
(In thousands of dollars)

State	Direct expenditure										Exhibit: Total personal services
	Intergov- ernmental expenditure	Capital outlay								Insurance benefits and re- payments	
		Total	Current operation	Total	Con- struction	Land and existing structures	Equipment	Assistance and subsidies	Interest on debt		
All States	\$36,759,246	\$72,483,444	\$39,790,239	\$15,283,307	\$13,021,967	\$1,369,414	\$891,926	\$6,336,617	\$2,135,239	\$8,938,042	\$22,587,425
Alabama	450,065	1,216,825	695,978	245,711	214,708	15,126	15,877	155,745	37,000	82,391	352,322
Alaska	102,138	492,060	247,388	191,389	184,598	2,750	4,041	18,540	15,742	19,001	141,330
Arizona	357,569	647,289	371,875	156,027	135,290	7,895	12,842	56,980	3,722	58,685	239,988
Arkansas	219,971	567,002	312,230	124,153	107,560	7,075	9,518	87,023	3,881	39,715	165,464
California	5,321,068	7,248,153	4,330,203	1,100,788	795,135	245,860	59,793	77,089	232,513	1,507,560	2,258,062
Colorado	376,089	817,033	556,460	179,398	148,489	12,957	17,952	17,357	4,250	59,568	348,190
Connecticut	442,371	1,377,803	656,276	245,162	195,222	36,940	13,000	126,079	89,343	260,943	396,685
Delaware	116,729	306,784	176,701	72,222	59,950	6,409	5,863	24,786	20,448	12,627	90,781
Florida	1,024,986	1,837,523	992,859	484,847	396,719	65,355	22,773	172,062	50,264	137,491	641,861
Georgia	598,776	1,433,197	778,762	322,854	291,374	4,407	27,073	212,412	37,918	81,251	456,401
Hawaii	19,629	807,044	501,955	168,046	150,725	10,467	6,854	41,369	34,146	61,528	320,078
Idaho	87,804	302,912	186,965	67,789	60,422	1,407	5,960	23,722	1,620	22,816	96,174
Illinois	1,627,820	3,868,074	1,921,679	842,038	749,996	55,971	36,071	649,320	60,778	394,259	1,096,133
Indiana	643,861	1,372,770	865,285	318,980	277,308	11,658	30,014	31,927	23,352	133,226	491,489
Iowa	462,338	928,727	529,452	223,430	188,191	15,500	19,739	113,931	4,442	57,472	318,609
Kansas	351,983	580,268	375,186	150,923	129,508	9,930	11,485	5,482	7,705	40,972	274,787
Kentucky	349,173	1,314,480	649,722	378,144	331,873	31,005	15,266	127,411	71,939	87,264	401,426
Louisiana	660,322	1,426,115	725,129	323,131	264,471	38,631	20,029	205,741	45,142	126,972	520,199
Maine	103,014	467,289	267,675	77,298	68,205	5,318	3,775	56,765	10,152	55,399	137,671
Maryland	882,168	1,358,278	844,069	309,592	263,179	24,541	21,872	16,104	54,362	134,151	455,704
Massachusetts	607,661	2,689,248	1,399,380	437,983	393,608	20,697	23,678	418,900	85,189	347,796	667,000
Michigan	1,619,064	3,532,671	2,140,308	434,258	368,978	31,825	33,455	528,955	57,085	372,065	1,045,009
Minnesota	1,117,908	1,160,872	715,331	299,599	251,769	20,185	27,645	15,225	24,536	106,181	451,906
Mississippi	367,995	769,373	441,018	162,181	146,203	4,114	11,864	113,256	20,896	32,022	213,602
Missouri	475,630	1,315,980	711,751	286,387	253,728	17,105	15,554	202,917	4,738	110,187	436,515

Montana.....	68,116	356,188	185,157	115,978	103,748	5,572	6,658	19,519	4,964	30,570	101,833
Nebraska.....	133,561	441,918	281,509	103,855	91,333	4,215	8,307	36,078	3,356	17,120	188,344
Nevada.....	98,704	241,858	131,517	47,423	41,025	2,725	3,673	10,730	1,623	50,536	80,970
New Hampshire.....	57,501	340,714	226,277	70,712	63,024	4,029	3,659	17,296	7,563	18,866	108,887
New Jersey.....	1,159,957	2,412,273	1,232,151	473,701	387,355	67,985	18,361	31,832	101,080	573,509	649,796
New Mexico.....	225,054	440,033	270,745	93,150	78,387	9,234	5,529	40,327	6,389	29,422	153,054
New York.....	7,097,255	6,496,472	2,951,584	1,723,930	1,571,153	112,488	40,289	188,507	391,851	1,240,600	2,147,190
North Carolina.....	950,625	1,336,805	877,469	322,639	252,347	28,491	41,801	19,587	19,130	97,980	534,562
North Dakota.....	86,222	260,519	154,903	60,481	55,189	2,563	2,729	26,273	1,685	17,177	93,723
Ohio.....	1,102,283	3,277,835	1,592,067	630,024	533,089	60,063	36,872	334,268	88,334	633,142	773,841
Oklahoma.....	321,030	996,458	603,891	139,116	103,245	16,842	17,029	153,402	36,413	63,636	305,422
Oregon.....	289,258	955,451	555,374	184,432	145,654	29,405	9,373	74,688	33,283	107,674	312,249
Pennsylvania.....	1,790,977	4,903,353	2,225,481	899,975	767,861	104,504	27,610	940,032	190,244	647,621	1,152,704
Rhode Island.....	106,556	453,669	263,597	55,564	49,549	4,275	1,740	45,102	14,796	74,610	137,631
South Carolina.....	341,114	784,046	479,806	192,975	159,903	11,684	21,388	44,736	14,974	51,555	276,319
South Dakota.....	47,976	258,895	161,202	70,643	62,779	2,062	5,802	21,322	1,301	4,427	84,481
Tennessee.....	426,544	1,096,204	627,120	240,470	198,595	26,387	15,488	131,708	21,237	75,669	362,787
Texas.....	1,227,261	3,102,743	1,707,954	802,696	705,973	41,816	54,907	351,114	50,824	190,155	936,000
Utah.....	164,182	506,231	290,865	135,386	115,211	9,989	10,186	41,370	3,723	34,887	169,000
Vermont.....	53,832	313,783	191,409	62,937	54,481	4,111	4,345	27,465	12,809	19,163	88,497
Virginia.....	682,179	1,430,574	1,004,164	343,030	292,429	35,882	14,719	13,288	15,487	54,605	529,721
Washington.....	573,083	1,719,818	905,411	299,034	232,982	37,593	28,459	172,761	42,188	300,424	537,886
West Virginia.....	205,165	914,121	413,313	303,000	268,244	22,713	12,043	60,885	30,728	106,195	229,616
Wisconsin.....	1,106,793	1,408,383	948,441	245,459	202,819	19,352	23,288	27,727	38,486	148,270	555,526
Wyoming.....	57,886	197,330	115,195	64,367	56,383	2,306	5,678	7,502	1,579	8,687	60,000

*Source: Bureau of the Census, State Government Finances in 1972.

TABLE 5

STATE GENERAL EXPENDITURE IN TOTAL AND FOR SELECTED FUNCTIONS, BY STATE: 1972*
(In thousands of dollars)

State	Total general expend- iture (a)	Education	Highways	Public welfare	Hospitals	Health	Natural re- sources	Correc- tion	Police	Employment security adminis- tration	Finan- cial ad- minis- tration	General control
All States.....	\$98,809,850	\$38,348,012	\$15,380,128	\$19,190,996	\$5,049,704	\$1,913,419	\$2,594,705	\$1,388,737	\$983,217	\$1,132,659	\$1,235,435	\$944,463
Alabama.....	1,502,465	680,586	267,806	255,180	79,391	21,755	51,168	11,058	9,489	16,232	13,186	8,845
Alaska.....	575,197	208,225	114,250	33,705	9,127	9,341	21,394	11,303	6,072	5,987	7,983	16,809
Arizona.....	946,173	455,888	167,221	70,520	31,877	9,638	25,308	11,217	16,084	11,140	16,022	9,806
Arkansas.....	747,258	300,195	157,681	141,548	31,651	8,973	30,140	7,393	7,664	10,915	11,962	5,217
California.....	11,061,661	3,326,906	1,289,012	3,342,582	289,919	231,278	428,291	184,637	132,730	136,148	147,386	75,065
Colorado.....	1,133,554	490,357	202,946	226,543	57,520	14,437	34,155	17,103	11,005	10,949	20,143	19,616
Connecticut.....	1,559,231	518,536	220,325	268,413	120,048	19,135	68,233	25,441	14,930	19,698	25,407	36,793
Delaware.....	410,886	200,165	55,982	46,853	17,044	7,423	7,770	7,167	6,392	2,959	5,648	7,688
Florida.....	2,725,018	1,273,649	535,609	306,742	102,851	66,353	98,078	49,767	34,921	21,669	33,656	38,663
Georgia.....	1,950,722	847,434	285,443	393,921	115,719	23,870	70,653	42,822	13,400	20,426	20,957	15,724
Hawaii.....	765,145	306,878	60,607	90,613	45,254	14,615	24,166	4,708	240	4,750	10,217	16,305
Idaho.....	349,679	136,041	78,777	39,746	6,143	9,722	22,660	4,117	5,064	8,062	6,059	4,696
Illinois.....	5,101,635	1,935,791	906,762	1,237,859	269,254	81,138	85,179	65,724	45,053	52,213	51,461	57,275
Indiana.....	1,883,405	916,443	377,587	214,325	113,278	26,772	40,579	21,629	20,273	16,495	21,670	11,349
Iowa.....	1,275,560	524,653	322,388	149,726	50,003	6,828	33,350	13,173	15,194	17,782	12,976	9,683
Kansas.....	891,279	358,157	184,850	144,266	62,828	7,996	31,506	12,955	7,604	14,773	11,064	7,107
Kentucky.....	1,576,389	617,848	402,763	222,273	54,659	22,090	55,727	13,396	16,942	15,580	17,313	16,502
Louisiana.....	1,959,465	771,623	333,516	305,965	128,621	25,309	47,827	19,390	19,095	20,825	18,454	17,290
Maine.....	489,043	158,531	101,189	92,151	18,968	9,251	22,216	7,320	5,542	9,215	7,638	4,868
Maryland.....	2,106,295	790,578	310,317	328,710	120,607	80,491	47,208	61,145	51,128	19,744	35,538	33,003
Massachusetts.....	2,949,113	878,072	235,625	929,206	193,440	57,965	40,223	52,047	16,266	35,945	37,098	32,833
Michigan.....	4,531,982	1,831,774	597,557	1,025,237	231,622	102,542	84,053	51,717	40,276	55,188	46,933	41,205
Minnesota.....	2,172,599	971,942	307,038	288,212	98,838	17,341	49,860	19,740	14,013	16,957	21,020	14,194
Mississippi.....	1,056,044	415,213	207,825	185,272	39,111	13,894	37,157	7,171	10,913	11,311	8,233	6,712
Missouri.....	1,681,423	718,164	322,014	325,716	90,016	21,632	45,562	16,035	16,432	24,763	18,827	16,074

Montana.....	370,663	133,087	117,168	40,007	12,201	2,721	19,173	4,508	5,099	3,586	6,632	3,680
Nebraska.....	558,359	204,593	124,784	86,083	37,373	5,684	26,673	6,599	5,869	6,259	6,476	4,937
Nevada.....	290,026	118,772	65,298	25,435	5,261	4,393	10,295	6,789	4,196	6,963	7,600	3,688
New Hampshire.....	311,121	84,426	74,263	41,712	21,936	7,673	9,530	3,313	4,345	3,856	5,572	3,015
New Jersey.....	2,998,721	919,600	457,226	682,433	173,048	42,589	47,378	42,675	36,342	42,438	32,947	33,556
New Mexico.....	635,665	309,045	115,327	78,789	13,823	6,566	18,479	5,912	7,112	5,168	11,526	8,636
New York.....	12,353,127	4,361,254	924,346	2,843,425	866,949	389,125	149,909	156,162	64,097	129,126	147,087	105,783
North Carolina.....	2,189,450	1,104,684	370,310	244,783	119,768	27,887	53,843	47,850	25,394	15,292	28,143	31,858
North Dakota.....	329,564	117,126	76,928	35,755	11,783	3,393	11,897	1,956	1,470	6,905	4,197	2,290
Ohio.....	3,521,000	1,343,148	706,276	612,257	198,801	97,241	78,561	73,238	32,199	49,357	42,561	17,934
Oklahoma.....	1,253,852	478,909	205,666	303,865	56,522	9,923	35,562	11,744	17,375	16,098	11,460	14,576
Oregon.....	1,082,165	370,943	238,983	144,479	37,388	33,413	56,692	18,574	13,464	23,715	28,114	11,387
Pennsylvania.....	5,720,710	2,385,165	886,860	1,057,664	349,897	116,014	147,030	61,266	83,668	58,278	70,427	47,753
Rhode Island.....	485,615	172,052	36,442	126,654	37,609	11,612	9,229	6,148	4,658	5,483	8,279	9,440
South Carolina.....	1,073,605	495,419	166,633	92,442	57,375	26,645	29,830	15,947	13,564	10,340	12,148	5,560
South Dakota.....	302,444	118,799	74,631	39,077	9,723	3,759	15,003	2,651	2,443	4,902	4,323	2,520
Tennessee.....	1,447,079	582,733	302,920	225,720	75,602	29,494	48,929	20,608	10,069	14,852	19,268	12,507
Texas.....	4,139,849	1,969,772	782,865	725,198	208,017	39,114	82,801	40,340	39,430	42,724	31,363	31,997
Utah.....	615,904	326,115	116,376	69,201	19,623	6,851	17,090	6,175	4,137	14,118	7,812	4,583
Vermont.....	323,977	116,744	65,623	53,394	11,788	6,548	12,046	5,600	5,060	5,306	5,351	4,957
Virginia.....	1,921,325	836,437	384,097	240,920	129,525	52,123	49,739	29,335	27,648	20,793	34,947	19,538
Washington.....	1,908,341	839,035	340,611	318,032	60,123	22,696	68,177	30,790	17,367	34,203	32,771	10,126
West Virginia.....	974,685	331,006	373,962	104,692	32,024	12,665	24,834	6,219	7,689	8,668	11,632	6,178
Wisconsin.....	2,366,906	913,572	252,077	319,768	118,342	38,815	54,623	43,937	11,886	20,434	30,648	22,691
Wyoming.....	234,476	81,927	75,366	13,927	7,414	6,686	14,919	2,226	1,914	4,069	7,300	1,951

*Source: Bureau of the Census, *State Government Finances in 1972*.

(a) Does not represent sum of state figures because total includes miscellaneous expenditures, not shown.

TABLE 6
STATE DEBT OUTSTANDING AT END OF FISCAL YEAR,
BY STATE: 1972*
(In thousands of dollars)

State	Total	Long-term			Short-term	Net long-term	
		Total	Full faith and credit	Non- guaranteed		Total	Full faith and credit
All States.....	\$53,832,669	\$50,379,113	\$25,065,135	\$25,313,978	\$3,453,556	\$45,085,218	\$21,932,348
Alabama.....	838,477	838,477	100,025	738,452	.....	818,874	94,026
Alaska.....	373,854	355,309	238,943	116,366	18,545	341,128	238,420
Arizona.....	89,248	89,248	.....	89,248	.....	77,374	.....
Arkansas.....	111,152	110,737	3	110,734	415	102,622	.....
California.....	6,132,166	6,132,093	5,409,879	722,214	73	4,865,329	4,195,373
Colorado.....	121,131	120,151	.....	120,151	980	108,273	.....
Connecticut.....	2,351,967	2,016,266	1,742,482	273,784	335,701	1,874,590	1,600,806
Delaware.....	488,645	471,580	378,039	93,541	17,065	466,902	378,039
Florida.....	1,121,757	1,121,757	.....	1,121,757	.....	1,001,614	.....
Georgia.....	984,360	984,360	16	984,344	.....	922,006	.....
Hawaii.....	789,647	780,637	522,918	257,719	9,010	773,459	521,279
Idaho.....	37,929	37,929	1,956	35,973	.....	31,182	1,609
Illinois.....	1,769,876	1,737,601	459,000	1,278,601	32,275	1,586,828	402,581
Indiana.....	605,691	566,246	.....	566,246	39,445	519,746	.....
Iowa.....	117,756	117,756	6,500	111,256	.....	107,114	.....
Kansas.....	214,641	214,581	.....	214,581	60	195,185	.....
Kentucky.....	1,810,228	1,810,228	401,459	1,408,769	.....	1,567,953	400,228
Louisiana.....	1,128,275	1,126,608	579,571	547,037	1,667	1,097,352	562,012
Maine.....	273,369	273,364	222,165	51,199	5	268,342	222,165
Maryland.....	1,425,117	1,425,117	877,035	548,082	.....	1,360,595	843,306
Massachusetts.....	2,323,606	2,185,512	1,490,802	694,710	138,094	2,139,402	1,483,690
Michigan.....	1,351,183	1,193,480	311,000	882,480	157,703	1,094,138	311,000
Minnesota.....	633,786	633,786	551,607	82,179	.....	620,854	546,696
Mississippi.....	534,364	531,135	315,808	215,327	3,229	517,729	313,013
Missouri.....	139,210	138,970	28,175	110,795	240	122,272	24,460
Montana.....	94,955	94,955	115	94,840	.....	79,247	.....
Nebraska.....	83,176	83,176	.....	83,176	.....	76,816	.....
Nevada.....	55,085	55,085	33,107	21,978	.....	53,462	32,607
New Hampshire.....	182,705	161,180	141,756	19,424	21,525	155,518	139,611
New Jersey.....	2,567,558	2,367,115	1,239,975	1,127,140	200,443	2,310,532	1,212,543
New Mexico.....	140,110	140,110	16,231	123,879	.....	108,440	12,234
New York.....	10,259,823	7,943,900	2,923,137	5,020,763	2,744,090	6,874,271	2,205,012
North Carolina.....	538,267	538,057	426,085	111,972	210	514,022	412,805
North Dakota.....	55,998	55,998	15,000	40,998	.....	50,380	13,720
Ohio.....	1,965,302	1,927,777	918,038	1,009,739	37,525	1,802,615	914,985
Oklahoma.....	753,944	753,636	186,083	567,553	308	686,321	174,689
Oregon.....	923,503	923,503	923,503	.....	.....	217,924	217,924
Pennsylvania.....	4,264,717	4,241,717	1,785,916	2,455,801	23,000	4,006,135	1,749,165
Rhode Island.....	390,234	344,094	265,501	78,593	46,140	331,480	255,845
South Carolina.....	531,791	531,791	285,226	246,565	.....	489,929	266,140
South Dakota.....	39,629	39,629	.....	39,629	.....	36,309	.....
Tennessee.....	592,383	547,383	338,000	209,383	45,000	472,317	335,519
Texas.....	1,341,263	1,341,263	686,095	655,168	.....	1,211,084	612,458
Utah.....	97,016	96,607	40,000	56,607	409	90,579	39,981
Vermont.....	331,479	323,625	232,482	91,143	7,854	277,040	232,482
Virginia.....	350,094	349,382	69,972	279,410	712	332,890	69,902
Washington.....	981,560	981,560	143,669	837,891	.....	887,056	138,720
West Virginia.....	685,771	685,771	353,776	331,995	.....	654,555	353,218
Wisconsin.....	800,691	800,691	404,085	396,606	.....	750,587	404,085
Wyoming.....	38,180	38,180	.....	38,180	.....	34,846	.....

*Source: Bureau of the Census, *State Government Finances in 1972*.

Note: Debt figures include revenue bonds and other special obligations of state agencies as well as state general obligations.

STATE AND LOCAL GOVERNMENT FINANCES IN 1971-1972*

COMBINED REVENUE of state and local governments totaled \$189.7 billion during the 1971-72 fiscal year.¹ This amount consisted of \$84.3 billion raised directly by the state governments, \$74.1 billion received from local government sources, and \$31.3 billion of inter-governmental revenue from the federal government.

It is significant that revenue from the federal government increased by 82 percent during the five-year period since 1967-68, while total state and local revenue from own sources increased at the rate of 58 percent and general revenue from own sources at 61 percent.

National totals on state and local government finances for fiscal years back to 1967-68, as well as per capita amounts, are presented in Table 1.

REVENUE

The \$84.3 billion of state-raised revenue consisted of \$70.7 billion of general revenue, \$1.9 billion gross sales revenue of state liquor stores, and \$11.8 billion of insurance trust revenue. General revenue included \$59.9 billion from taxes and \$10.8 billion of charges and miscellaneous revenue. The tax portion of this revenue was derived mainly from sales and gross receipt taxes, licenses, and individual and corporation income taxes.

Local governments relied most heavily on the property tax as a source of local revenue, with collections amounting to \$40.9 billion of the total \$64.4 billion general revenue raised locally. The remaining general revenue of local governments

from "own sources" consisted of \$4.2 billion from general and selective sales and gross receipts taxes, \$2.2 billion from individual income taxes, \$1.6 billion from licenses and minor taxes, and \$15.5 billion of charges and miscellaneous general revenue (including school, hospital, highway and sewer charges, housing authority rentals, special assessments, etc.). Local governments also collected \$7.8 billion as the operating receipts from utility systems, \$0.3 billion in liquor store receipts, and \$1.6 billion of insurance trust revenue. In addition to the amounts raised from their own sources, local governments received \$34.6 billion as inter-governmental revenue from the States (including federal amounts channeled through the States), and \$4.5 billion directly from the federal government.

Collections from individual income taxes increased at the largest pace since 1967-68 among the major state and locally imposed revenue sources—108 percent. The second largest category was sales and gross receipts taxes at 64 percent, followed by charges and miscellaneous revenue (59 percent), and property taxes (52 percent).

Table 2 is a state-by-state presentation of all state and local government general revenue, including amounts received from the federal government but excluding state-local transfers. This data is presented in per capita terms in Table 3. State and local government tax collections equaled \$522 per capita for the Nation as a whole, the amounts for the various States ranging from \$312 per capita for governments in Alabama up to \$789 in New York. Property tax collections varied from \$43 per capita in Alabama up to \$327 in California.

EXPENDITURE

Direct expenditure of all state and local governments totaled \$188.8 billion in

*Adapted by Mr. Maurice Criz, Assistant Chief, Governments Division, U.S. Bureau of the Census, from the Bureau's report *Governmental Finances in 1971-72* and prior years' reports.

¹The data pertains to governmental fiscal years that ended between July 1, 1971, and June 30, 1972 (including also Alabama and Texas state and school district fiscal years ended in August and September 1972).

fiscal 1971-72 (Table 1). This sum was 10.6 percent larger than the 1970-71 amount and was up 62 percent from the 1967-68 figure (\$116.2 billion). Of the 1971-72 aggregate, direct expenditure of the state governments accounted for \$72.5 billion and that of local governments amounted to \$116.3 billion. About three-tenths of the local expenditure total was financed by local revenue from state governments (\$34.6 billion). Intergovernmental transfers, as such, are excluded from direct expenditures, but are reflected in any direct spending of the recipients that is financed by such transfers.

State direct expenditure consisted of \$39.8 billion for current operation, \$15.3 billion for capital outlay, \$6.3 billion of assistance and subsidy payments, interest on debt totaling \$2.1 billion, and \$8.9 billion of insurance trust benefits and repayments, the greater portion of which was for unemployment compensation benefits.

Current operation expenditure of local governments totaled \$85.8 billion. The other components of local government direct expenditure were \$19 billion for capital outlay, \$5.2 billion for assistance and subsidies, \$4.8 billion for interest on debt, and \$1.6 billion of insurance payments (almost entirely employee-retirement benefits and repayments).

Of the \$188.8 billion spent by state and local governments in 1971-72, direct general expenditure amounted to \$166.9 billion. Almost 40 percent of this amount, \$64.9 billion, was spent for education. Local schools took \$45.7 billion, and \$15.9 billion was for institutions of higher education. The remaining \$3.3 billion was mainly for state supervision and for state schools for the handicapped. While state governments spent directly about \$500 million for local schools, they provided through intergovernmental transfers \$21.2 billion, or about 44 percent of the sum spent for education by local governments.

The state governments made direct expenditures of \$12.7 billion for highways, and local governments spent \$6.3 billion for this function. About two-thirds of the total was for capital outlay, the remainder

for maintenance and other current operations.

Expenditure for public welfare represented the next largest area of general expenditure, amounting to \$21.1 billion. In total, the state governments spent directly \$12.2 billion for public welfare in 1971-72 and transferred \$6.9 billion to local governments for welfare programs (including funds from federal sources), thus providing a major portion of the \$8.8 billion spent by local governments for public welfare. In most instances, the state government directly finances a major portion up to almost all public welfare expenditure; however, in the following States program responsibilities are delegated to local governments and local direct expenditure for welfare exceeds that by the State:

California	Nebraska
Colorado	New Jersey
Indiana	New York
Kansas	North Carolina
Maryland	Virginia
Minnesota	Wisconsin

Expenditure for health and hospital services totaled \$12.9 billion in 1971-72, and was fairly evenly divided overall between the state and local governments. However, there is a wide variation among the States in the degree to which they directly undertake these activities or delegate responsibility for particular programs to local governments.

The remaining general expenditure was for a broad variety of governmental activities, including police protection, local fire protection, sanitation, public housing and recreation (all of which are basically local government functions), conservation and development of natural resources, interest on general purpose debt, financial administration, general control, etc. It should be noted that the functional amounts reported in Table 1 include expenditure for capital outlay but do not include interest payments (shown as a separate item), nor redemption of debt (excluded from expenditure).

Of the major categories of direct general expenditure, public welfare increased at the fastest rate since 1967-68, by 114 percent. It was followed by interest

on general debt and sewerage (83 percent each), police protection (75 percent), and hospitals (64 percent).

In addition to the general expenditure amounts cited above, local governments made utility system expenditures totaling \$9.7 billion, of which \$3.7 billion was for water supply systems, the remainder having been made in connection with electric power (\$3.3 billion), gas (\$0.4 billion), and transit systems (\$2.2 billion).

The remaining amount of direct expenditure consisted of insurance trust expenditure and liquor stores expenditure.

In Table 4, direct general expenditure is distributed by States, with detail for four functions—education, highways, public welfare, and health and hospitals—which account for the bulk of all state-local general expenditure. Per capita amounts by State appear in Table 5.

State-local general expenditure averaged \$801 per capita nationwide, but varied from less than \$600 per person in four States up to more than \$1,000 in six States and the District of Columbia. In practically every State, education far out-ranked any other function in amount of expenditure with highways commonly coming second.

The state-local totals for education ranged from \$200 per capita in Arkansas up to \$728 in Alaska. Current spending for education, excluding any amounts for capital improvements, ran from \$183 up to \$539 per capita.

Statewide spending for highways ranged among the States from \$52 up to \$389 per person. For public welfare programs, spending by state and local governments varied from \$37 up to \$194 per capita. For health and hospitals, the range of per capita costs was from \$27 up to \$187.

RELATIONSHIP TO PERSONAL INCOME

In Table 6, state and local government financial aggregates for the fiscal year 1971–72 are related to personal income in the various States, as estimated for calendar 1971 by the Bureau of Economic Analysis of the Department of Commerce. These personal income figures are widely recognized as a valuable measure of the economic scale or approximate fiscal ca-

capacity of the States. It should not be inferred, however, that all revenue obtained by governments within a particular State comes directly "out of" or represents a "burden upon" personal income of its residents.

INDEBTEDNESS

Total indebtedness of all state and local governments was \$174.5 billion at the end of fiscal 1971–72. Of the \$158.8 billion of long-term debt outstanding, \$95.8 billion was backed by the full faith and credit of the issuing governments. The remaining \$63 billion represented nonguaranteed obligations. Net long-term debt, \$147.4 billion, represented gross long-term debt less amounts reserved for future debt retirement.

In Table 7, debt figures are distributed on a state-by-state basis. As shown in this tabulation, per capita indebtedness of state and local governments varies widely from State to State. In all but a few States, the net long-term debt of local governments far exceeded the amount of state net long-term indebtedness. In several States, the outstanding amounts consisted almost entirely of local issues.

CASH AND SECURITY HOLDINGS

Cash and security holdings of state and local governments amounted to \$158.2 billion at the end of fiscal year 1971–72. This includes amounts held in insurance trust systems, long-term debt offsets, bond funds, and for other purposes. By type of asset, \$9 billion was reserved for unemployment compensation purposes (on deposit with the U.S. Treasury), \$38 billion in other deposits and cash, and \$111.1 billion in securities.

Amounts for 1971–72 and prior years are from the Census Bureau annual reports on governmental finances. Detailed data will be published in two major reports from the 1972 Census of Governments *Compendium of Government Finances* (Vol. 4, No. 5), and *Historical Statistics on Governmental Finances and Employment* (Vol. 6, No. 4).

Per capita amounts were computed on the basis of estimated resident population of the United States as of July 1 of the specified year.

TABLE 1
SUMMARY OF STATE AND LOCAL GOVERNMENT FINANCES:
1967-68 TO 1971-72*
(In millions of dollars, except per capita amounts)

	1971-72			1970-71	1969-70	1968-69	1967-68	Per capita				
	Total	State	Local					1971-72	1970-71	1969-70	1968-69	1967-68
Revenue, total.....	\$189,724	\$112,309	\$113,162	\$166,090	\$150,106	\$132,153	\$117,581	\$911.12	\$805.26	\$738.58	\$654.48	\$588.31
From federal government.....	31,253	26,791	4,462	26,146	21,857	19,153	17,181	150.08	126.76	107.54	94.86	85.96
Revenue from own sources.....	158,471	84,327	74,144	139,945	128,248	113,001	100,400	761.03	678.50	631.03	599.62	502.35
General revenue from own sources.....	135,100	70,651	64,449	118,782	108,898	95,397	84,083	648.79	575.89	535.82	472.49	420.71
Taxes.....	108,801	59,870	48,930	94,975	86,795	76,712	67,572	522.49	460.47	427.06	379.94	338.09
Individual income.....	15,237	12,996	2,241	11,900	10,812	8,908	7,308	73.17	57.69	53.20	44.11	36.57
Corporation income.....	4,416	4,416	...	3,424	3,738	3,180	2,518	21.20	16.60	18.39	15.74	12.60
Sales and gross receipts.....	37,488	33,250	4,238	33,233	30,322	26,519	22,911	180.03	161.12	149.19	131.33	114.63
General.....	20,294	17,619	2,675	17,812	16,128	14,038	11,645	97.45	86.36	79.35	69.52	58.27
Selective.....	17,194	15,631	1,562	15,420	14,194	12,481	11,266	82.57	74.76	69.84	61.81	56.37
Property taxes.....	42,133	1,257	40,876	37,852	34,054	30,673	27,747	202.33	183.51	167.56	151.92	138.83
Other taxes.....	9,526	7,951	1,575	8,567	7,868	7,432	7,087	45.75	41.54	38.71	36.81	35.46
Charges and miscellaneous.....	26,299	10,780	15,519	23,807	22,103	18,686	16,511	126.29	115.42	108.75	92.54	82.61
Utility revenue.....	7,787	...	7,787	7,276	6,608	5,931	5,683	37.39	35.27	32.51	29.37	28.43
Liquor stores revenue.....	2,188	1,904	284	2,083	2,006	1,909	1,819	10.50	10.09	9.86	9.45	9.10
Insurance trust revenue.....	13,398	11,773	1,625	11,804	10,736	9,764	8,815	64.34	57.23	52.82	48.35	44.11
Direct expenditure, by character and object.....	188,825	72,483	116,342	170,766	148,052	131,600	116,234	906.80	827.93	728.47	651.74	581.57
Current operations.....	125,630	39,790	85,840	111,829	97,915	86,178	75,311	603.32	542.18	481.77	426.79	376.82
Capital outlay.....	34,237	15,283	18,953	33,137	29,650	28,240	25,731	164.42	160.66	145.89	139.86	128.74
Construction.....	28,107	13,022	15,085	26,970	24,252	22,904	20,800	134.98	130.75	119.32	113.43	104.07
Equipment.....	3,118	892	2,226	2,965	2,768	2,476	2,182	14.97	14.37	13.62	12.26	10.92
Land and existing structures.....	3,012	1,369	1,643	3,203	2,631	2,860	2,749	14.46	15.52	12.94	14.16	13.75
Assistance and subsidies.....	11,527	6,337	5,190	10,104	8,090	6,726	5,649	55.36	48.98	39.80	33.31	28.26
Interest on debt.....	6,893	2,135	4,758	5,904	5,123	4,403	3,889	33.10	28.62	25.20	21.80	19.46
Insurance benefits and repayments.....	10,538	8,938	1,600	9,793	7,273	6,053	5,653	50.61	47.47	35.78	29.97	28.28
Exhibit: Expenditure for personal services	78,679	22,587	56,092	70,561	62,998	55,695	48,996	377.84	342.10	309.97	275.82	245.15

Direct expenditure, by function. . .	188,825	72,483	116,342	170,766	148,052	131,600	116,234	906.80	827.93	728.47	651.74	581.57
Direct general expenditure.	166,873	62,051	104,822	150,674	131,332	116,728	102,411	801.38	730.52	646.20	578.14	512.41
Education.	64,886	17,153	47,734	59,413	52,718	47,238	41,158	311.60	288.05	259.39	233.94	205.93
Institutions of higher education.	15,946	13,381	2,566	14,785	12,924	11,551	10,214	76.57	71.68	63.59	57.20	51.11
Local schools.	45,658	491	45,168	41,766	37,461	33,752	29,305	219.27	202.49	184.32	167.15	146.63
Other education.	3,282	3,282	2,663	2,861	2,332	1,935	1,637	15.76	13.87	11.47	9.58	8.19
Highways.	19,010	12,747	6,263	18,095	16,427	15,417	14,481	91.29	87.73	80.83	76.35	72.46
Public welfare.	21,070	12,247	8,822	18,226	14,679	12,110	9,857	101.18	88.36	72.23	59.97	49.32
Hospitals.	10,293	4,902	5,390	9,086	7,863	7,011	6,282	49.43	44.05	38.69	34.72	31.43
Health.	2,574	1,106	1,468	2,119	1,806	1,509	1,264	12.36	10.27	8.88	7.47	6.32
Police protection.	5,976	900	5,077	5,228	4,494	3,901	3,410	28.70	25.34	22.11	19.32	17.06
Local fire protection.	2,577	...	2,577	2,303	2,024	1,793	1,623	12.37	11.16	9.96	8.87	8.12
Sewerage.	3,164	...	3,164	2,646	2,167	1,895	1,732	15.19	12.82	10.66	9.38	8.67
Sanitation other than sewerage.	1,565	...	1,565	1,441	1,246	1,074	975	7.51	6.98	6.13	5.31	4.88
Local parks and recreation.	2,323	...	2,323	2,109	1,888	1,645	1,412	11.15	10.22	9.29	8.14	7.06
Natural resources.	3,110	2,470	640	3,082	2,732	2,552	2,471	14.93	14.94	13.44	12.63	12.36
Housing and urban renewal.	2,781	34	2,747	2,554	2,138	1,902	1,632	13.35	12.38	10.52	9.41	8.17
Airports.	1,156	144	1,012	1,061	969	723	516	5.55	5.14	4.77	3.57	2.58
Correction.	2,108	1,309	799	1,885	1,626	1,391	1,270	10.12	9.13	8.00	6.88	6.35
Employment security administration.	1,136	1,133	3	945	769	667	606	5.45	4.58	3.78	3.30	3.03
Financial administration.	2,480	1,222	1,258	2,271	2,030	1,806	1,610	11.91	11.01	9.99	8.94	8.06
General control.	3,407	912	2,495	3,027	2,652	2,299	2,037	16.36	14.67	13.05	11.38	10.19
General public buildings.	1,548	408	1,141	1,405	1,287	1,209	1,037	7.43	6.81	6.33	5.98	5.19
Interest on general debt.	5,963	2,135	3,827	5,089	4,374	3,732	3,266	28.63	24.67	21.52	18.48	16.34
Other and unallocable.	9,748	3,230	6,518	8,689	7,442	6,854	5,771	46.87	42.21	36.63	34.10	28.89
Utility expenditure.	9,697	...	9,697	8,675	7,820	7,316	6,721	46.57	42.05	38.47	36.23	33.63
Liquor stores expenditure.	1,717	1,495	223	1,625	1,627	1,504	1,449	8.25	7.87	8.00	7.45	7.25
Insurance trust expenditure.	10,538	8,938	1,600	9,793	7,273	6,053	5,653	50.61	47.47	35.78	29.97	28.28
Debt outstanding at end of fiscal year.	174,502	54,453	120,049	158,827	143,570	133,548	121,158	838.01	770.04	706.42	661.39	601.21
Long-term.	158,781	50,542	108,239	143,617	131,415	123,466	112,731	762.51	696.30	646.61	611.46	564.05
Full faith and credit.	95,813	25,228	70,585	84,024	75,337	70,877	65,078	460.12	407.37	370.68	351.01	325.62
Nonguaranteed.	62,968	25,314	37,654	59,592	56,078	52,589	47,653	302.39	288.92	275.92	260.44	238.43
Short-term.	15,722	3,912	11,810	15,210	12,155	10,082	8,427	75.50	73.74	59.80	49.93	42.16
Long-term debt issued.	21,889	8,495	13,394	19,232	12,848	15,453	13,357	105.11	93.24	63.21	79.52	66.83
Long-term debt retired.	8,188	2,225	5,963	7,670	7,011	6,538	6,002	39.32	37.18	34.49	32.37	30.03
Cash and security holdings, by type	158,150	99,813	58,337	142,490	133,517	123,177	111,428	759.49	690.84	656.96	610.03	557.53
Unemp. Comp. Fund bal. in U. S. Treasury	8,982	8,920	62	10,418	12,346	11,904	10,901	43.13	50.51	60.74	58.95	54.54
Other deposits and cash.	38,032	12,437	25,595	31,276	26,603	27,111	25,303	265.39	151.63	130.89	134.26	126.60
Securities.	111,136	78,456	32,680	100,796	94,568	84,162	75,224	450.96	488.69	465.31	416.81	376.38
Federal.	27,307	14,350	12,957	26,316	29,545	26,771	25,423	124.03	127.58	145.37	132.58	127.20
State and local government.	4,190	1,586	2,604	4,373	4,453	4,620	4,516	11.78	21.20	21.91	22.87	22.60
Other.	79,638	62,519	17,119	70,106	60,571	52,771	45,285	315.15	339.90	298.03	261.34	226.58

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

Note: Because of rounding, detail may not add to totals. Local government amounts included here are estimates subject to sampling variation.

TABLE 2
GENERAL REVENUE OF STATE AND LOCAL GOVERNMENTS BY
SOURCE AND BY STATE: 1971-72*
(In millions of dollars)

State or other jurisdiction	Total general revenue	From federal govern- ment	All general revenue from own sources	Taxes			Charges and miscella- neous general revenue
				Total	Property	Other	
United States	\$166,352.3	\$31,252.7	\$135,099.6	\$108,800.5	\$42,133.0	\$66,667.6	\$26,299.1
Alabama	2,150.2	601.1	1,549.1	1,093.8	149.3	944.4	455.3
Alaska	518.0	174.1	343.8	149.2	34.8	114.4	194.6
Arizona	1,501.3	266.2	1,235.0	989.0	381.8	607.2	246.0
Arkansas	1,141.1	314.0	827.1	618.2	147.6	470.6	208.9
California	21,110.0	4,147.8	16,962.2	14,063.8	6,691.8	7,372.1	2,898.4
Colorado	1,958.4	413.2	1,545.2	1,181.1	481.0	700.1	364.2
Connecticut	2,599.6	370.8	2,228.8	1,944.5	948.3	996.2	284.4
Delaware	525.4	98.1	427.3	323.6	55.7	267.9	103.6
Florida	4,851.6	732.5	4,119.1	3,183.7	1,036.0	2,147.8	935.4
Georgia	3,235.1	729.6	2,505.5	1,833.3	565.2	1,268.1	672.2
Hawaii	836.6	190.8	645.8	514.7	98.3	416.4	131.1
Idaho	523.8	124.2	399.6	308.7	107.4	201.3	91.0
Illinois	9,359.1	1,838.4	7,520.7	6,471.5	2,662.4	3,809.2	1,049.2
Indiana	3,504.8	485.3	3,019.5	2,349.8	1,163.4	1,186.4	669.7
Iowa	2,096.0	299.9	1,796.1	1,428.1	659.1	769.0	368.0
Kansas	1,618.1	281.6	1,336.5	1,040.6	507.0	533.5	296.0
Kentucky	2,028.2	489.3	1,538.8	1,168.2	243.7	924.5	370.7
Louisiana	2,745.8	601.4	2,144.5	1,562.5	286.5	1,276.0	581.9
Maine	743.3	172.4	570.9	484.0	209.7	274.3	86.9
Maryland	3,249.4	499.3	2,750.1	2,221.6	709.0	1,512.6	528.5
Massachusetts	5,143.5	925.4	4,218.2	3,695.5	1,875.0	1,820.5	522.6
Michigan	7,806.6	1,296.2	6,510.4	5,170.9	2,023.7	3,147.3	1,339.4
Minnesota	3,483.8	572.9	2,910.9	2,251.9	903.8	1,348.1	659.0
Mississippi	1,466.0	401.7	1,064.4	778.5	177.0	601.4	285.9
Missouri	3,102.1	617.1	2,484.9	2,021.2	751.9	1,269.3	463.7
Montana	619.7	163.7	456.0	367.4	185.0	182.3	88.7
Nebraska	1,101.8	176.8	925.0	691.3	347.7	343.6	233.7
Nevada	521.0	90.8	430.2	319.9	110.9	209.1	110.2
New Hampshire	492.9	88.0	404.9	329.1	191.0	138.1	75.8
New Jersey	5,812.7	906.8	4,905.8	4,083.2	2,286.3	1,797.0	822.6
New Mexico	900.8	267.9	632.9	444.6	91.9	352.7	188.4
New York	20,566.3	3,349.1	17,217.2	14,484.9	5,322.2	9,162.8	2,732.2
North Carolina	3,087.1	625.0	2,462.1	1,963.5	492.5	1,471.0	498.6
North Dakota	494.9	109.6	385.3	271.5	111.7	159.7	113.8
Ohio	6,831.2	1,020.1	5,811.0	4,515.6	1,943.8	2,571.8	1,295.5
Oklahoma	1,801.2	443.9	1,357.3	973.9	262.7	711.2	383.4
Oregon	1,739.4	412.6	1,326.8	1,010.9	485.7	525.3	315.9
Pennsylvania	8,835.5	1,439.3	7,396.2	6,272.3	1,730.9	4,541.4	1,123.9
Rhode Island	732.2	153.3	579.0	497.5	194.4	303.1	81.5
South Carolina	1,509.0	319.7	1,189.2	902.1	209.2	692.9	287.1
South Dakota	533.1	115.4	417.6	313.1	168.4	144.7	104.5
Tennessee	2,414.6	549.6	1,865.0	1,425.7	380.6	1,045.0	439.4
Texas	7,277.3	1,441.4	5,835.9	4,476.2	1,713.7	2,762.5	1,359.7
Utah	847.7	225.2	622.4	480.6	167.6	313.1	141.8
Vermont	419.5	102.5	316.9	259.0	99.2	159.8	58.0
Virginia	3,085.8	582.6	2,503.3	1,994.4	562.3	1,432.1	508.9
Washington	3,016.2	557.1	2,459.1	1,824.1	665.6	1,158.5	635.0
West Virginia	1,212.7	350.3	862.4	697.2	145.2	551.9	165.2
Wisconsin	3,779.1	516.5	3,262.6	2,720.8	1,166.8	1,554.0	541.8
Wyoming	354.5	96.4	258.1	175.9	86.8	89.1	82.2
District of Columbia	1,068.7	506.0	562.6	457.8	141.4	316.4	104.8

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

TABLE 3
PER CAPITA GENERAL REVENUE OF STATE AND LOCAL
GOVERNMENTS, BY SOURCE AND BY STATE: 1971-72*

State or other jurisdiction	Total	From federal government	All general revenue from own sources	Taxes			Charges and miscellaneous general revenue
				Total	Property	Other	
U. S. average.....	\$798.87	\$150.08	\$648.79	\$522.49	\$202.33	\$320.16	\$126.29
Median State.....	756.41	159.90	608.04	461.15	189.03	282.12	126.56
Alabama.....	612.57	171.25	441.32	311.62	42.54	269.07	129.70
Alaska.....	1,593.72	535.81	1,057.91	459.06	107.12	351.93	598.85
Arizona.....	771.86	136.88	634.98	508.48	196.31	312.17	126.50
Arkansas.....	576.87	158.72	418.15	312.55	74.63	237.92	105.59
California.....	1,031.36	202.65	828.71	687.11	326.93	360.17	141.60
Colorado.....	830.88	175.29	655.59	501.08	204.05	297.02	154.50
Connecticut.....	843.48	120.30	723.18	630.91	307.68	323.22	92.27
Delaware.....	929.89	173.69	756.20	572.76	98.66	474.10	183.43
Florida.....	668.34	100.90	567.44	438.58	142.71	295.87	128.85
Georgia.....	685.39	154.56	530.83	388.42	119.75	268.66	142.41
Hawaii.....	1,034.07	235.79	798.28	636.22	121.46	514.76	162.05
Idaho.....	692.86	164.27	528.59	408.27	142.02	266.25	120.32
Illinois.....	831.84	163.39	668.45	575.19	236.63	338.56	93.25
Indiana.....	662.39	91.71	570.68	444.11	219.89	224.22	126.56
Iowa.....	727.00	104.00	623.00	495.35	228.61	266.73	127.64
Kansas.....	716.61	124.70	591.91	460.83	224.54	236.28	131.08
Kentucky.....	614.77	148.32	466.45	354.10	73.87	280.23	112.35
Louisiana.....	738.11	161.65	576.46	420.03	77.02	343.01	156.43
Maine.....	722.31	167.53	554.78	470.35	203.75	266.60	84.42
Maryland.....	801.13	123.10	678.03	547.73	174.80	372.93	130.29
Massachusetts.....	888.80	159.90	728.90	638.59	324.00	314.58	90.31
Michigan.....	859.55	142.71	716.84	569.36	222.82	346.53	147.48
Minnesota.....	894.19	147.04	747.15	578.00	231.98	346.01	169.15
Mississippi.....	647.80	177.48	470.32	343.99	78.22	265.77	126.33
Missouri.....	652.65	129.84	522.81	425.24	158.19	267.04	97.56
Montana.....	861.94	227.69	634.25	510.92	257.32	253.60	123.32
Nebraska.....	722.48	115.93	606.55	453.31	228.02	225.29	153.24
Nevada.....	988.54	172.32	816.22	607.04	210.36	396.68	209.17
New Hampshire.....	639.32	114.15	525.17	426.85	247.75	179.09	98.32
New Jersey.....	789.00	123.09	665.91	554.25	310.33	243.92	111.66
New Mexico.....	845.83	251.52	594.31	417.45	86.25	331.19	176.86
New York.....	1,119.79	182.35	937.44	788.68	289.78	498.89	148.76
North Carolina.....	592.07	119.86	472.21	376.58	94.45	282.12	95.63
North Dakota.....	783.02	173.39	609.63	429.55	176.80	252.74	180.07
Ohio.....	633.50	94.60	538.90	418.76	180.26	238.50	120.13
Oklahoma.....	683.82	168.51	515.31	369.73	99.72	270.00	145.57
Oregon.....	797.14	189.10	608.04	463.29	222.57	240.72	144.75
Pennsylvania.....	740.85	120.68	620.17	525.93	145.13	380.80	94.23
Rhode Island.....	756.41	158.32	598.09	513.90	200.81	313.09	84.18
South Carolina.....	566.21	119.97	446.24	338.50	78.51	259.98	107.74
South Dakota.....	785.06	170.02	615.04	461.15	248.06	213.08	153.88
Tennessee.....	599.00	136.33	462.67	353.67	94.42	259.24	109.00
Texas.....	624.71	123.73	500.98	384.25	147.11	237.14	116.72
Utah.....	752.79	200.01	552.78	426.85	148.80	278.05	125.92
Vermont.....	907.92	221.89	686.03	560.52	214.69	345.83	125.50
Virginia.....	647.73	122.28	525.45	418.62	118.02	300.60	106.82
Washington.....	876.04	161.81	714.23	529.79	193.31	336.48	184.43
West Virginia.....	680.88	196.68	484.20	391.45	81.55	309.89	92.75
Wisconsin.....	836.08	114.26	721.82	601.95	258.15	343.80	119.87
Wyoming.....	1,027.53	279.32	748.21	509.91	251.55	258.35	238.29
Dist. of Columbia...	1,428.67	676.47	752.20	612.07	189.03	423.04	140.12

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

TABLE 4

DIRECT GENERAL EXPENDITURE OF STATE AND LOCAL
GOVERNMENTS, FOR SELECTED ITEMS, BY STATE: 1971-72*
(In millions of dollars)

State or other jurisdiction	Total	Other than capital outlay	Education			Highways		Public welfare	Health and hos- pitals
			Total	Other than capital outlay	Local schools	Total	Other than capital outlay		
United States.....	\$166,872.6	\$135,589.8	\$64,886.1	\$56,849.8	\$45,658.3	\$19,009.9	\$6,693.0	\$21,069.8	\$12,866.5
Alabama.....	2,103.8	1,656.3	780.3	682.7	461.4	295.6	107.8	260.4	216.2
Alaska.....	697.7	447.4	236.6	175.0	166.3	126.4	25.8	34.0	20.2
Arizona.....	1,522.7	1,177.4	711.5	599.2	457.3	185.4	59.5	79.2	88.4
Arkansas.....	1,013.5	827.3	396.5	361.7	261.9	162.7	56.2	142.3	79.4
California.....	20,051.8	17,446.4	6,937.0	6,425.6	5,098.1	1,560.2	489.5	3,852.9	1,335.6
Colorado.....	1,920.4	1,569.9	870.7	759.2	549.5	233.3	72.8	226.3	131.3
Connecticut.....	2,546.4	2,045.9	972.9	838.2	760.2	274.0	111.0	277.1	159.6
Delaware.....	570.5	422.1	265.2	201.2	175.0	68.5	23.7	46.9	24.5
Florida.....	4,770.8	3,733.4	1,918.4	1,646.2	1,384.2	588.5	154.6	350.1	454.4
Georgia.....	3,197.0	2,536.8	1,213.4	1,013.5	849.0	348.6	115.4	399.5	424.3
Hawaii.....	939.5	723.2	307.3	268.0	189.6	82.7	21.1	90.7	61.6
Idaho.....	511.6	417.1	202.6	179.3	119.5	88.4	30.7	43.1	39.9
Illinois.....	8,934.7	7,257.5	3,523.7	3,062.0	2,454.2	1,074.7	347.2	1,214.5	549.4
Indiana.....	3,456.6	2,727.8	1,710.5	1,439.2	1,162.7	413.2	142.3	264.6	290.2
Iowa.....	2,107.8	1,689.2	968.8	863.7	714.3	409.4	150.6	179.3	130.6
Kansas.....	1,550.9	1,241.2	687.3	609.3	461.8	260.2	100.0	111.8	122.3
Kentucky.....	2,062.8	1,575.0	796.1	704.1	503.2	424.3	117.5	227.8	117.9
Louisiana.....	2,690.9	2,118.2	974.9	872.4	699.9	384.6	125.3	309.8	228.5
Maine.....	703.9	589.3	246.8	232.5	171.7	132.8	59.8	94.8	32.4
Maryland.....	3,391.9	2,674.5	1,384.1	1,140.8	973.6	307.1	94.2	344.4	245.4
Massachusetts.....	5,165.6	4,252.6	1,837.5	1,420.4	1,353.1	381.0	213.7	957.0	383.2
Michigan.....	7,799.4	6,552.8	3,240.9	2,934.3	2,247.0	694.1	223.2	1,085.1	587.6
Minnesota.....	3,528.3	2,821.8	1,618.3	1,355.3	1,104.3	450.2	198.5	376.7	222.6
Mississippi.....	1,426.7	1,138.7	513.2	469.5	320.2	245.8	93.7	188.2	156.6
Missouri.....	3,155.6	2,489.7	1,318.2	1,149.6	949.0	406.2	141.8	332.7	229.3
Montana.....	586.8	435.0	231.3	216.5	157.5	139.3	30.5	44.9	23.7
Nebraska.....	1,051.8	854.3	443.8	402.9	302.1	179.3	68.2	90.8	75.7
Nevada.....	542.7	422.9	177.9	148.8	133.1	74.0	28.7	31.4	48.0
New Hampshire.....	526.3	411.9	201.1	175.8	133.6	93.8	41.2	54.5	33.2
New Jersey.....	5,910.7	4,913.0	2,224.5	1,965.0	1,727.9	705.7	239.1	723.4	350.1
New Mexico.....	823.2	671.2	377.2	345.6	243.3	120.9	40.3	80.4	48.3
New York.....	22,750.3	18,669.2	7,488.2	6,551.3	5,543.8	1,486.3	620.6	3,319.5	2,566.7
North Carolina.....	2,937.8	2,368.6	1,253.5	1,142.3	794.5	407.9	130.7	290.6	225.2
North Dakota.....	475.4	379.1	202.0	181.2	124.9	91.6	34.5	38.2	16.8
Ohio.....	6,867.4	5,538.1	2,852.1	2,534.5	1,997.7	813.0	315.0	710.0	528.2
Oklahoma.....	1,766.9	1,500.9	666.5	620.2	428.4	227.1	117.5	306.0	125.1
Oregon.....	1,765.8	1,441.2	726.6	666.5	511.2	265.4	87.3	147.4	82.7
Pennsylvania.....	8,840.3	7,122.7	3,624.1	3,075.3	2,664.2	1,010.9	389.0	1,146.8	529.0
Rhode Island.....	699.3	612.1	262.3	234.2	169.8	50.3	25.0	126.3	50.0
South Carolina.....	1,511.7	1,189.3	672.0	582.5	462.2	171.9	57.4	97.4	163.8
South Dakota.....	520.6	413.0	248.7	219.5	166.2	104.4	43.1	40.9	19.0
Tennessee.....	2,445.9	1,928.6	920.1	797.4	640.0	336.7	133.9	240.6	246.7
Texas.....	7,245.9	5,621.6	3,089.1	2,695.8	2,214.7	1,063.7	280.7	741.0	507.7
Utah.....	821.2	632.9	410.8	353.5	235.4	127.1	27.4	70.4	37.8
Vermont.....	411.3	328.6	153.7	130.8	82.4	81.8	38.6	54.1	18.6
Virginia.....	3,037.2	2,413.7	1,314.2	1,150.0	924.4	428.1	128.2	269.0	188.1
Washington.....	3,069.7	2,421.9	1,222.8	1,080.5	820.3	406.0	142.1	314.1	152.6
West Virginia.....	1,249.7	889.9	446.8	411.2	316.5	383.5	101.7	106.1	76.4
Wisconsin.....	3,757.0	3,099.7	1,635.3	1,404.0	951.4	493.7	254.3	376.4	248.8
Wyoming.....	368.4	287.5	160.7	146.9	112.2	79.0	20.8	14.8	32.8
District of Columbia..	1,068.6	891.5	248.2	214.8	213.5	70.6	21.3	145.3	140.0

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

TABLE 5

PER CAPITA DIRECT GENERAL EXPENDITURE OF STATE AND LOCAL GOVERNMENTS, FOR SELECTED ITEMS, BY STATE: 1971-72 *

State or other jurisdiction	Total	Education		Other than capital outlay	Highways			Public welfare	Health and hospitals
		Total	Capital outlay		Total	Capital outlay	Other than capital outlay		
U. S. average.....	\$801.38	\$311.60	\$38.59	\$273.02	\$91.29	\$59.15	\$32.14	\$101.19	\$61.79
Median State....	740.68	315.67	35.22	271.95	98.99	65.92	33.79	74.20	49.63
Alabama.....	599.37	222.30	27.81	194.49	84.21	53.51	30.70	74.20	61.59
Alaska.....	2,146.63	727.98	189.39	538.58	388.79	309.34	79.24	104.54	62.18
Arizona.....	782.90	365.78	57.73	308.05	95.30	64.71	30.59	40.71	45.44
Arkansas.....	512.38	200.44	17.58	182.85	82.27	53.83	28.43	71.95	40.12
California.....	979.66	338.91	24.98	313.93	76.22	52.31	23.91	188.23	65.25
Colorado.....	814.77	369.42	47.31	322.11	98.99	68.12	30.87	96.00	55.68
Connecticut.....	826.20	315.67	43.72	271.95	88.89	52.86	36.02	89.90	51.80
Delaware.....	1,009.72	469.43	113.37	356.05	121.29	79.39	41.89	83.08	43.43
Florida.....	657.22	264.28	37.50	226.78	81.06	59.76	21.29	48.23	62.59
Georgia.....	677.32	257.07	42.33	214.73	73.84	49.40	24.44	84.64	89.88
Hawaii.....	1,161.32	379.85	48.55	331.29	102.25	76.22	26.02	112.17	76.17
Idaho.....	676.70	267.96	30.77	237.18	116.95	76.31	40.63	57.06	52.75
Illinois.....	794.12	313.19	41.03	272.15	95.52	64.65	30.86	107.94	48.83
Indiana.....	653.29	323.28	51.28	272.00	78.09	51.20	26.88	50.01	54.84
Iowa.....	731.12	336.03	36.44	299.59	142.00	89.76	52.24	62.20	45.28
Kansas.....	686.86	304.37	34.53	269.83	115.22	70.94	44.28	49.51	54.18
Kentucky.....	625.28	241.30	27.85	213.44	128.62	93.00	35.61	69.04	35.73
Louisiana.....	723.36	262.05	27.52	234.52	103.38	69.71	33.67	83.28	61.42
Maine.....	684.08	239.80	13.87	225.93	129.04	70.92	58.12	92.17	31.50
Maryland.....	836.26	341.23	59.98	281.25	75.72	52.50	23.22	84.92	60.49
Massachusetts.....	892.62	317.52	72.08	245.43	65.84	28.91	36.92	165.36	66.21
Michigan.....	858.77	356.84	33.76	323.08	76.42	51.85	24.57	119.48	64.69
Minnesota.....	905.61	415.36	67.50	347.86	115.54	64.58	50.96	96.68	57.12
Mississippi.....	630.44	226.78	19.31	207.47	108.63	67.24	41.38	83.17	69.20
Missouri.....	663.92	277.33	35.46	241.86	85.45	55.62	29.82	69.99	48.24
Montana.....	816.15	321.67	20.59	301.07	193.78	151.31	42.46	62.46	32.96
Nebraska.....	689.73	291.03	26.82	264.20	117.60	72.88	44.71	59.53	49.75
Nevada.....	1,029.82	337.58	55.19	282.38	140.33	85.89	54.44	59.60	91.04
New Hampshire.....	682.67	260.83	32.87	227.95	121.71	68.31	53.40	70.67	43.04
New Jersey.....	802.31	301.95	35.22	266.73	95.78	63.32	32.45	98.19	47.52
New Mexico.....	772.91	354.16	29.61	324.54	113.53	75.69	37.84	75.49	45.37
New York.....	1,238.72	407.71	51.00	356.70	80.92	47.13	33.79	180.74	139.75
North Carolina.....	563.45	240.41	21.34	219.07	78.22	53.15	25.07	55.72	43.20
North Dakota.....	752.26	319.68	32.96	286.71	144.95	90.30	54.65	60.40	26.65
Ohio.....	636.86	264.50	29.45	235.04	75.39	46.17	29.21	65.84	48.98
Oklahoma.....	670.79	253.04	17.57	235.46	86.20	41.60	44.59	116.17	47.51
Oregon.....	809.26	333.01	27.57	305.43	121.62	81.61	40.01	67.54	37.90
Pennsylvania.....	741.26	303.88	46.01	257.87	84.76	52.14	32.61	96.15	44.35
Rhode Island.....	722.43	270.94	29.00	241.93	51.95	26.11	25.83	130.50	51.62
South Carolina.....	567.24	252.15	33.56	218.59	64.50	42.96	21.54	36.55	61.47
South Dakota.....	766.78	366.27	42.97	323.30	153.73	90.22	63.50	60.21	27.98
Tennessee.....	606.76	228.26	30.43	197.82	83.52	50.29	33.22	59.69	61.21
Texas.....	622.02	265.18	33.76	231.41	91.31	67.21	24.09	63.60	43.58
Utah.....	729.30	364.87	50.96	313.90	112.89	88.56	24.32	62.51	33.54
Vermont.....	890.23	332.70	49.66	283.04	177.09	93.60	83.49	117.01	40.34
Virginia.....	637.53	275.86	34.46	241.40	89.87	62.95	26.92	56.47	39.48
Washington.....	891.56	355.16	41.33	313.82	117.92	76.64	41.27	91.22	44.30
West Virginia.....	701.69	250.86	19.98	230.88	215.31	158.23	57.08	59.58	42.87
Wisconsin.....	831.19	361.79	51.16	310.62	109.22	52.95	56.26	83.27	55.05
Wyoming.....	1,067.70	465.71	39.98	425.72	229.09	168.83	60.26	42.91	95.04
Dist. of Columbia.....	1,428.60	331.86	44.76	287.09	94.35	65.92	28.43	194.30	187.12

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

TABLE 6
RELATION OF SELECTED ITEMS OF STATE AND LOCAL
GOVERNMENT FINANCES TO PERSONAL INCOME, BY STATE: 1971-72*

State or other jurisdiction	General revenue per \$1,000 of personal income					General expenditure per \$1,000 of personal income				
	Total	From federal government	All state and local general revenue sources	Taxes	Charges and miscellaneous general revenues	All general expenditure	Education	Highways	Public welfare	Health and hospitals
U.S. average	\$194.08	\$36.46	\$157.62	\$126.94	\$30.68	\$194.68	\$75.69	\$22.17	\$24.58	\$15.01
Median State.....	199.73	38.73	156.64	122.92	33.87	196.52	76.38	26.25	19.00	13.19
Alabama.....	199.73	55.84	143.89	101.60	42.29	195.43	72.48	27.46	24.19	20.08
Alaska.....	339.63	114.18	225.45	97.83	127.62	457.47	155.14	82.85	22.28	13.25
Arizona.....	206.01	36.53	169.48	135.72	33.76	208.96	97.63	25.43	10.86	12.13
Arkansas.....	190.01	52.28	137.73	102.95	34.78	168.77	66.02	27.09	23.70	13.21
California.....	224.29	44.07	180.22	149.42	30.79	213.04	73.70	16.57	40.93	14.19
Colorado.....	207.07	43.68	163.39	124.88	38.50	203.07	92.07	24.67	23.92	13.87
Connecticut.....	169.65	24.19	145.46	126.90	18.56	166.19	63.49	17.88	18.08	10.41
Delaware.....	201.29	37.60	163.69	123.99	39.70	218.58	101.62	26.25	17.98	9.40
Florida.....	175.70	26.52	149.18	115.30	33.87	172.78	69.48	21.31	12.67	16.45
Georgia.....	192.72	43.46	149.26	109.21	40.04	190.45	72.28	20.76	23.80	25.27
Hawaii.....	226.45	51.63	174.82	139.33	35.49	254.33	83.18	22.39	24.56	16.68
Idaho.....	208.59	49.45	159.14	122.92	36.22	203.73	80.67	35.21	17.18	15.88
Illinois.....	175.25	34.42	140.83	121.18	19.64	167.31	65.98	20.12	22.74	10.28
Indiana.....	165.93	22.97	142.96	111.26	31.70	163.66	80.99	19.56	12.52	13.74
Iowa.....	189.02	27.04	161.98	128.79	33.19	190.09	87.37	36.92	16.17	11.77
Kansas.....	171.04	29.76	141.28	109.99	31.28	163.94	72.65	27.50	11.81	12.93
Kentucky.....	187.27	45.18	142.09	107.86	34.22	190.47	73.50	39.18	21.03	10.88
Louisiana.....	228.62	50.07	178.55	130.10	48.45	224.05	81.17	32.02	25.79	19.02
Maine.....	217.57	50.46	167.11	141.68	25.43	206.06	72.23	38.87	27.76	9.49
Maryland.....	179.33	27.55	151.78	122.61	29.16	187.20	76.38	16.95	19.00	13.54
Massachusetts.....	195.67	35.20	160.47	140.59	19.88	196.52	69.90	14.49	36.40	14.57
Michigan.....	195.89	32.52	163.37	129.76	33.61	195.71	81.32	17.41	27.23	14.74
Minnesota.....	223.82	36.80	187.02	144.68	42.34	226.69	103.97	28.92	24.20	14.30
Mississippi.....	233.69	64.02	169.67	124.09	45.57	227.43	81.81	39.18	30.00	24.96
Missouri.....	166.89	33.20	133.69	108.74	24.94	169.77	70.91	21.85	17.89	12.33
Montana.....	240.66	63.57	177.09	142.66	34.43	227.88	89.81	54.10	17.44	9.20
Nebraska.....	181.30	29.09	152.21	113.75	38.45	173.08	73.03	29.51	14.93	12.45
Nevada.....	211.76	36.91	174.85	130.04	44.81	220.61	72.31	30.06	12.76	19.50
New Hampshire.....	171.33	30.59	140.74	114.39	26.35	182.94	69.89	32.61	18.93	11.53
New Jersey.....	165.38	25.80	139.58	116.17	23.40	168.17	63.29	20.07	20.58	9.96
New Mexico.....	261.25	77.69	183.56	128.93	54.62	238.73	109.39	35.06	23.31	14.01
New York.....	224.16	36.50	187.66	157.88	29.78	247.98	81.62	16.20	36.18	27.97
North Carolina.....	174.79	35.38	139.41	111.17	28.23	166.34	70.97	23.09	16.45	12.75
North Dakota.....	222.70	49.31	173.39	122.17	51.21	213.96	90.92	41.22	17.18	7.58
Ohio.....	152.36	22.75	129.61	100.71	28.89	153.17	63.61	18.13	15.83	11.78
Oklahoma.....	197.06	48.56	148.50	106.55	41.95	193.31	72.92	24.84	33.47	13.69
Oregon.....	205.35	48.71	156.64	119.35	37.29	208.47	85.78	31.33	17.40	9.76
Pennsylvania.....	179.03	29.16	149.87	127.10	22.77	178.99	73.29	20.48	23.23	10.71
Rhode Island.....	185.04	38.73	146.31	125.71	20.59	176.72	66.28	12.70	31.92	12.62
South Carolina.....	182.37	38.64	143.73	109.02	34.70	182.70	81.21	20.77	11.77	19.80
South Dakota.....	229.66	49.74	179.92	134.90	45.01	224.32	107.15	44.97	17.61	8.18
Tennessee.....	183.15	41.68	141.47	108.14	33.33	185.53	69.79	25.53	18.25	18.71
Texas.....	170.89	33.84	137.05	105.12	31.93	170.16	72.54	24.98	17.40	11.92
Utah.....	224.95	59.77	165.18	127.55	37.62	217.94	109.03	33.73	18.68	10.02
Vermont.....	254.21	62.13	192.08	156.94	35.14	249.26	93.15	49.58	32.76	11.29
Virginia.....	167.70	31.66	136.04	108.38	27.65	165.06	71.42	23.26	14.62	10.22
Washington.....	212.09	39.17	172.92	128.26	44.65	215.85	85.98	28.55	22.08	10.72
West Virginia.....	209.46	60.50	148.96	120.43	28.53	215.87	77.17	66.24	18.33	13.19
Wisconsin.....	215.98	29.51	186.47	155.51	30.96	214.73	93.46	28.21	21.51	14.22
Wyoming.....	266.33	72.40	193.93	132.17	61.76	276.75	120.71	59.38	11.12	24.63
Dist. of Columbia...	241.88	114.53	127.35	103.62	23.72	241.87	56.18	15.97	32.89	31.68

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

TABLE 7
INDEBTEDNESS OF STATE AND LOCAL GOVERNMENTS,
AT END OF 1971-72 FISCAL YEAR, BY STATE*
(In millions of dollars, except per capita amounts)

State or other jurisdiction	Total debt	Long-term debt		Short-term debt	Per capita debt	
		Total	General only		Total	Long-term
United States.....	\$174,502.3	\$158,780.6	\$136,482.9	\$15,721.7	\$ 838.01	\$ 762.51
Alabama.....	2,700.4	2,574.4	2,272.2	125.9	769.33	733.45
Alaska.....	738.5	715.5	652.5	23.0	2,272.21	2,201.53
Arizona.....	1,203.7	1,197.6	751.5	6.1	618.88	615.73
Arkansas.....	1,033.4	987.4	897.8	46.0	522.46	499.19
California.....	18,087.7	17,691.0	13,427.1	396.7	883.70	864.32
Colorado.....	1,408.1	1,364.8	952.8	43.3	597.42	579.04
Connecticut.....	4,097.1	3,305.6	3,226.4	791.5	1,329.36	1,072.55
Delaware.....	840.8	803.6	774.3	37.2	1,488.12	1,422.34
Florida.....	4,544.5	4,432.8	3,375.5	111.7	626.05	610.66
Georgia.....	2,938.9	2,797.0	2,346.4	141.9	622.65	592.58
Hawaii.....	1,092.8	1,040.1	994.8	52.7	1,350.74	1,285.60
Idaho.....	188.3	180.4	167.3	7.9	249.11	238.62
Illinois.....	8,418.0	7,289.3	6,502.6	1,128.7	748.20	647.88
Indiana.....	2,465.7	2,327.0	2,156.3	138.6	466.01	439.81
Iowa.....	1,107.4	1,075.7	970.5	31.7	384.10	373.12
Kansas.....	1,264.9	1,182.9	969.1	82.0	560.17	523.86
Kentucky.....	3,367.7	3,296.0	2,912.9	71.7	1,020.80	999.07
Louisiana.....	3,704.0	3,677.3	3,349.5	26.8	995.70	988.50
Maine.....	517.2	482.8	442.2	34.4	502.58	469.18
Maryland.....	3,871.6	3,786.2	3,525.3	85.3	954.52	933.48
Massachusetts.....	5,532.7	4,916.7	4,479.1	615.9	956.04	849.61
Michigan.....	6,388.8	5,980.5	5,451.2	408.3	703.45	658.50
Minnesota.....	3,518.4	3,357.1	3,247.9	161.3	903.08	861.68
Mississippi.....	1,372.0	1,333.7	1,178.0	38.3	606.26	589.34
Missouri.....	2,532.2	2,462.0	2,181.8	70.2	532.75	517.97
Montana.....	272.4	269.4	261.0	3.0	378.90	374.68
Nebraska.....	1,541.4	1,510.6	610.0	30.8	1,010.74	990.57
Nevada.....	492.3	490.3	451.8	2.0	934.09	930.32
New Hampshire.....	441.2	395.2	383.6	46.0	572.20	512.60
New Jersey.....	6,489.9	5,684.6	5,489.8	805.3	880.94	771.63
New Mexico.....	444.1	443.8	355.9	0.3	417.01	416.73
New York.....	31,245.7	23,823.5	20,468.6	7,422.1	1,701.27	1,297.15
North Carolina.....	1,962.2	1,801.2	1,580.3	161.0	376.32	345.45
North Dakota.....	251.3	244.5	228.8	6.8	397.60	386.88
Ohio.....	6,864.9	6,017.0	5,621.7	847.9	636.63	558.00
Oklahoma.....	1,759.9	1,738.7	1,573.1	21.2	668.15	660.11
Oregon.....	1,769.2	1,719.4	1,520.1	49.9	810.83	787.97
Pennsylvania.....	11,033.0	10,490.2	9,752.4	542.8	925.11	879.60
Rhode Island.....	835.8	702.9	660.6	132.9	863.42	726.18
South Carolina.....	1,290.9	1,242.9	1,080.9	48.0	484.40	466.39
South Dakota.....	148.4	141.8	130.8	6.7	218.60	208.77
Tennessee.....	3,061.4	2,847.0	2,258.4	214.5	759.46	706.26
Texas.....	8,383.6	8,199.8	6,642.7	183.8	719.68	703.90
Utah.....	463.7	460.3	401.3	3.5	411.83	408.76
Vermont.....	442.8	412.9	401.1	29.8	958.34	893.81
Virginia.....	2,781.3	2,622.7	2,363.1	158.7	583.82	550.52
Washington.....	4,729.6	4,669.6	2,693.8	59.9	1,373.67	1,356.26
West Virginia.....	1,003.5	963.1	925.2	40.4	563.44	540.79
Wisconsin.....	2,804.5	2,755.5	2,606.1	49.0	620.45	609.62
Wyoming.....	234.6	234.6	201.8	0.1	680.03	679.88
District of Columbia.....	820.0	641.5	615.0	178.4	1,096.19	857.67

*Source: Bureau of the Census, *Governmental Finances in 1971-72*.

2

Taxation

RECENT TRENDS IN STATE TAXATION

BY LEON ROTHENBERG*

IN SHARP CONTRAST with other odd-numbered years, Legislatures enacted few revenue-raising measures in 1973. Since the end of World War II, in odd-numbered years—when all but a few States adopt budgets—Legislatures have increased taxes in substantial numbers. As examples, in 1967, about one half of the States raised taxes; in 1969, more than three fourths took such action—an all-time record; and, in 1971, the number of tax raises was second only to that of 1969.

In 1973, however, new or higher taxes were reported in only eight States. In some of those, increases were designed only to finance property tax relief and, in most of them, the amounts of revenue involved were relatively minor.

Instead, tax cuts were much more numerous than tax raises. Property tax reduction was widespread and, in more than a dozen States, sales, income, or other taxes were reduced, either by increasing exemptions or deductions, or by lowering rates.

Several factors were responsible for this turnaround in state revenue-raising activity. State surpluses were widespread when Legislatures convened in 1973, as the vast expansion of tax systems in recent years caused revenues to grow at a record or near record rate of growth in a period of surging business indices. The increases in appropriations, while still considerable, did not match those in budgets of

other recent years and, in some state budgets, appropriations remained close to the preceding year's level. The one expenditure category for which major expansion was generally proposed was for schools. Unlike past years, when the increase in state spending for schools was designed mainly to meet the needs of a rising attendance, the 1973 expansion was directed in a substantial measure at local property tax relief or the equalization of school district fiscal capacity. The overall increase in 1973 appropriations was tempered by the fact that public school attendance no longer is rising and the growth in college enrollments has diminished considerably.

Finally, federal revenue sharing funds, appearing for the first time in state budgets, had a significant effect in reducing state needs for added revenues. Because of the retroactive features of the State and Local Fiscal Assistance Act of 1972, the States had a backlog of federal funds available for appropriation, in addition to their annual allotment. In many States, which had frequently raised tobacco or alcoholic beverage taxes in past years to provide marginal amounts of added revenues, the presence of these federal funds removed that need in 1973.

A summary of the principal tax legislation in 1972 and 1973 follows.

ACTION IN 1972

Only a few States enacted major revenue raising programs in 1972, but almost one third of the States either raised one or

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more taxes or extended indefinitely tax increases that were scheduled to expire.

General Sales Taxes

Tax rates. Only Connecticut and the District of Columbia raised sales tax rates. Connecticut raised its rate from 6.5 to 7 percent. The District of Columbia increased its general sales tax rate from 4 to 5 percent, and its tax on hotel and motel accommodations and restaurant meals from 5 to 6 percent. Tennessee extended its 3.5 percent sales tax for another year; the rate had been scheduled to revert to 3 percent on June 30, 1972.

Mississippi reduced its rate on certain transactions, including the sale of farm implements, from 5 percent (the general rate) to 3 percent.

California, by 1971 legislation, cut its sales tax rate from 4 to 3.75 percent on July 1, 1972, when all the counties in the State raised their sales tax rates from 1 to 1.25 percent, as authorized by a 1971 act. By legislation enacted late in 1972, California provided for an increase in the state sales tax rate from 3.75 to 4.75 percent on June 1, 1973.

Tax base extended. New Jersey extended its sales tax base to include the sale of alcoholic beverages.

Exemptions. Kentucky exempted food sold by grocery stores for human consumption (candy and soft drinks are taxed). New York exempted food and drink sold through vending machines for 10 cents or less. Georgia, Nebraska, and Virginia provided for the preferential treatment of pollution control facilities for sales tax purposes.

Florida exempted the sales of household fuels from the sales tax. Rhode Island exempted the residential use of heating fuels, electricity, and gas. Connecticut decreased its sales tax exemption for utility services from the first \$20 to the first \$10 per month of the amount due from the consumer.

Individual Income Taxes

Tax rates. New York, in a major revenue package, imposed a surtax of 2.5 percent of individual income tax liabilities for 1972 through 1976, and raised the top bracket rate from 14 percent of taxable

income over \$23,000 to 15 percent of the excess over \$25,000. The tax on capital gains was raised, and the minimum standard deduction was set at \$1,000 for single taxpayers and \$1,500 for others. Virginia, beginning with the 1972 taxable year, raised the maximum tax rate of individuals from 5 percent on taxable incomes over \$5,000 to 5.75 percent on amounts over \$12,000.

Michigan, which in 1971 raised its income tax rate on individuals from 2.6 to 3.9 percent, made the higher rate permanent.

Vermont, which in 1969 enacted a 15 percent surcharge to its personal income tax basic rate of 25 percent of federal income tax liability to finance a fiscal 1969 deficit, provided for the indefinite extension of the surcharge at a reduced rate. The 15 percent surcharge was applied to the 1972 taxable year and then dropped to 12 percent in 1973, and then fixed at 9 percent thereafter.

Nebraska's state board of equalization and assessment, in November 1971, raised the individual income tax rate from 10 to 13 percent of federal tax liability for the 1972 year, and raised it again to 15 percent for 1972. Under Nebraska's law, the state board is required to establish the tax rate annually. New Jersey, which has a commuter's income tax, raised its rate and changed its provisions to correspond to the changes made in New York's income tax law.

Idaho eliminated the federal tax deduction for state individual income tax purposes and reduced its rates. Its rates range from 2 percent on the first \$1,000 of taxable income to 7.5 percent on amounts over \$5,000. Formerly, the tax rates ranged from 2.5 to 9 percent.

Credits and deductions. California, effective in 1973, allowed renters a credit against income tax, ranging from \$25 when adjusted gross income is under \$5,000 to \$45 when it exceeds \$8,000. New York repealed credits of \$12.50 for individuals and \$25 for joint returns. Wisconsin increased its standard deduction to 15 percent of adjusted gross income up to \$2,000 for both single and married persons. Delaware allowed its fixed amount deduction for federal income taxes (\$300

single, \$600 joint return) in addition to the standard deduction.

Nebraska increased its sales tax credit against the individual income tax from \$7 to \$10 for each exemption except the additional exemptions allowed for age or blindness. Nebraska also allowed an income tax credit for motor fuel taxes paid on fuel used for nonhighway purposes. New Mexico allowed a credit against income tax liability for state and local taxes paid by any resident taxpayer, in specific amounts set out in the statute. The amount of credit ranges from \$20 to \$133, depending on income and number of dependents. Ohio allowed senior citizens a \$25 credit.

California and Louisiana enacted measures providing for income tax credits for tuition paid for dependents attending private elementary and secondary schools. California allowed a sliding scale credit, ranging from \$25 to \$125, based on income. Louisiana allowed a credit up to \$50 on one half of the tuition paid, with lesser amounts for taxpayers with adjusted gross income in excess of \$25,000.

Corporation Income Taxes

Tax rates. California, Idaho, Nebraska, New Jersey, and Virginia raised corporation income tax rates. California, effective July 1, 1973, raised its income tax on corporations from 7.6 to 9 percent and on banks from 11.6 to 13 percent. Idaho increased its rate from 6 to 6.5 percent. Nebraska raised its corporation income tax rate from 20 to 25 percent of the rate imposed on individuals beginning in 1973. The 1972 individual income tax rate was 15 percent of adjusted federal tax liability, so that the corporation rate was raised from 3 to 3.75 percent in 1973. New Jersey increased its tax from 4.25 to 5.5 percent, and Virginia from 5 to 6 percent, both for taxable years beginning on and after January 1, 1972.

Kentucky eliminated the federal income tax deduction for state income tax purposes, and reduced its tax rate. The new rates are 4 percent on net income up to \$25,000, and 5.8 percent on higher amounts; the former rates were 5 and 7 percent. Connecticut made permanent an 8 percent rate that was scheduled to revert

to 5.25 percent. Michigan, which had increased its corporation income tax rates from 5.6 to 7.8 percent and its rate on financial institutions from 7 to 9.7 percent on a temporary basis, made the higher rates permanent. Florida imposed a 5 percent franchise (net income) tax on banks.

Miscellaneous. Kansas eliminated the deduction of federal income taxes for taxable years beginning after December 31, 1971, through January 1, 1973. Missouri adopted a federal tax base for corporate income tax purposes. Tennessee required declarations of estimated tax from corporations, commencing with tax years beginning in 1972. Massachusetts adopted a broad deduction for expenses incurred for air pollution control facilities.

Motor Fuel Taxes

Ten States passed legislation raising motor fuel tax rates. The States were: Idaho, from 7 cents to 8.5 cents per gallon; Kentucky, from 7 cents to 9 cents (on heavy equipment motor carriers, the rate was raised from 9 cents to 11 cents); Maryland, from 7 cents to 9 cents; Michigan, from 7 cents to 9 cents (February 1, 1973); Missouri, from 5 cents to 7 cents; Mississippi, from 8 cents to 9 cents (effective July 1, 1973); New Jersey, from 7 cents to 8 cents; New York, from 7 cents to 8 cents (on diesel fuel the rate was raised from 9 cents to 10 cents); South Carolina, from 7 cents to 8 cents; and Virginia, from 7 cents to 9 cents (on motor carriers, the rate was raised from 9 cents to 11 cents).

Kentucky, Nebraska, and Washington provided preferential treatment of motor fuels meeting certain antipollution requirements. Kentucky, for the period July 1, 1972, to July 1, 1974, removed the tax on liquefied petroleum motor fuel used in motor vehicles equipped with carburetion systems approved by the state department of health. Washington exempted from its 9-cents-per-gallon special fuels tax natural gas or propane used in fleets of three or more vehicles, for a period ending July 1, 1975.

Nebraska substituted an income tax credit for its refund of tax on fuels used

for nonhighway purposes, effective January 1, 1973, which allows an income tax credit to the purchaser or user of motor vehicle fuels used for agricultural, industrial, or nonhighway purposes.

Alaska exempted liquefied petroleum gas from its motor fuel tax provisions. Florida exempted special fuel delivered into the fuel supply tank of a motor vehicle regularly engaged in interstate travel when the fuel is used on highways in another State. Missouri enacted a new revised special fuels tax law. New Mexico provided for the quarterly payment of special fuels taxes.

Florida authorized its counties to impose an additional 1-cent-per-gallon tax on motor fuel now subject to the State's 8-cents-per-gallon tax, if the increase was approved by the voters and the proceeds of the tax were dedicated to establishing and operating a transportation system. New York repealed the commission it had allowed distributors ($\frac{2}{3}$ of 1 percent of diesel fuel tax and $\frac{1}{4}$ of 1 percent of motor fuels tax). South Carolina raised the monthly maximum monetary discount from \$100 to \$350.

Tobacco Taxes

Cigarette tax rates were raised by six States: the District of Columbia, from 4 cents to 6 cents per pack; Idaho, from 7 cents to 9 cents per pack; Mississippi, from 9 cents to 11 cents per pack (effective July 1, 1973); New Jersey, from 14 cents to 19 cents per pack; New York, from 12 cents to 15 cents per pack; Oregon, from 4 cents to 9 cents per pack.

Louisiana made no change in its rate, but it reduced its discount to dealers from 9 to 6 percent (on an 11-cent tax). Tennessee, by administrative action, reduced its discount from a flat 3.3 percent (on a 13-cent tax) to one which ranges downward from 2.75 to 1.75 percent.

Idaho and Kansas enacted new tobacco products taxes. The Idaho tax is imposed at 35 percent of the wholesale price. The Kansas tax is at 10 percent of the wholesale price. Both taxes are collected on a tax return basis.

Florida revised its cigarette tax law by rescinding an authority to municipalities to tax cigarettes at an 11-cent rate. The

state tax, however, was increased by the amount of the local tax, so that the tax rate remains at 17 cents.

Alcoholic Beverage Taxes

Taxes on distilled spirits were increased by the following States: Florida, from \$7.50 to \$7.52 per gallon, on beverages containing more than 48 percent alcohol by weight, except wines; Idaho, an additional 7.5 percent surcharge on the price of goods sold in the Idaho state liquor dispensary; Michigan, an increase in the additional tax on liquor sold through state stores, from 8 to 9 percent; Nebraska, from \$1.60 to \$2.00; New Jersey, from \$2.30 to \$2.80; New York, from \$2.25 to \$3.25; and South Dakota, from \$3.00 to \$3.05 per gallon.

Taxes on beer were raised by Maryland and South Dakota. Taxes on wine were raised by Maryland, Michigan, Nebraska, New Jersey, and New York. Delaware reduced its tax on wine from 80 cents to 40 cents per gallon.

Louisiana cut its discount for the prompt payment of distilled spirits taxes from 6 to $3\frac{1}{3}$ percent of the amount of tax due, and its discount for taxes on beverages of low alcoholic content from 6 to 2 percent.

Property Tax Relief

General and personal. California limited county tax rates to the rate in effect in fiscal 1972 or 1973, at the county governing board's option. California also provided for an increase in its property tax exemption, from \$750 to \$1,750, in fiscal 1974, and for an increase in a business inventory exemption from 30 to 45 percent of assessed value in fiscal 1974, and then to 50 percent thereafter.

Washington voters approved an initiative measure lowering the constitutional limit on property taxes from 2 percent to 1 percent of fair market value. Missouri voters authorized the Legislature to exempt household goods and other personal effects from ad valorem taxation. Missouri repealed its tax on intangibles. Louisiana voters approved a constitutional amendment repealing the state property tax.

Illinois exempted personal property

used exclusively in farming and allowed a standard deduction of \$5,000 from the personal property assessed valuation of every individual and corporate taxpayer. Massachusetts removed a \$5,000 limit on the exemption for household furniture and effects. West Virginia voters approved a constitutional amendment exempting household goods and effects. Nebraska provided for a cumulative five-year annual exemption of 12.5 percent (totaling 62.5 percent) of the value for farm equipment, business inventories, and livestock, among other classes of property.

Senior citizens, the disabled, and low-income persons. Colorado, which had allowed senior citizens a maximum \$200 property tax credit against income tax increased the maximum to \$250. Kansas extended its system of senior citizens' property tax relief income tax credits to apply to disabled and blind persons. The credits also were liberalized by raising the household income requirements and the amount of credit. Wisconsin amended its senior citizens' income tax credits for property tax relief by extending eligibility to persons 62 and over and to disabled persons 60 and over.

Illinois provided for grants to senior citizens and disabled persons paying household property taxes or rent.

Nebraska enacted a low-income senior citizens' homestead exemption equal to 25 percent of tax, up to a maximum of \$125, in 1973, and 50 percent of tax, up to \$250 thereafter. West Virginia provided property tax relief to elderly homeowners and renters based on the amount of tax and the claimant's income. South Dakota exempted the first \$1,000 of assessed valuation for low-income senior citizens.

California liberalized eligibility requirements for its senior citizens' property tax relief program. Connecticut, which has a homestead property tax freeze for low-income senior citizens, eliminated a requirement that the citizen own the home for at least five years to be eligible for tax relief.

Georgia voters approved a constitutional amendment which excluded federal old age survivor or disability benefits from the income of persons 65 years of age

or older for the purpose of determining a senior citizen's homestead exemption. New Jersey excluded Social Security and other pension benefits from income in determining qualifications for a senior citizen's tax deduction. Missouri voters approved a constitutional amendment authorizing property tax exemptions, credits, or rebates for senior citizen homeowners or renters.

Property Tax Assessment

Alabama voters approved a constitutional amendment dividing taxable property into three classes and setting assessment percentages for utility property at 30 percent; agricultural, forest, and residential property at 15 percent; and property not otherwise classified at 25 percent. The constitutional amendment also limited ad valorem taxes to 1.5 percent of fair and reasonable market value and exempted from taxation state and local government property and property used for religious, educational, and charitable purposes.

Tennessee voters approved a constitutional amendment which provided for assessing utility property at 55 percent, business and industrial property at 40 percent, and residential and farm property at 25 percent. A constitutional amendment approved in Oklahoma provided that real property could not be assessed at more than 35 percent of fair cash value for the highest and best purpose actually used.

A South Carolina statute required the state tax commission to assess manufacturers' and merchants' property at 9.5 percent.

California voters approved a constitutional amendment authorizing legislation that would bar valuing single family dwellings at a value greater than current use. Massachusetts voters changed their constitution to authorize the Legislature to assess agricultural lands on the basis of such use.

New Mexico provided by statute that, in assessing personal property, value would be determined on the basis of 10 percent of the taxable value of the home less the taxable value of the land on which the home stands.

ACTION IN 1973

General Sales Taxes

Tax rates. Indiana increased its sales tax rate from 2 to 4 percent to help finance a property tax relief program. California raised its sales tax rate from 3.75 to 4.75 percent, on the basis of legislation enacted in 1972; however, by later action in 1973, the rate again was reduced to 3.75 percent for a six-month period beginning October 1, 1973. Tennessee extended for another year a 0.5 percent additional tax scheduled to expire on June 30, 1973.

The sales tax rate was cut in Connecticut, from 7 to 6.5 percent.

Local sales taxes. To help finance rapid transit districts, Colorado authorized the imposition of a 0.5 percent state-collected sales tax, with approval of voters. (Denver voters have approved such a tax.) Missouri authorized local governments to impose a 0.5 percent sales tax for transportation purposes, under an act effective June 1973 through December 1975. Cities with populations over 400,000 may impose the tax without submitting it to the voters. In smaller cities, voters' approval is necessary. Wyoming authorized counties to impose 0.5 or 1 percent sales taxes 45 days after local voters give their approval. No adoptions under the new Missouri and Wyoming laws have been reported yet. Kansas limited its local sales taxes to 0.5 percent instead of 1 percent as formerly. Kansas' local sales were all at a 0.5 percent rate at the time of the 1973 action.

Oklahoma limited city sales taxes to a 2 percent rate, unless the State raised its rate above the 2 percent now imposed; in such a case, a city may increase its tax by a like amount. Also, cities, now imposing a 1 percent tax, the proceeds of which are dedicated exclusively to the support of an educational or health institution, may impose a tax up to 3 percent.

Food exemptions and credits. Indiana exempted food from the sales tax and repealed an \$8 per person credit against income tax for sales taxes paid on food and prescription drugs. Utah enacted a \$6 per person credit against income tax to cover sales taxes paid on food.

Other exemptions. Exemptions for pollution control equipment were enacted in Alabama, Maine, Utah, and Wisconsin. The Alabama law expanded an exemption to give it a broader application and to include the gross proceeds from the leasing of structures, devices, etc., primarily for the control or reduction of air or water pollution. Maine substituted a general exemption for water and air pollution control equipment for one which was formerly limited to industrial waste. Utah enacted an exemption for pollution control facilities. Wisconsin also enacted a new law exempting waste treatment or pollution control plants and equipment, if exempt from property taxation and if authorized by a designated state or local agency.

Newly enacted exemptions related to agriculture included: in Arkansas, agricultural fertilizers, limestone and chemicals; and in South Dakota, leased agricultural machinery. In Tennessee, local sales taxes on farm and industrial machinery were limited to $\frac{1}{3}$ of 1 percent under a 1 percent tax and 0.5 percent on higher taxes.

Admissions to school athletic events were exempted in Arkansas, and admissions to events of nonprofit organizations in Louisiana. New machinery and equipment for certain uses were exempted in Maine. Motor fuel sales were excluded from the tax base in Iowa. Coin-operated cleaning services and vending machine sales of food (including confections) and beverages were exempted in Utah.

Supplies and photographic materials used in printing newspapers were exempted in Maryland, paper and products used in periodicals in Minnesota, and materials consumed in the production of printed matter in Ohio. TV films and tapes sold to a licensed station outside the State were exempted in Maryland. The leasing of TV films and tapes was exempted in New Mexico.

Other exemptions included: Minnesota, school textbooks and advertising materials; Michigan, tips included in gross receipts; Missouri, returnable containers; South Carolina, drugs purchased by senior citizens; and Virginia, contractors' property used outside the State.

Expanded sales tax bases. Several States added transactions to the sales tax base, among which were the following: Alabama, foodstuffs sold through vending machines; California, sales of motor fuel; Indiana, sales of motor fuel and cigarettes; Iowa, games of skill and chance such as bingo, raffles, etc.; and Rhode Island, cable television services. Indiana limited to specified utilities a heretofore general exemption for sales to utilities.

Miscellaneous. Indiana, in exempting food, provided for a graduated allowance for retailers, from May 1, 1973, through December 31, 1974, to meet the expense of handling both exempt food sales and taxable sales, if exempt sales exceed 10 percent of the total. The allowance, for the reporting period, ranges from a high of 0.2 percent on gross sales of exempt foods up to \$50,000 to 0.05 percent on such sales over \$500,000.

Illinois limited the deduction for trade-ins to items that were like in kind and character. Indiana provided for a 20-year phase-out of its gross income tax.

Individual Income Taxes

New tax. Washington voters defeated a proposed constitutional amendment which would have authorized an individual income tax.

Tax rates. Delaware increased its individual income tax rate, changing its rate range by 10 percent. Delaware also provided for increased tax revenue by taxing capital gains on a 100 percent basis instead of the former 50 percent.

A rundown of States reducing individual income tax rates: California provided for a one-year sliding scale tax credit. Nebraska reduced its individual income tax rate from 15 to 13 percent of federal income tax liability for 1973, and cut it again to 11 percent for 1974. New York suspended a 2.5 percent surtax for 1973. Ohio, for 1973 and 1974, allowed persons filing a joint return a tax credit ranging from 20 percent when adjusted gross income is \$10,000 or less to 5 percent when the amount is more than \$20,000. Arkansas cut or eliminated income taxes for taxpayers in low-income brackets. Connecticut repealed its special tax on dividends.

Personal exemptions and general credits. Five states—California, Idaho, Michigan, Mississippi, and Ohio—enacted income tax relief by allowing special credits or increased or new exemptions.

Of the States providing for general income tax relief through exemptions or credits, California, against 1973 personal income tax liability only, allowed credits ranging from 100 percent to 20 percent of net tax.

Idaho, which allows a \$10 credit per personal exemption on a permanent basis, permitted an additional \$5 credit per personal exemption for the 1973 tax year only. Michigan increased its personal exemption for each taxpayer, spouse, and dependent from \$1,200 to \$1,500 for tax years beginning in 1974. Mississippi, beginning with 1973, increased its personal exemption for single individuals from \$4,000 to \$4,500 and for married persons and heads of families from \$6,000 to \$6,500. Mississippi also allowed a new \$750 dependency exemption; heretofore, the taxpayer was given no exemption for dependents. The \$750 exemption was also extended to taxpayers 65 years and older and blind taxpayers and spouses.

Ohio allowed a credit for joint taxpayers filing returns for 1973 and 1974 tax years. Also, Ohio voters approved a constitutional amendment which removed a constitutional restriction of \$3,000 on income tax exemptions.

North Carolina allowed parents or guardians of retarded children an additional \$2,000 exemption.

Deductions. Delaware made capital gains fully taxable by requiring that gains deducted for federal purposes be added back.

Oregon limited its deduction for federal income taxes to \$3,000. Mississippi raised its optional standard deduction from 10 percent to 15 percent of net income, and the maximum from \$500 to \$750. It also provided for a new deduction for medical expenses in excess of \$2,000 for the taxpayer, spouse, and dependents. Delaware amended its law to permit taxpayers to itemize deductions for state purposes, even when the standard deduction was taken for federal purposes.

Indiana provided an income tax deduc-

tion for renters for 1973 amounting to one half the actual rent up to \$500, and in the amount of the total actual rent up to \$1,000 for 1974 and 1975. Since the Indiana adjusted gross income tax is 2 percent, the maximum renter's relief, under the new law, is \$10 for 1973 and \$20 for 1974 and 1975. New Mexico, which allows a graduated credit based on income for state and local tax payments, amended the provision to allow an additional exemption for taxpayers 65 years and over.

Arizona allowed a deduction for expenses incurred by taxpayers for additional education for professional and occupational purposes. Arkansas allowed a deduction for household and dependent care services incurred to permit gainful employment.

For taxpayers incurring property damage due to natural disasters in 1972, New York allowed a credit of 1 percent of the cost of the replaced property. Maryland deleted a requirement that disaster losses deducted for federal tax purposes be added to federal adjusted gross income for state tax purposes.

State-federal conformity. Utah replaced its former income tax law by one using federal taxable income as the starting point in determining state taxable income.

Local income tax authorizations. Indiana authorized counties to impose a state-collected income tax on individuals at the rate of 0.5, 0.75, or 1 percent on residents, and at 0.25 percent on non-residents. The tax is imposed on adjusted gross income, and the basic provisions of the state income tax law are adopted for county purposes. Each county tax must be in effect for not less than four full calendar years.

Miscellaneous. Idaho, Iowa, and Montana raised the income level at which taxpayers must file returns. Minnesota lowered by \$100 the filing requirements for aged and blind taxpayers.

Corporation Income Taxes

New taxes. Washington voters rejected a proposed corporation income tax.

New Jersey, which has a corporate franchise tax, enacted a "second struc-

ture" direct income tax on corporations not subject to the franchise tax, at the rate of 7.25 percent of net income.

Minnesota enacted an employers' excise tax applicable to compensation paid to employees after June 30, 1973. The rate is 2 mills on each \$1 of taxable compensation. Excluded from the tax base is \$100,000 of compensation paid during the taxable year.

In Oregon, voters defeated a proposed new business profits tax and a corporation income tax rate raise.

Tax rates. Indiana and Maine raised corporation income tax rates. Indiana raised its rate from 2 to 3 percent, effective in 1973, and provided for a supplemental tax at a rate rising in steps from 2 percent in 1973 to 3 percent in 1977. Maine, to finance the repeal of the property tax on inventories and livestock and the sales tax on new machinery, raised its rate in two steps: from a flat 4 percent to 6 percent on net income over \$25,000 on July 1, 1973; then, to a 5 to 7 percent range on January 1, 1974.

Nebraska reduced its corporation income tax rate for both 1973 and 1974. Imposed on net income at 25 percent of the individual income tax rate, the corporation rate for 1973 was cut from 3.75 to 3.25 percent when the tax on individuals was lowered. For 1974, when the individual income tax rate was cut from 13 to 11 percent, the corporate rate was cut from 3.25 to 2.75 percent. Minnesota provided for a reduction in its bank income tax rate from 13.64 percent to 12 percent, effective January 1, 1974.

Delaware kept its existing rates, when a 20 percent surcharge expired June 30, by raising the basic rate from 6 to 7.2 percent. In Montana, where the tax rate was scheduled to drop from 6.75 to 6.25 percent for tax years ending after February 28, 1973, the higher rate was extended indefinitely by 1973 legislation.

Deductions and credits. Kansas, which in 1972 disallowed corporations the federal income tax deduction for one year, eliminated the deduction permanently.

Wisconsin allowed corporations to take an unlimited credit against income tax for sales taxes paid on fuel and electricity used in manufacturing.

Several States amended their corporation income tax laws with respect to operating loss deductions. Utah allowed a three-year net loss carryback deduction. Massachusetts permitted a net operating loss carryover for a new corporation in its first five years. Minnesota limited the net operating loss deduction for interstate businesses by restricting it to the lesser of the apportionment ratios of the loss year or of the year to which the loss is carried.

A new law for the preferential treatment of pollution control facilities was adopted by Mississippi; it provides for accelerating the amortization of such facilities over a 60-month period. Oregon extended its tax credit for operators of pollution control facilities by allowing the credit for all such facilities erected, constructed, or installed on or after January 1, 1967; formerly, the credit was limited to facilities acquired before December 31, 1978. Minnesota based its 5 percent credit for pollution control equipment on net cost rather than cost as formerly.

Deductions for disaster losses were allowed by Maryland, New York, and Virginia. Massachusetts, for a five-year period, allowed research and development corporations a credit against income tax for an increase in full-time employees during the taxable year. South Carolina allowed the deduction of the cost of renovating an existing building or facility, in lieu of any depreciation or amortization, to permit its use by physically handicapped persons.

Michigan allowed an income tax credit of 25 percent of personal property taxes on inventories. If the credit exceeds the income tax due, a refund is allowed. A corporation with no inventory is allowed a credit equal to 20 percent of the state franchise fee.

Oregon limited the exclusion from gross income for dividends of subsidiary corporations to the extent that the income of the corporation paying the dividend was included in the receiving corporation's income taxable by Oregon.

Apportionment. Wisconsin, which, through 1973 gave equal weight to the sales, property and payroll factors in its

three-factor formula, amended its law beginning with 1974 to give a 50 percent weight to the sales factor and a 25 percent weight to property and payroll, respectively.

Taxation of banks and financial institutions. Florida subjected savings associations to its corporation and bank franchise (income) tax. Georgia provided that banks be taxed in the same manner as other domestic corporations. Utah subjected national banks to its corporation franchise (income) tax, instead of a separate levy based on net income allocated to Utah.

Consolidated returns. Alaska provided that an affiliated group of corporations may make, or the commissioner of revenue may require them to make, a consolidated or combined return for the taxable year in lieu of separate returns.

Motor Fuel Taxes.

Tax rates. Motor fuel tax rates were raised in Arkansas, Delaware, and Michigan. Arkansas raised its rate on gasoline from 7.5 cents to 8.5 cents per gallon, and its rate on diesel fuel from 8.5 cents to 9.5 cents per gallon. Delaware, for the period August 1, 1973, through June 30, 1974, raised its gasoline tax from 8 to 9 cents per gallon; the tax on special fuels remained at 8 cents per gallon. Michigan raised its motor fuel tax from 7 to 9 cents per gallon. North Dakota levied an additional 2 percent tax on jet aviation fuel on which motor fuel taxes have been refunded. Oregon raised from 1 cent to 2 cents per gallon its tax on motor fuel delivered to aircraft fuel retailers.

Mass transit. Connecticut authorized local transit districts to impose a state-collected 1-cent-per-gallon motor fuel tax. Michigan, in raising its tax rate 2 cents per gallon, provided that 0.5 cent of the increase be used for public transit purposes. Under the Michigan law, the public transit provisions would be in effect for 30 months and would require action by the Legislature to be continued.

The Oregon Legislature submitted a referendum, to be voted on in May 1974 that would authorize the use of highway funds for mass transit purposes.

Miscellaneous. Other important legisla-

tion in the motor fuel tax field included the following: Kansas amended its liquefied petroleum motor fuel tax law to provide for alternatives to having user-dealers pay the tax monthly on the number of gallons placed in the fuel supply tank of a motor vehicle. One alternative relates a taxpayer's use of LPG on the highway to a schedule based on the number of miles which a gallon of LPG would propel a vehicle. Another alternative method would permit special farm users operating farm motor vehicles on the highways to elect to pay taxes in advance on 1,200 gallons of LPG for each vehicle propelled by LPG, and to purchase LPG tax-free thereafter. New Jersey substituted a fuels use tax for its motor carrier's road tax. Idaho recodified its motor fuel tax law, imposing the tax on the use or possession for use of motor fuels and special fuels.

Tobacco Taxes

Colorado, the only State to raise a cigarette tax, increased its rate from 5 cents to 10 cents per pack. Most of the increase, however, will go to local governments and will replace local cigarette taxes. Under terms of the law, 46 percent of the gross cigarette tax yield will be apportioned to cities and counties on the basis of sales tax collections. Local governments cannot impose cigarette taxes, if they receive a share of the state cigarette tax.

Florida and Iowa subjected little cigars to their cigarette tax rates. Arizona and Virginia raised their cigarette tax discounts to wholesalers—Arizona by adopting a higher graduated discount schedule, and Virginia by fixing its discount at 2.5 cents per carton.

Alcoholic Beverage Taxes

Alcoholic beverage taxes were raised by Indiana and Washington. Indiana raised its tax on distilled spirits from \$2.08 to \$2.28 per gallon, on wine from 40 cents to 45 cents per gallon, and on beer from 8.75 cents to 9.5 cents per gallon. Washington increased its tax on wine to a flat rate of 75 cents per gallon. Also, South Carolina raised its tax on non-standard cases of liquor from \$2 to \$4 for

each three gallons. Connecticut extended indefinitely an increase in all alcoholic beverage taxes after it had been scheduled to expire on June 30, 1973.

Minnesota reduced its distilled spirits tax from \$4.53 to \$4.39 per gallon.

Property Tax Relief

Property tax credits against income tax—general. Michigan, Vermont, and Wisconsin enacted general property tax credits against income taxes to taxpayers irrespective of age. Each of these States formerly had provided for property tax relief for senior citizens through similar credits.

Michigan allowed taxpayers (other than senior citizens, eligible servicemen, veterans and their widows) a credit of 60 percent of the amount by which homestead taxes exceed 3.5 percent of the taxpayer's total household income up to a maximum credit of \$500 per year. For renters, 17 percent of gross rent is treated as property taxes. For servicemen, veterans and their widows, and blind persons a maximum credit of \$500 is also allowed, but the credit may range up to 100 percent of property taxes dependent upon certain provisions.

Since 1969, Vermont had given senior citizens a credit for property taxes against income tax. It amended its law to make the provisions applicable to all taxpayers.

Under the new law the maximum credit is increased from \$300 to \$500 according to the following graduated range: for taxpayers with household income up to \$3,999, the amount of property tax in excess of 4 percent of such income; for those with household income above \$15,999, the amount of tax in excess of 6 percent of the income. Twenty percent of rent is treated as property taxes in the new law compared with 30 percent in the former law. The credit will be financed from a property tax relief fund composed of federal general revenue sharing funds and the proceeds of a newly imposed capital gains tax on the sale of land. If the federal government terminates general revenue sharing, the state property tax credit will also cease.

Wisconsin, in extending a senior citizens' law to any eligible person, changed

certain provisions of the law. The size of an eligible homestead was raised from 40 to 80 acres of land. The minimum household income of a claimant was raised from \$1,000 to \$3,500, and the amount of the claim was raised from 75 to 80 percent of the property taxes accrued. For taxpayers with household incomes over \$3,500, the credit allowed is 80 percent of the amount by which homestead taxes exceed 14.3 percent of household income over \$3,500.

Property tax credits against income tax—senior citizens. For senior citizens, Arizona allowed a credit against income tax for low-income elderly renters and homeowners owning property valued at less than \$5,000. The credit ranged from 100 to 30 percent based on household income. Arkansas established a system of credits for property taxes for low-income senior citizen homeowners with a maximum credit of \$400. Colorado liberalized its senior citizens' income tax credit provisions as they related to the size of the credit and the claimant's qualifications.

Indiana allowed an income tax credit ranging from 75 to 10 percent of property tax (for renters, 20 percent of annual rent is treated as property taxes) for senior citizens with household income up to \$5,000. In Michigan, the credit for senior citizens' property taxes, to a maximum of \$500, ranges from 100 percent for claimants with household income not over \$3,000 to the amount by which taxes exceed 3.5 percent of household income for those with household income over \$6,000. Minnesota liberalized the income requirements and the allowances of a property tax credit law it had previously adopted. Missouri allowed a maximum \$400 income tax credit for senior citizens in the amount by which property taxes exceed from 3 to 4 percent of income up to \$7,500.

Other general property tax relief. State action to provide property tax relief, either for homesteads generally or for all property, in a form other than an income tax credit, included the following. Arizona, for 1973 and 1974, provided for a 25 percent reduction in each local government's property taxes, the reduction not to exceed \$300 for any single parcel of

property. Indiana, beginning in 1974, allowed a 20 percent reduction in property taxes for all taxpayers.

Under a new Minnesota law, the assessed value of a homestead may not be increased more than 5 percent in any one year. In Nevada, a proposed constitutional amendment would permit assessing residential property up to 25 percent lower than other real property. New Hampshire authorized municipal referendums to allow a general \$5,000 homestead exemption. Oregon, which had allowed tax reductions under a low-income citizens' property tax relief law, amended the law to provide for tax refunds instead of the former relief provisions.

Other property tax relief for senior citizens and disabled persons. Alabama allowed a full homestead exemption for senior citizens and disabled persons with incomes of no more than \$5,000. It also extended a previously enacted \$5,000 homestead exemption for senior citizens, with no income qualifications, to persons who are retired because of disability or blindness. In Georgia, a proposed constitutional amendment would raise to \$10,000 the homestead exemptions for senior citizens with an adjusted gross income of no more than \$8,000. South Carolina increased its homestead exemption for senior citizens from \$5,000 to \$10,000.

Nebraska, for 1973, enacted a homestead exemption for low-income senior citizens in the amount of 90 percent of the first \$7,500 of value and, for 1974, in the amount of 90 percent of the first \$15,000 of value. New Hampshire authorized municipal referendums on the question of a \$10,000 homestead exemption for senior citizens. Massachusetts, North Carolina, North Dakota, Ohio, Virginia, and Washington extended homestead exemptions for aged persons by liberalizing qualifications.

Several States adopted laws providing for property tax reduction to senior citizens with incomes below a certain level. Iowa allowed low-income senior citizens and totally disabled persons (homeowners and renters) property tax reimbursement up to \$125, but not in excess of the taxes owed, ranging from 25 to 95 percent of property taxes, graduated inversely ac-

cording to income. Maine, for low-income homeowners and renters, 62 years and older, provided for tax relief ranging in amount from the excess of property taxes over 2 percent of income up to \$1,000 to the excess over 16 percent of income not over \$5,000. Kansas expanded its circuit-breaker law and changed it to provide for the direct payment to claimants instead of a credit against income tax.

Connecticut provided subsidies to aged homeowners and renters, with income not exceeding \$7,500, up to a maximum of \$500. For property owners, the subsidy is deducted from property taxes. Connecticut also authorized municipalities to give senior citizens tax relief up to 75 percent of the property tax. Minnesota allowed a credit to senior citizens in the amount by which the current tax exceeds the prior year's tax. Minnesota also provided that housing for the elderly and for low- and moderate-income families, for 15 years after completion, should be assessed at 20 percent of market value.

Personal property tax relief. Iowa provided for phasing out of all personal property taxes in a nine-step program. Iowa also exempted livestock from the personal property tax. West Virginia exempted bank deposits and all household goods not held or used for profit. Wyoming provided for the phasing out of all taxes on household property by January 1, 1977. New Mexico, effective January 1, 1974, exempted all personal property except mobile homes, property used for professional business and occupational purposes, and property on which the owner has claimed a federal income tax depreciation deduction.

State action providing tax relief for business property included the following: Connecticut exempted business equipment and machinery newly acquired after the 1973 assessment date. New Mexico exempted inventories, except livestock and inventories of persons with certain property assessed by the state property appraisals department. Oregon included farm machinery in a previously passed statute providing for the phase-out of taxes on inventories. Wisconsin exempted merchants' stock in trade, manufacturers' materials and finished products, and live-

stock, beginning May 1, 1977, and manufacturing machinery and equipment beginning May 1, 1974.

Property tax assessment. Maine created a separate property tax bureau with responsibility for establishment of primary assessing areas and the training and certification of assessors, and provided for an independent state board of assessment review within the new bureau.

Maryland and Montana provided for major state government responsibility over the property assessment process. In Wisconsin, the state department of revenue assumed responsibility for making the annual assessment of all manufacturing in the State. Florida expanded the state department of revenue's assessment responsibilities substantially.

The Maryland law provided that the state department of assessments and taxation assume full support of the entire assessment procedure over a three-year period. Local government's responsibility will be limited to providing adequate quarters. The Montana law makes county assessors agents of the state department of revenue for the purpose of placing taxable property on assessment rolls. The state department of revenue was placed in charge of appraising all property and of the equalization function. Under the Wisconsin law, five state manufacturing assessment districts will be established, and state revenue personnel will assess all manufacturing concerns annually.

Under the Florida law, the state department of revenue will set up uniform standards and procedures for assessment, and an assessment administration review commission will hear complaints involving assessment rolls. New Mexico abolished a property tax appeals board.

Property Taxes—Miscellaneous

Maryland, which had given taxpayers the option of having assessment increases of more than 36 percent phased in over a three-year period, made the phasing-in mandatory.

Under new legislation in Maine, 50 percent of local school costs will be met through a uniform property tax based on state valuation; the remaining 50 percent will be met through state revenue.

Statutes providing for the assessment of farmland on a use basis were enacted by Hawaii, Montana, North Carolina, and Wyoming.

Ohio voters approved a proposal which permitted the assessment of agricultural land on a use basis. New Hampshire provided for the assessment of open space land on a use basis.

Nebraska amended its free-port law to exempt goods in interstate commerce whether stored in transit or stored for shipment to a final destination outside the State. New Mexico voters approved a constitutional amendment to provide for an exemption for personal property in transit through the State. Utah provided for assessing property in transit, remaining in the State for at least 30 days, on the basis of the time it is in the State.

Action relating to the property taxation of pollution control facilities included the following: Nevada exempted real and personal property used as a facility, device, or method for the control of air or water pollution. Ohio expanded its property tax exemption for pollution control facilities to include noise pollution control facilities. Oregon removed a provision limiting the property tax exemption for pollution control facilities to those erected or installed on or before Decem-

ber 31, 1978, and provided for new statutory qualifications which such facilities must meet to be eligible for the exemption. Louisiana provided for the assessment of air, water, and noise pollution control facilities according to the actual net value which could be realized if the facilities were sold. West Virginia provided for the assessment of air and water pollution control facilities; first placed in operation after July 1, 1973, at salvage value.

AUTHOR'S NOTE

The above article was prepared in the fall of 1973 while several State Legislatures were still in session. Among the principal legislation passed after the article was prepared were the following:

Louisiana exempted food for personal consumption and prescription drugs from the full sales tax rate; formerly, these items were exempt from only 1 percent of the sales tax rate. Louisiana also made federal income taxes deductible in determining the taxable income of both individuals and corporations. Massachusetts raised the tax rate imposed on the net income of corporations engaged exclusively in interstate or foreign commerce from 4 to 5 percent and eliminated a 14 percent surtax imposed on such corporations.

RANGE OF STATE CORPORATE INCOME TAX RATES

As of January 1, 1974*

State or other jurisdiction	Tax rate (percent)	Federal income tax deductible	State or other jurisdiction	Tax rate (percent)	Federal income tax deductible
Alabama		★	Minnesota		
Business corps...	5		Business corps...	12(m)	
Banks & financial corps.	6		Banks	12	
Alaska			Mississippi		
Business corps...	18% of fed. tax(a)		\$0 to \$5,000	3	
Banks & financial corps.	7(b)		Over \$5,000	4	
Arizona		★	Missouri		★
\$0 to \$1,000	2		Business corps...	5	
Over \$6,000	8		Banks & trust companies	7	
Arkansas			Montana	6.75(n)	
\$0 to \$3,000	1		Nebraska	2.75(o)	
Over \$25,000	6		New Hampshire	7(p)	
California			New Jersey	5.25(q)	
Business corps...	9(c)		New Mexico		
Banks & financial corps.	9-13(d)		Business corps...	5	
Colorado	5		Banks & financial insts.	6(r)	
Connecticut	8(e)		New York		
Delaware	7.2		Business corps...	9(s)	
Florida	5(f)		Banks & financial corps.	8(t)	
Georgia	6		North Carolina		
Hawaii			Business corps...	6	
Business corps:			Banks	6(u)	
\$0 to \$25,000 ..	5.85(g)		Buildings & loan assoc.	7.5	
Over \$25,000 ..	6.435		North Dakota		★
Banks & financial corps.	11.7		Business corps:		
Idaho	6.5(h)		\$0 to \$3,000 ..	3(v)	
Illinois	4		Over \$15,000 ..	6(v)	
Indiana	5(i)		Banks & financial corps.	5(w)	
Iowa		(j)	Ohio		
Business corps:			\$0 to \$25,000 ..	4(x)	
\$0 to \$25,000 ..	6		Over \$25,000 ..	8(x)	
Over \$100,000 ..	10		Oklahoma	4	
Banks & financial corps:			Oregon		
\$0 to \$25,000 ..	5		Business corps...	6(u)	
Over \$100,000 ..	8		Banks & financial corps.	8(u)	
Kansas			Pennsylvania	11	
Business corps...	4.5(k)		Rhode Island	8(y)	
Banks	5		South Carolina		
Trust companies & savings & loan assoc.	4.5		Business corps...	6	
Kentucky			Banks	4.5	
\$0 to \$25,000 ..	4		Financial assoc.	8	
Over \$25,000 ..	5.8		South Dakota		★
Louisiana	4	★	Banks & financial corps.	5.5(z)	
Maine			Tennessee		
\$0 to \$25,000 ..	5		Business corps...	6	
Over \$25,000 ..	7		Financial assoc.	7(aa)	
Maryland	7		Utah	6(ab)	★
Massachusetts			Vermont	6(ab)	
Business corps...	8.55(l)		Virginia	6	
Banks & trust companies	11.4		West Virginia	6	
Utility corps...	6.5		Wisconsin		★(ac)
Michigan			\$0 to \$1,000	2.3	
Business corps...	7.8		Over \$6,000	7.9	
Financial insts. .	9.7		District of Columbia	8(ab)	

*Prepared by the Federation of Tax Administrators, on the basis of legislation enacted at 1973 sessions.

(a) At federal income tax rates in effect on December 31, 1963.

(b) Banks and other financial institutions are subject to a license tax which, effective January 1, 1973, was raised from 2 to 7 percent of net income.

(c) Minimum tax is \$200.

(d) Rate adjusted annually: maximum, 13 percent—minimum, 9 percent; minimum tax is \$200.

(e) Tax paid shall not be less than \$50.

(f) An exemption is allowed of \$5,000 or an amount equal to the maximum federal income tax credit, whichever is less.

(g) Taxes capital gains at 3.08 percent.

(h) An additional tax of \$10 is imposed on each return.

(i) Consists of 3 percent basic rate plus a 2 percent supplemental tax. The supplemental tax is scheduled to rise to 2.5 percent on January 1, 1975, and to 3 percent on January 1, 1977.

(j) Fifty percent of federal income tax deductible.

(k) Plus a surtax of 2.25 percent of taxable income in excess of \$25,000.

(l) Rate includes a 14 percent surtax, as does the following: plus a tax of \$7.98 per \$1,000 on taxable tangible property (or net worth allocable to State, for intangible property corporations). Corporations engaged exclusively in interstate or foreign commerce are taxed at 5 percent of net income.

(m) Minimum tax is \$100.

(n) Minimum tax is \$50; for small business corporations, \$10.

(o) Twenty-five percent of individual income tax rate, determined annually by state board of equalization and assessment, imposed on net taxable income.

(p) Business Profits Tax imposed on both corporations and unincorporated business.

(q) This is the corporation business franchise tax rate, plus a net worth tax at millage rates ranging from 2 mills to 2/10 mill; minimum tax is \$250. Corporations not subject to the franchise tax are subject to a 7.25 percent income tax.

(r) Minimum tax is \$100.

(s) Or \$125; 1.6 mills per dollar of capital; or 9 percent of 30 percent of net income plus salaries and other compensation to officers and stockholders owning more than 5 percent of the issued capital less \$15,000 and any net loss, if any of these is greater than the tax computed on net income.

(t) Minimum tax is \$100 or 1.6 mills per dollar of capital stock; for savings institutions, the minimum tax is \$100 or 2 percent of interest credited to depositors in preceding year.

(u) Minimum tax is \$10.

(v) In addition to the tax shown, imposes (1) a privilege tax of 1 percent, on corporations not subject to personal property (or in lieu) taxes, minimum \$20; and (2) a 1 percent tax—minimum \$10, maximum \$25—to retire Vietnam veterans' bonus bonds.

(w) Minimum tax is \$50; plus an additional 2 percent tax.

(x) Or 5 mills times the value of the taxpayer's issued and outstanding shares of stock as determined according to the total value of capital surplus, undivided profits, and reserves; minimum tax, \$50.

(y) Or, for business corporations, the tax is 40 cents per \$100 of corporate excess, greater than the tax computed on net income. For banks, if a greater tax results, the alternative tax is \$2.50 per \$10,000 of capital stock; minimum tax is \$50.

(z) Minimum tax is \$24.

(aa) Not less than 1.5 percent of gross income.

(ab) Minimum tax is \$25.

(ac) Limited to 10 percent of net income.

THE BOOK OF THE STATES

STATE INDIVIDUAL INCOME TAXES

As of January 1, 1974*

State or other jurisdiction	Rate range(a) (percent)	Income brackets		Personal exemptions			Federal income tax deductible
		Lowest (ends)	Highest (over)	Single	Married	Dependents	
Alabama.....	1.5 - 5.0(4)	\$ 1,000	\$ 5,000	\$1,500	\$3,000	\$ 300	★
Alaska.....	16% of U.S. tax(b)						...
Arizona.....	2.0 - 8.0(7)	1,000	6,000	1,000	2,000	600	★
Arkansas.....	1.0 - 7.0(6)(c)	3,000	25,000	17.50(d)	35(d)	6(d)	...
California.....	1.0 - 11.0(11)(e)	2,000	15,500	25(d)	50(d)	8(d)	...
Colorado.....	3.0 - 8.0(11)(f)	1,000	10,000	750	1,500	750	★
Delaware.....	1.6 - 19.8(15)	1,000	100,000	600	1,200	600	★(g)
Georgia.....	1.0 - 6.0(6)	750(h)	7,000(h)	1,500(i)	3,000(i)	700	...
Hawaii.....	2.25-11.0(11)(j)	500	30,000	700	1,400	700	...
Idaho.....	2.0 - 7.5(6)(k)	1,000	5,000	750(k,l)	1,500(k,l)	750(k,l)	...
Illinois.....	2.5	Flat rate		1,000	2,000	1,000	...
Indiana.....	2.0	Flat rate		1,000	2,000(m)	500	...
Iowa.....	0.75- 7.0(7)(n)	1,000	9,000	15(d)	30(d)	10(d)	★
Kansas.....	2.0- 6.5(5)	2,000	7,000	600	1,200	600	★
Kentucky.....	2.0- 6.0(5)	3,000	8,000	20(d)	40(d)	20(d)	★(g)
Louisiana.....	2.0 - 6.0(3)	10,000	50,000	2,500	5,000	400	★
Maine.....	1.0 - 6.0(6)	2,000	50,000	1,000	2,000	1,000	...
Maryland.....	2.0 - 5.0(4)	1,000	3,000	800	1,600	800	...
Massachusetts.....	5.0(o)	Flat rate		2,000	2,600(p)	600	...
Michigan.....	3.9	Flat rate		1,200	2,400	1,200	...
Minnesota.....	1.6 -15.0(11)	500	20,000	21(d)	42(d)	21(d)	★
Mississippi.....	3.0 - 4.0(2)	5,000	5,000	4,500	6,500	750	...
Missouri.....	1.5 - 6.0(10)	1,000	9,000	1,200	2,400	400	★
Montana.....	2.0 -11.0(10)(q)	1,000	35,000	600	1,200	600	★
Nebraska.....	11% of U.S. tax(r)	...	...	...	...	...	...
New Mexico.....	1.0 - 9.0(16)	500(s)	100,000(s)	750(l)	1,500(l)	750(l)	...
New York.....	2.0 -15.0(13)	1,000	25,000	650	1,300	650	...
North Carolina.....	3.0 - 7.0(5)	2,000	10,000	1,000	2,000	600	...
North Dakota.....	1.0 -10.0(6)(t)	1,000	8,000	750(l)	750(l)	750(l)	★
Ohio.....	0.5 - 3.5(6)(u)	5,000	40,000	500	1,000(u)	500	...
Oklahoma.....	0.5 - 6.0(7)	1,000(v)	7,500(v)	750	1,500	750	...
Oregon.....	4.0 -10.0(7)(w)	500	5,000	675(l)	1,350(l)	675(l)	★
Pennsylvania.....	2.3	Flat rate		...	...	...	...
Rhode Island.....	15% of U.S. tax			...	...	...	...
South Carolina.....	2.0 - 7.0(6)	2,000	10,000	800	1,600	800	★(g)
Utah.....	2.0 - 7.25(6)(x)	750	3,750	750(l)	750(l)	750(l)	★
Vermont.....	25% of U.S. tax(y)						...
Virginia.....	2.0 - 5.75(4)	3,000	12,000	600	1,200	600	...
West Virginia.....	2.1 - 9.6(24)	2,000(z)	200,000(z)	600	1,200	600	...
Wisconsin.....	3.1 -11.4(15)	1,000	14,000	20(d)	40(d)	20(d)	...
Dist. of Columbia...	2.0 -10.0(9)	1,000	25,000	1,000	2,000	500	...

*Prepared by the Federation of Tax Administrators, on the basis of legislation enacted at 1973 sessions.

(a) Figure in parentheses is the number of steps in range.

(b) At federal income tax rates in effect on December 31, 1963.

(c) Provides for the exemption of/or the imposition of lower tax rates on taxpayers with incomes below certain levels.

(d) Tax credits. (In Wisconsin, the tax credit for the 1973 tax year was \$15.)

(e) The range reported is for single persons. In the case of a joint return, the tax is twice the tax that would be imposed if the taxable income were cut in half. For heads of households, the 1 to 11 percent rate range is applied to income brackets ranging from \$4,000 to \$18,000. For 1973 tax liability only, taxpayers were allowed credits ranging from 20 percent to 100 percent, based on income; excluded from the net tax on which the credit was allowed were taxes on preferential income and capital gains.

(f) Imposes a surtax of 2 percent on gross income from intangibles, which exceeds \$5,000. A credit on taxable income up to \$9,000 is allowed, computed by dividing taxable income by 200.

(g) The federal tax deduction is limited in Delaware to \$300 for single persons and \$600 for married persons filing joint returns; in Kentucky, to the amount of federal income tax that would result under rates in effect on December 31, 1967; and in South Carolina, to \$500.

(h) The range reported is for single persons. For joint returns and heads of households, the 1 to 6 percent rate range is applied to income brackets ranging from \$1,000 to over \$10,000. For married persons filing separately, the income brackets range from \$500 to over \$5,000.

(i) In addition, low-income taxpayers are allowed a tax credit up to \$15 for single persons and \$30 for heads of households or married persons filing jointly.

(j) For joint returns, the tax is twice the tax imposed on half the income.

(k) In the case of joint returns, the tax is twice the tax imposed on half the income. A filing fee of \$10 is imposed on each return, and a credit of \$10 is allowed for each personal exemption. For 1973, an additional \$5 credit for each personal exemption was allowed.

(l) These States, by definition, allow personal exemptions provided in the Internal Revenue Code. Under existing law, Idaho follows the federal code as of January 1, 1973, and North Dakota as of December 31, 1972. New Mexico and Utah automatically accept amendments to the federal code. Oregon did so until it passed legislation in 1971 relating its provisions to the Internal Revenue Code in effect as of December 31, 1971, and thus its personal exemptions differ from those of the other States.

(m) Allows \$1,000 for individual taxpayers and \$500 for dependents. On joint returns, each spouse may subtract the lesser of \$1,000 or adjusted gross income; the minimum deduction is \$500 for each spouse.

(n) No tax is imposed on persons whose net income does not exceed \$4,000.

(o) A 9 percent rate is applied to interest and dividends (other than from savings deposits) and on net capital gains. A 5 percent rate is applied to all other income, including earned income and interest and dividends from savings deposits.

(p) Minimum allowance; permits deduction of a spouse's earnings up to \$2,000.

(q) In addition, a permanent 10 percent surtax is imposed.

(r) Tax is at a percentage of federal income tax liability; the rate is determined annually by the state board of equalization and assessment.

(s) The rate range reported is for single persons; for joint returns and heads of households, tax rates range from 1 percent on net income not over \$1,000 to 9 percent on amounts over \$200,000.

STATE INDIVIDUAL INCOME TAXES

(Footnotes—Continued)

(t) In addition to the tax shown, imposes a tax of 1 percent of net income, with a \$20 minimum tax, and a second additional 1 percent tax—minimum \$2.50, maximum \$12.50—to retire Vietnam veterans' bonus bonds.

(u) For joint taxpayers, each of whom has adjusted gross income of \$500 or more, a credit ranging from 5 to 20 percent is allowed, based on income.

(v) The rate range is for single persons; for heads of households, tax rates range from 0.5 percent on the first \$1,500 to 6 percent on amounts over \$11,250; for joint returns, they range from 0.5 percent on the first \$2,000 to 6 percent on amounts over \$15,000.

(w) A 1973 act, contingent upon voters' approval at the next primary election, would raise rates to a 4 percent to 11 percent range, and limit the federal income tax deduction to \$3,000, effective with tax years beginning in and after January 1975.

(x) The rate range reported is for single persons. For joint taxpayers, the rates range from 2.5 percent on taxable income up to \$750 to 7.25 percent on amounts over \$7,500. For married persons filing separately, rates range from 2.5 percent to 7.25 percent, on the same bracket range as for single taxpayers.

(y) A surtax is imposed at the rate of 12 percent for taxable years beginning after December 31, 1972, and before January

1, 1974, and of 9 percent for later tax years. Under Vermont law, if tax liability for any taxable year exceeds Vermont tax liability determinable under federal law in effect January 1, 1967, the taxpayer will be entitled to a credit equal to the excess plus 6 percent of that amount.

(z) The range reported is for single persons and heads of households. For joint returns, tax rates range from 2.1 percent on income up to \$4,000 to 9.6 percent on amounts over \$400,000.

Note: The table excludes New Hampshire and Tennessee, which tax income from intangibles only; and Connecticut, which has a capital gains tax only. Connecticut taxes gains from the sale or exchange of capital assets at 6 percent. New Hampshire imposes a tax of 4.25 percent on interest and dividends. Tennessee taxes dividends and interest at 6 percent; it imposes a 4 percent tax on dividends from corporations with property, at least 75 percent of which is assessable for property tax in Tennessee.

Also excluded are commuter's income taxes in New Hampshire and New Jersey. In New Hampshire, the tax is imposed at 4 percent on income derived by residents from outside the State and on nonresidents on income derived from New Hampshire. The New Jersey tax is imposed on New York and Pennsylvania commuters at rates in effect in New York and Pennsylvania.

STATE EXCISE RATES

As of January 1, 1974*

State or other jurisdiction	Sales and gross receipts (percent)	Cigarettes (cents per pack)	Gasoline(a) (cents per gallon)	Distilled spirits(b) (per gallon)	State or other jurisdiction	Sales and gross receipts (percent)	Cigarettes (cents per pack)	Gasoline(a) (cents per gallon)	Distilled spirits(b) (per gallon)
Alabama.....	4	12	7	....	Nevada.....	3(n)	10	6	1.90
Alaska.....	8	8	8	\$4.00	New Hampshire...	...	42% of retail price	9	....
Arizona.....	3(c)	10	7	2.00	New Jersey.....	5	19	8	2.80
Arkansas.....	3	17.75	8.5	2.50	New Mexico.....	4	12	7	1.50
California.....	3.75(d)	10	7	2.00	New York.....	4	15	8	3.25
Colorado.....	3	10	7	1.80	North Carolina..	3(o)	2	9	....
Connecticut....	6.5	21	10	2.50	North Dakota....	4	11	7	2.50
Delaware.....	14	14	9(e)	2.25	Ohio.....	4	15	7	....
Florida.....	4(f)	17	8	3.75(g)	Oklahoma.....	2	13	6.58	4.00
Georgia.....	3	12	7.5	3.75	Oregon.....	...	9	7	....
Hawaii.....	4(h)	40% of wholesale price	5	20% of wholesale price	Pennsylvania...	6	18	8	....
Idaho.....	3	9.1	8.5	—	Rhode Island....	5	13	8	2.50
Illinois.....	4	12	7.5	2.00	South Carolina..	4	6	8	2.85
Indiana.....	4(i)	6	8	2.28	South Dakota...	4	12	7	3.05
Iowa.....	3	13	7	....	Tennessee.....	3.5(p)	13	7(q)	4.00
Kansas.....	3	11	7	1.50	Texas.....	4	18.5	5	2.00
Kentucky.....	5	3	9(j)	1.92	Utah.....	4	8	7	....
Louisiana.....	3	11	8	2.50	Vermont.....	3	12	9	....
Maine.....	5	14	9	....	Virginia.....	3	2.5	9(r)	....
Maryland.....	4	6	9	1.50	Washington....	4.5(s)	16	9	....
Massachusetts..	3	16	7.5	3.363(k)	West Virginia..	3(t)	12	8.5	....
Michigan.....	4	11	9	....	Wisconsin.....	4	16	7	2.60
Minnesota.....	4	18	7	4.39	Wyoming.....	3	8	7	....
Mississippi....	5(l)	11	9	....	District of Columbia...	5(u)	6	8	2.00
Missouri.....	3	9	7	2.00					
Montana.....	...	12	7	....				
Nebraska.....	2.5(m)	13	8.5	2.00					

*Prepared by the Federation of Tax Administrators, on the basis of legislation enacted at 1973 sessions.

(a) In a number of States, diesel fuel and liquefied petroleum gas used for motor vehicle purposes are taxed at a different rate than gasoline. These States are:

State	Motor fuel	Rate in cents per gallon
Alabama.....	Diesel	8
Arkansas.....	Diesel	9.5
Delaware.....	Diesel and liquefied petroleum gas	8
California.....	Liquefied petroleum gas	6
Iowa.....	Diesel	8
Kansas.....	Diesel	8
Mississippi....	Liquefied petroleum gas	5
Montana.....	Diesel	10
New Jersey....	Diesel	9
New York.....	Liquefied petroleum gas	3.5
South Dakota..	Diesel	10
Tennessee.....	Liquefied petroleum gas	6
Texas.....	Diesel	8
Vermont.....	Diesel and liquefied petroleum gas	6.5
Wyoming.....	Liquefied petroleum gas	5

(b) Seventeen States have liquor monopoly systems (Alabama, Idaho, Iowa, Maine, Michigan, Mississippi, Montana, New Hampshire, Ohio, Oregon, Pennsylvania, Utah, Vermont, Virginia, Washington, West Virginia, and Wyoming). (North Carolina has county-operated stores on a local option basis.)

Some of the monopoly States impose taxes, generally expressed in terms of percentage of retail price. Only gallonage taxes imposed by States with license systems are reported in the table. Excise tax rates shown are general rates; some States tax distilled spirits manufactured in the State from state-grown products at lower rates.

(c) This rate is for retailers. Selected businesses are taxed at rates ranging from 0.375 to 3 percent.

(d) Under existing law, the rate is scheduled to rise to 4.75 percent beginning April 1, 1974; drop to 4.25 percent in calendar 1975; and rise again to 4.75 percent thereafter.

(e) Scheduled to revert to 8 cents per gallon on June 30, 1974.

(f) Farm equipment is taxed at 3 percent.

(g) On beverages containing 14 to 48 percent alcohol. The tax rate on beverages containing more than 48 percent alcohol is \$7.52 per gallon.

(h) Wholesalers and manufacturers, 0.5 percent; retailers, 4 percent.

(i) In addition to the 4 percent sales tax, a gross income tax is imposed, under which wholesale and retail sales are taxed at 0.45 percent in 1974. Thereafter, the gross income tax will be reduced annually until 1992, when it goes out of existence.

(j) Heavy equipment motor carriers pay an 11-cents-per-gallon tax on a use basis.

(k) Basic rate is \$2.95 per gallon, plus a 14 percent surtax.

(l) Among other rates imposed under the tax: wholesale sales, 0.125 percent; automobiles, trucks and truck tractors, 3 percent; manufacturing or processing machinery and farm tractors, 1.0 percent; contractors (on compensation exceeding \$10,000), 2.5 percent.

(m) The rate for 1974. State board of equalization and assessment determines rate annually.

(n) Includes a mandatory, statewide, state-collected 1 percent county sales tax.

(o) Motor vehicles, boats, railway cars and locomotives, and airplanes, 2 percent with a maximum tax of \$120. A tax of 1 percent is imposed on various items used in agriculture and industry. On some items subject to the 1 percent rate, the maximum tax is \$80 per article.

(p) Rate scheduled to revert to 3 percent on June 30, 1974.

(q) Also subject to a special privilege tax of 7/10 of 1 cent per gallon.

(r) An 11-cents-per-gallon tax is imposed on motor carriers of property on a use basis.

(s) Also has a gross income tax with rates varying from 0.01 percent to 1 percent, according to type of business. Retailers are subject to a 0.44 percent tax under the business and occupation tax.

(t) Also has a gross income tax at rates ranging from 0.27 to 8.63 percent, according to type of business. Retailers are subject to a 0.55 percent rate under this tax.

(u) Sale of food for off-premises consumption is taxed at 2 percent; alcoholic beverages, hotel rentals, and restaurant meals 6 percent.

STATE TAX COLLECTIONS IN 1973*

STATE TAX COLLECTIONS continued their upward trend in fiscal 1973, totaling \$67.9 billion—an increase of 13.5 percent over the \$59.9 billion collected in 1972.¹ The rate of increase was about the same as the average annual rates of the previous five years.

These tax figures relate to revenue from state taxes only. During the 12 months of July 1972 through June 1973, collections of locally imposed taxes amounted to \$51.8 billion, or about 23.7 percent less than the aggregate of state tax revenue.²

Tax amounts recorded here are net of refunds paid, but include amounts of state-imposed taxes collected or received by the State and subsequently distributed to local governments. Locally collected and retained tax amounts are not included. The 1973 figures are preliminary.

MAJOR TAX SOURCES

General sales and gross receipts taxes accounted for 29 percent of all state tax collections. The \$19.7 billion general sales taxes collected in 1973 was an increase of 11.9 percent over 1972.

In addition to general sales taxes, a variety of selective sales and gross receipts produced \$17.3 billion or 25.4 percent of all taxes. The largest of these, sales taxes on motor fuel, provided \$8 billion in 1973, up 11.1 percent from the previous year. Tobacco sales tax revenue was up 9.9 percent to a new high of \$3.1 billion. Alcoholic beverage sales taxes supplied \$1.8 billion, slightly higher than in 1972.

Altogether, general and selective sales

and gross receipts taxes were up \$3.7 billion, or 11.3 percent, to reach \$37 billion. This sum accounts for more than one half of the total collected from all state tax sources.

Income taxes provide overall 31 percent of state tax revenue, and have had the largest percentage increases of all major taxes in the past two years. Revenue from individual income taxes (imposed by 44 States) totaled \$15.6 billion in 1973, or 20 percent more than 1972. Corporation net income taxes yielded \$5.4 billion. This was 23.1 percent greater than the record \$4.4 billion collected the previous year.

License taxes amounted to \$5.7 billion in 1973, 6.8 percent higher than 1972. Motor vehicle licenses provided \$3.4 billion in 1973, up 9.4 percent from 1972. This category includes truck mileage and weight taxes and other motor carrier taxes except those measured by gross receipts, net income, or assessed valuations.

The yield of state-imposed property taxes rose slightly to \$1.3 billion in 1973. This is a relatively minor revenue source, commonly involving taxation only of special types of property, such as intangibles, motor vehicles, or particular classes of utility property. In contrast, local government revenue from property taxation was \$40.9 billion in fiscal 1971-72.

Death and gift taxes increased 10.6 percent to \$1.4 billion in 1973. Severance taxes rose 12.2 percent to \$850 million.

INDIVIDUAL STATE COMPARISONS

All of the States reported higher total tax yields in 1973 than in 1972. The largest amounts of increase were reported by New York (up \$1.2 billion), California (up \$584 million), Pennsylvania (up \$504 million), and Florida (up \$498 million). The sharpest rates of increases—20 percent or more—appear for Florida, Minnesota, Ohio, and South Carolina.

*Adapted by Mr. Maurice Criz, Assistant Chief, Governments Division, U.S. Bureau of the Census, from the Bureau's report *State Tax Collections in 1973*.

¹Tax revenue amounts reported here pertain to state fiscal years, which end on June 30 except for Alabama, New York and Texas. See Table 6.

²Bureau of the Census, *Quarterly Summary of State and Local Tax Revenue*, April-June 1973.

One fourth of the States show increases of 15 percent or more, and only two States reported increases of less than 5 percent.

While state tax yields are influenced by underlying economic trends, sharp year-to-year changes in amounts for individual States (such as those mentioned above) generally reflect also the effect of legal changes in the base, rate, or collection-timing of particular major taxes.

New York collected \$8.2 billion in state taxes and California \$7.3 billion in 1973, far more than the next ranking States.

A considerable interstate range appears in the average per capita amount of state tax revenue as indicated by the following distribution of the 50 States, based on Table 2:

<i>Per capita state tax revenue, 1973</i>	<i>Number of States</i>
\$400 or more.....	5
\$350 to \$399.....	9
\$300 to \$349.....	12
\$250 to \$299.....	17
Less than \$250.....	7

New Hampshire has the lowest per capita taxes with \$197.02, while Hawaii has the highest, \$519.98. However, caution must be used in comparing tax amounts for individual state governments. There are marked interstate differences in the scope and intensity of public services, in economic resources, and in the pattern for distribution of responsibility, as between the state and local levels, for performing and financing particular public functions.

Some state governments directly administer certain activities which elsewhere are undertaken by local governments, with or without state fiscal aid. In particular, it should be noted that the proportion of state-local tax revenue which is contributed by state-imposed taxes differs markedly from one state area to another. Percentage figures illustrating this variation, in terms of 1972-73 tax revenue data, are presented in Table 6.

TABLE 1
NATIONAL SUMMARY OF STATE TAX REVENUE, BY TYPE OF TAX:
1971 TO 1973*

<i>Tax source</i>	<i>Amounts (in millions)</i>			<i>Percent increase</i>		<i>Percent distribu- tion, 1973</i>	<i>Per capita, 1973</i>
	<i>1973 (Prelim.)</i>	<i>1972</i>	<i>1971</i>	<i>1972 to 1973</i>	<i>1971 to 1972</i>		
Total collections.....	\$67,939	\$59,870	\$51,541	13.5	16.2	100.0	\$324.91
Sales and gross receipts.....	36,992	33,250	29,570	11.3	12.4	54.4	176.91
General.....	19,709	17,619	15,473	11.9	13.9	29.0	94.25
Selective.....	17,284	15,631	14,097	10.6	10.9	25.4	82.66
Motor fuels.....	8,018	7,216	6,628	11.1	8.9	11.8	38.34
Tobacco products.....	3,112	2,831	2,536	9.9	11.6	4.6	14.88
Alcoholic beverages.....	1,817	1,684	1,527	7.9	10.3	2.7	8.69
Insurance.....	1,606	1,477	1,344	8.7	9.9	2.4	7.68
Public utilities.....	1,347	1,215	1,012	10.9	20.0	2.0	6.44
Other.....	1,384	1,209	1,050	14.5	15.1	2.0	6.62
Licenses.....	5,742	5,374	5,024	6.8	7.0	8.4	27.46
Motor vehicles.....	3,399	3,108	2,953	9.4	5.2	5.0	16.25
Motor vehicle operators.....	240	232	221	3.2	5.0	0.4	1.15
Corporation in general.....	970	945	878	2.6	7.6	1.4	4.64
Alcoholic beverages.....	140	136	123	3.1	10.7	0.2	0.67
Other.....	993	953	848	4.2	12.3	1.4	4.75
Individual income.....	15,598	12,996	10,153	20.0	28.0	23.0	74.59
Corporation net income.....	5,435	4,416	3,424	23.1	29.0	8.0	25.99
Death and gift.....	1,431	1,294	1,104	10.6	17.3	2.1	6.84
Property.....	1,312	1,257	1,126	4.4	11.6	1.9	6.27
Severance.....	850	758	733	12.2	3.4	1.3	4.07
Other.....	579	525	407	10.4	28.8	0.9	2.77

*Source: Bureau of the Census, *State Tax Collections in 1973*.
Note: Because of rounding, detail may not add to totals. Per capita and percent figures are computed on the basis of amounts

rounded to the nearest thousand. Estimates of population as of July 1, 1973, were used to calculate per capita amounts (see Table 6).

TABLE 2
SUMMARY OF STATE TAX REVENUE: 1971 TO 1973*

State	Amount (in millions)			Percent increase		Per capita, 1973
	1973 (Prelim.)	1972	1971	1972 to 1973	1971 to 1972	
All States.....	\$67,939	\$59,870	\$51,541	13.5	16.2	\$324.91
Alabama.....	931	818	710	13.9	15.1	263.07
Alaska.....	109	102	102	6.8	...	330.37
Arizona.....	682	595	523	14.5	13.8	331.37
Arkansas.....	523	460	380	13.8	21.1	256.77
California.....	7,324	6,740	5,675	8.7	18.8	355.49
Colorado.....	667	602	514	10.7	17.2	273.54
Connecticut.....	1,122	989	796	13.5	24.3	364.85
Delaware.....	287	257	222	11.6	15.6	497.43
Florida.....	2,488	1,990	1,587	25.0	25.4	324.06
Georgia.....	1,358	1,198	991	13.3	20.9	283.72
Hawaii.....	433	389	370	11.3	5.0	519.98
Idaho.....	225	200	187	12.4	7.0	292.10
Illinois.....	3,676	3,398	3,142	8.2	8.1	327.13
Indiana.....	1,190	1,187	1,054	0.2	12.6	223.77
Iowa.....	854	759	641	12.5	18.4	294.20
Kansas.....	610	528	463	15.5	14.0	267.55
Kentucky.....	1,015	861	760	17.9	13.2	303.84
Louisiana.....	1,166	1,105	989	5.5	11.8	309.69
Maine.....	304	276	229	9.8	20.8	295.37
Maryland.....	1,456	1,272	1,155	14.4	10.2	357.74
Massachusetts.....	2,052	1,806	1,499	13.7	20.5	352.73
Michigan.....	3,528	3,062	2,544	15.2	20.4	390.01
Minnesota.....	1,638	1,324	1,099	23.7	20.5	420.44
Mississippi.....	661	588	518	12.4	13.6	289.91
Missouri.....	1,190	1,050	855	13.3	22.8	250.14
Montana.....	187	183	136	2.4	34.6	259.56
Nebraska.....	375	319	294	17.4	8.5	243.27
Nevada.....	203	181	173	12.5	4.8	371.23
New Hampshire.....	156	139	118	12.0	17.5	197.02
New Jersey.....	1,919	1,626	1,501	18.0	8.3	260.75
New Mexico.....	387	356	318	8.5	12.1	349.61
New York.....	8,170	7,019	6,248	16.4	12.3	447.30
North Carolina.....	1,657	1,461	1,297	13.5	12.6	314.33
North Dakota.....	180	158	142	13.9	10.9	280.81
Ohio.....	2,676	2,189	1,773	22.2	23.5	249.40
Oklahoma.....	695	649	541	7.0	20.1	260.88
Oregon.....	596	508	444	17.4	14.3	268.09
Pennsylvania.....	4,367	3,863	3,094	13.1	24.9	366.95
Rhode Island.....	317	301	272	5.3	10.6	325.57
South Carolina.....	825	683	599	20.9	14.0	302.82
South Dakota.....	151	133	122	13.5	9.5	221.19
Tennessee.....	1,006	887	735	13.4	20.7	243.90
Texas.....	2,819	2,572	2,198	9.6	17.0	239.02
Utah.....	359	308	269	16.7	14.5	310.71
Vermont.....	175	158	141	10.8	12.2	377.79
Virginia.....	1,400	1,189	1,041	17.8	14.2	291.04
Washington.....	1,287	1,175	1,126	9.6	4.3	375.37
West Virginia.....	568	529	436	7.3	21.4	316.76
Wisconsin.....	1,868	1,628	1,423	14.7	14.4	408.84
Wyoming.....	105	97	93	8.3	4.2	297.94

*Source: Bureau of the Census, *State Tax Collections in 1973*.
Note: Because of rounding, detail may not add to totals. Per capita and percent figures are computed on the basis of amounts

rounded to the nearest thousand. Estimates of population as of July 1, 1973, were used to calculate per capita amounts (see Table 6).

TABLE 3
STATE TAX REVENUE, BY TYPE OF TAX: 1973*
(In thousands of dollars)

State	Total	Sales and gross receipts (Table 4)	Licenses (Table 5)	Individual income	Corporation net income	Property	Death and gift	Severance	Document and stock transfer	Other
Number of States using tax....	50	50	50	44	46	43	49	29	27	17
All States.....	\$67,939,452	\$36,992,432	\$5,741,706	\$15,597,529	\$5,435,055	\$1,311,868	\$1,431,055	\$850,382	\$559,526	\$19,899
Alabama.....	931,001	630,203	76,765	142,231	40,939	27,498	2,626	6,522	4,217	...
Alaska.....	109,022	25,118	17,839	43,363	6,964	...	64	14,099	...	1,575
Arizona.....	681,958	419,644	42,238	108,631	37,408	70,392	3,645	...	...	...
Arkansas.....	523,039	335,933	48,554	89,343	37,825	1,213	1,289	4,911	1,421	2,550
California.....	7,323,804	3,612,309	401,773	1,886,442	866,347	295,692	259,162	2,079	...	...
Colorado.....	666,606	368,259	51,190	185,785	38,993	2,561	17,007	833	...	1,978
Connecticut.....	1,122,289	799,562	69,031	50,617	138,556	...	64,523	...	...	...
Delaware.....	286,520	62,463	81,233	110,295	19,100	362	5,980	...	7,087	...
Florida.....	2,487,791	1,874,685	236,370	...	147,708	59,208	32,884	4,910	132,026	...
Georgia.....	1,357,866	885,666	60,770	284,909	114,114	4,590	5,934	...	120	1,763
Hawaii.....	432,620	275,307	6,532	134,930	12,889	...	2,100	...	862	...
Idaho.....	224,918	116,337	32,635	57,691	16,024	283	1,875	73	...	...
Illinois.....	3,675,603	2,112,808	345,052	894,697	229,083	3,510	86,545	...	3,908	...
Indiana.....	1,189,790	769,314	77,703	284,916	10,084	24,688	22,882	203	...	...
Iowa.....	854,356	432,511	108,436	242,863	47,288	110	21,801	...	1,347	...
Kansas.....	609,740	363,593	55,534	114,268	53,821	11,807	10,006	711	...	...
Kentucky.....	1,015,435	624,619	57,241	179,216	69,338	31,385	14,501	37,385	1,750	...
Louisiana.....	1,165,677	592,929	80,499	100,173	88,025	24,030	12,370	267,651	...	...
Maine.....	303,645	222,166	28,084	31,308	10,044	5,993	6,048	...	...	2
Maryland.....	1,456,203	700,164	83,926	515,933	80,035	45,954	11,800	...	15,174	3,217
Massachusetts.....	2,052,206	737,325	92,889	876,373	259,401	380	77,509	...	8,329	...
Michigan.....	3,527,642	1,732,899	368,110	925,319	364,380	101,903	33,512	1,126	...	393
Minnesota.....	1,638,456	709,157	112,832	586,235	170,655	2,122	32,059	19,978	5,418	...
Mississippi.....	661,294	497,340	45,440	70,004	26,088	4,695	3,975	13,733	...	19
Missouri.....	1,189,909	665,854	129,118	314,076	62,664	2,365	15,832	...	...	...

Montana.....	187,142	63,144	17,508	77,066	12,057	6,680	4,808	5,226	...	653
Nebraska.....	375,125	230,600	42,590	85,137	14,010	479	929	525	855	...
Nevada.....	203,436	171,410	17,552	...	...	13,516	...	104	600	254
New Hampshire.....	155,843	90,469	24,441	7,622	19,061	4,878	6,815	84	812	1,661
New Jersey.....	1,919,365	1,288,374	291,739	25,527	170,588	68,190	74,947	...	...	...
New Mexico.....	386,671	242,909	26,322	49,501	15,063	14,527	1,402	36,947	...	...
New York.....	8,169,982	3,243,859	377,616	3,211,930	874,627	16,567	164,781	...	280,602	...
North Carolina.....	1,657,474	873,095	145,399	431,222	139,239	32,721	35,798	...	...	...
North Dakota.....	179,716	113,162	23,505	27,318	10,089	1,353	1,149	3,140	...	...
Ohio.....	2,676,320	1,639,963	390,676	373,543	167,970(a)	75,950	24,077	4,141	...	...
Oklahoma.....	694,715	360,511	102,380	105,054	35,434	...	17,483	71,456	1,952	445
Oregon.....	596,496	136,124	88,101	300,555	51,131	61	17,649	2,581	294	...
Pennsylvania.....	4,367,396	2,148,439	488,908	1,010,825	497,212	39,963	131,564	...	50,485	...
Rhode Island.....	316,779	186,504	22,224	67,742	30,941	7...	8,849	...	519	...
South Carolina.....	825,484	524,682	40,892	183,228	63,597	2,398	4,930	...	5,757	...
South Dakota.....	151,297	128,500	18,584	...	900	...	3,313	...	...	...
Tennessee.....	1,006,314	697,858	144,814	15,103	102,978	...	31,809	...	11,004	2,748
Texas.....	2,818,943	2,003,715	371,171	...	...	57,191	47,109	339,757	...	...
Utah.....	359,486	202,863	21,530	88,547	29,575	9,492	3,566	3,913	...	...
Vermont.....	175,295	90,046	18,727	49,748	7,922	373	5,497	...	2,029	953
Virginia.....	1,400,204	712,433	99,447	441,900	96,618	13,869	16,718	603	18,370	246
Washington.....	1,287,146	1,024,437	90,525	...	...	131,785	36,557	1,909	1,933	...
West Virginia.....	568,259	417,315	42,591	88,458	12,163	510	5,587	...	1,401	234
Wisconsin.....	1,868,002	760,491	108,709	727,885	136,107	93,054	38,819	475	1,254	1,208
Wyoming.....	105,172	75,364	15,961	...	...	7,570	970	5,307	...	...

*Source: Bureau of the Census, *State Tax Collections in 1973*.

(a) Estimated.

TABLE 4
SALES AND GROSS RECEIPTS TAX REVENUE: 1973*
(In thousands of dollars)

	State	Total	General sales or gross receipts	Selective sales and gross receipts								
				Total	Motor fuels	Alcoholic beverages	Tobacco products	Insur- ance	Public utilities	Pari- mutuels	Amuse- ments	Other
	Number of States using tax.	50	45	50	50	50	50	50	40	28	29	30
	All States.....	\$36,992,432	\$19,708,562	\$17,283,870	\$8,017,744	\$1,817,332	\$3,112,299	\$1,605,696	\$1,346,714	\$588,458	\$73,077	\$722,550
246	Alabama.....	630,203	289,364	340,839	146,040	58,739	41,604	29,690	52,652	...	69	12,045
	Alaska.....	25,118	...	25,118	12,391	5,235	3,244	3,706	542	...	...	...
	Arizona.....	419,644	267,251	152,393	88,036	12,681	24,970	12,876	8,237	5,593	...	...
	Arkansas.....	335,933	167,852	168,081	94,821	14,948	37,722	12,212	...	8,273	105	...
	California.....	3,612,309	2,188,707	1,423,602	747,226	114,883	250,794	180,832	29,909	72,047	319	27,592
	Colorado.....	368,259	219,718	148,541	93,160	14,551	15,282	18,690	1,429	5,355	73	1
	Connecticut.....	799,562	446,828	352,734	138,420	24,211	70,181	51,053	61,573	...	7,292	4
	Delaware.....	62,463	...	62,463	25,075	4,516	11,974	3,412	7,993	8,686	177	630
	Florida.....	1,874,685	1,041,257	833,428	348,586	155,124	159,315	50,600	28,779	66,460	1,952	22,612
	Georgia.....	885,666	477,388	408,278	227,119	74,344	66,913	39,902	...	...	...	...
	Hawaii.....	275,307	210,687	64,620	19,763	10,229	7,143	9,150	18,335	...	...	...
	Idaho.....	116,337	60,999	55,338	35,621	5,325	7,154	6,226	826	186	...	...
	Illinois.....	2,112,808	1,195,993	916,815	373,818	74,359	162,754	50,763	190,503	49,780	2,168	12,670
	Indiana.....	769,314	484,302	285,012	184,605	21,151	47,584	31,576	...	...	96	...
	Iowa.....	432,511	243,835	188,676	114,399	12,134	40,978	20,080	...	...	...	1,085
	Kansas.....	363,593	199,722	163,871	105,616	13,615	27,681	16,643	316	...	...	...
	Kentucky.....	624,619	316,651	307,968	169,823	14,231	18,852	41,002	...	8,151	166	55,743
	Louisiana.....	592,929	287,568	305,361	146,982	41,173	49,945	27,161	22,643	6,308	180	10,969
	Maine.....	222,166	117,578	104,588	50,663	19,219	19,438	5,965	7,527	1,776	...	...
Maryland.....	700,164	325,682	374,482	171,712	25,073	31,678	34,222	24,725	15,696	314	71,062	
Massachusetts.....	737,325	230,362	506,963	184,235	61,407	111,200	66,138	...	31,137	1,049	51,797	
Michigan.....	1,732,899	1,092,345	640,554	350,692	73,419	132,209	59,540	...	24,586	108	...	
Minnesota.....	709,157	299,326	409,831	144,573	46,859	75,009	44,518	43,577	...	9	55,286	
Mississippi.....	497,340	317,336	180,004	114,561	13,816	23,314	17,695	497	...	818	9,303	
Missouri.....	665,854	358,623	307,231	196,326	22,751	56,234	31,700	220	...	...	...

Montana.....	63,144	...	63,144	35,719	7,369	10,248	6,812	2,996	...	...	...
Nebraska.....	230,600	108,827	121,773	79,218	8,822	20,029	9,928	...	3,209	379	188
Nevada.....	171,410	70,118	101,292	32,164	7,706	10,166	4,494	82	...	46,680	...
New Hampshire.....	90,469	...	90,469	36,408	2,797	23,938	5,578	1,350	10,203	...	10,195
New Jersey.....	1,288,374	681,938	606,436	271,751	52,446	165,575	49,163	27,238	40,229	34	...
New Mexico.....	242,909	153,452	89,457	51,943	5,655	12,081	8,285	1,159	1,302	69	8,963
New York.....	3,243,859	1,734,093	1,509,766	473,550	154,795	322,786	169,899	228,795	156,651	3,290	...
North Carolina.....	873,095	369,558	503,537	264,490	75,180	20,229	40,340	83,573	...	...	19,725
North Dakota.....	113,162	70,092	43,070	25,184	5,473	7,495	3,960	416	...	...	542
Ohio.....	1,639,963	808,031	831,932	369,519	67,345	186,701	68,209	123,373	16,785	...	...
Oklahoma.....	360,511	125,155	235,356	109,340	28,674	44,178	26,861	1,596	...	...	24,707
Oregon.....	136,124	...	136,124	84,710	3,122	29,747	14,396	758	3,391	...	...
Pennsylvania.....	2,148,439	1,109,120	1,039,319	444,872	98,350	231,057	78,033	162,330	24,593	71	13
Rhode Island.....	186,504	96,010	90,494	31,861	6,867	17,879	6,985	17,498	9,146	258	...
South Carolina.....	524,682	286,191	238,491	121,160	53,759	20,515	19,305	11,876	...	2,895	8,981
South Dakota.....	128,500	64,436	64,064	35,634	5,823	8,185	5,089	58	1,496	...	7,779
Tennessee.....	697,858	402,636	295,222	171,224	29,448	58,103	29,583	4,118	...	160	2,586
Texas.....	2,003,715	926,189	1,077,526	385,373	96,737	243,608	83,746	52,009	...	4,287	211,766
Utah.....	202,863	135,882	66,981	48,344	3,751	6,424	7,250	286	...	...	926
Vermont.....	90,046	25,465	64,581	21,568	11,540	8,150	3,134	5,148	2,690	...	12,351
Virginia.....	712,433	292,058	420,375	231,710	41,482	16,147	39,675	45,750	...	40	45,571
Washington.....	1,024,437	687,730	336,707	159,515	58,390	51,013	19,361	45,165	3,249	14	...
West Virginia.....	417,315	245,575	171,740	69,058	18,588	23,849	14,066	...	11,399	...	34,780
Wisconsin.....	760,491	432,467	328,024	155,740	37,980	77,374	23,390	30,857	...	5	2,678
Wyoming.....	75,364	44,165	31,199	23,426	1,240	3,650	2,802	...	81	...	...

*Source: Bureau of the Census, *State Tax Collections in 1973*.

TABLE 5
LICENSE TAX REVENUE: 1973*
(In thousands of dollars)

State	Total	Motor vehicles	Motor vehicle opera- tors	Corpo- rations in general	Public utili- ties	Alco- holic bever- ages	Amuse- ments	Occu- pations and busi- nesses	Hunting and fishing	Other
Number of States using tax.....	50	50	49	49	33	48	31	50	50	41
All States.....	\$5,741,706	\$3,399,096	\$239,681	\$969,876	\$59,074	\$140,308	\$7,596	\$656,717	\$238,016	\$31,342
Alabama.....	76,765	29,038	4,022	23,553	382	2,178	...	13,168	4,424	...
Alaska.....	17,839	6,170	315	508	...	806	70	7,587	2,383	...
Arizona.....	42,238	28,620	1,536	1,573	...	1,197	...	5,602	3,495	215
Arkansas.....	48,554	32,748	3,671	1,731	888	665	133	4,148	4,498	72
California.....	401,773	288,385	12,935	2,370	6,864	20,698	48	51,260	18,340	873
248 Colorado.....	51,190	30,345	1,643	1,744	108	1,474	76	6,424	8,759	617
Connecticut.....	69,031	44,240	10,205	702	...	4,590	...	7,866	911	517
Delaware.....	81,233	15,830	906	50,777	45	301	43	12,938	280	113
Florida.....	236,370	163,461	15,640	4,916	2,107	10,710	21	31,686	5,020	2,809
Georgia.....	60,770	38,402	4,957	5,083	...	592	...	7,321	4,382	33
Hawaii.....	6,532	80	...	408	525	...	...	5,304	131	84
Idaho.....	32,635	17,880	1,459	996	...	549	...	7,179	4,572	...
Illinois.....	345,052	303,477	(a)	22,555	...	1,076	205	12,453	4,559	727
Indiana.....	77,703	55,291	3,800	1,419	23	5,885	15	7,230	3,689	351
Iowa.....	108,436	86,336	7,687	775	45	3,733	...	5,664	3,806	390
Kansas.....	55,534	39,851	1,773	2,775	490	460	43	7,513	2,539	90
Kentucky.....	57,241	36,032	1,428	6,393	652	932	272	6,917	4,198	417
Louisiana.....	80,499	22,418	6,382	30,906	190	1,612	153	16,536	2,121	181
Maine.....	28,084	15,741	1,707	498	...	1,015	34	5,129	3,824	136
Maryland.....	83,926	65,198	4,336	864	...	211	288	10,350	2,311	368
Massachusetts.....	92,889	57,468	(a)	3,712	(b)	425	474	27,688	2,618	504
Michigan.....	368,110	170,694	10,023	150,405	1,142	6,397	9	16,556	11,758	1,126
Minnesota.....	112,832	83,334	5,885	141	30	319	6	13,153	9,177	787
Mississippi.....	45,440	17,284	3,589	12,083	384	98	...	8,650	2,723	629
Missouri.....	129,118	86,871	4,530	16,163	1,871	1,517	43	6,686	8,959	2,478

Montana	17,508	8,189	1,590	243	...	984	...	1,694	4,808	...
Nebraska	42,590	31,716	1,475	1,451	...	133	58	4,515	3,063	179
Nevada	17,552	11,294	464	931	...	...	1,444	1,288	1,670	461
New Hampshire	24,441	15,227	2,355	1,107	295	359	39	2,674	1,693	692
New Jersey	291,739	143,909	16,944	81,081	54	1,812	...	44,038	3,592	309
New Mexico	26,322	17,461	1,137	1,522	40	263	83	3,236	2,580	...
New York	377,616	261,270	12,542	5,554	21,156	32,876	860	33,184	8,313	1,861
North Carolina	145,399	79,253	5,010	26,250	5	419	1,196	28,446	4,505	315
North Dakota	23,505	17,495	643	141	...	195	49	3,535	1,447	...
Ohio	390,676	202,814	15,258	131,123(c)	1,025	10,789	...	22,607	5,947	1,113
Oklahoma	102,380	74,894	6,040	7,696	2	927	561	5,213	3,410	3,637
Oregon	88,101	60,280	4,180	1,636	1,516	830	204	10,435	8,034	986
Pennsylvania	488,908	164,598	15,029	194,972	13,958	8,642	10	75,046	14,761	1,892
Rhode Island	22,224	13,394	2,279	1,099	...	49	2	5,270	131	...
South Carolina	40,892	22,061	1,212	3,132	...	1,224	1,091	8,838	2,809	525
South Dakota	18,584	11,938	424	142	...	910	...	1,925	3,218	27
Tennessee	144,814	71,230	5,263	25,400	355	378	...	37,842	4,346	...
Texas	371,171	189,218	15,369	133,813	358	6,797	...	17,200	6,856	1,560
Utah	21,530	13,429	1,245	...	47	72	...	2,154	4,412	171
Vermont	18,727	14,306	947	129	3	277	61	917	1,776	311
Virginia	99,447	71,742	6,547	2,635	...	1,155	5	12,660	4,049	654
Washington	90,525	50,362	6,505	3,103	2,843	2,637	...	15,931	9,034	110
West Virginia	42,591	31,710	1,877	1,869	1,628	1,042	...	1,400	3,049	16
Wisconsin	108,709	75,104	6,643	1,488	43	84	...	11,443	10,898	3,006
Wyoming	15,961	11,008	274	309	...	14	...	218	4,138	...

*Source: Bureau of the Census, *State Tax Collections in 1973*.

(a) Motor vehicle operators license included with motor vehicle licenses.

(b) Included with corporation net income tax; see Table 3.

(c) Estimated.

TABLE 6
FISCAL YEAR, POPULATION, AND PERSONAL INCOME, BY STATE *

State	Date of close of fiscal year in 1973	Total population (excluding armed forces overseas) (a)		Personal income, calendar year 1972 (b)		State government portion of state-local totals (percent)	
		July 1, 1973 (provisional)	July 1, 1972 (provisional)	Amount (millions)	Per capita	Tax revenue in fiscal 1971-72 (c)	Payrolls for October 1972 (d)
All States.....	...	209,105,000	207,478,000	\$930,664	\$4,486	55.0	27.7
Alabama.....	Sept. 30	3,539,000	3,521,000	12,004	3,420	74.8	36.3
Alaska.....	June 30	330,000	325,000	1,671	5,141	68.4	56.9
Arizona.....	June 30	2,058,000	1,963,000	8,292	4,263	60.2	29.8
Arkansas.....	June 30	2,037,000	2,008,000	6,656	3,365	74.4	37.9
California.....	June 30	20,602,000	20,412,000	102,099	4,988	47.9	21.0
Colorado.....	June 30	2,437,000	2,364,000	10,782	4,574	51.0	36.3
Connecticut.....	June 30	3,076,000	3,080,000	16,421	5,328	50.8	30.9
Delaware.....	June 30	576,000	571,000	2,931	5,188	79.3	41.5
Florida.....	June 30	7,677,000	7,347,000	31,779	4,378	62.5	25.9
Georgia.....	June 30	4,786,000	4,733,000	18,451	3,909	65.3	30.1
Hawaii.....	June 30	832,000	816,000	4,020	5,031	75.6	74.9
Idaho.....	June 30	770,000	755,000	2,858	3,780	64.8	37.3
Illinois.....	June 30	11,236,000	11,244,000	57,829	5,140	52.5	23.9
Indiana.....	June 30	5,317,000	5,287,000	23,101	4,366	50.5	27.8
Iowa.....	June 30	2,904,000	2,883,000	12,396	4,300	53.2	30.1
Kansas.....	June 30	2,279,000	2,268,000	10,058	4,455	50.7	33.0
Kentucky.....	June 30	3,342,000	3,306,000	11,905	3,609	73.7	39.5
Louisiana.....	June 30	3,764,000	3,738,000	13,179	3,543	70.7	35.7
Maine.....	June 30	1,028,000	1,026,000	3,714	3,610	57.1	36.9
Maryland.....	June 30	4,070,000	4,048,000	19,803	4,882	57.3	30.5
Massachusetts.....	June 30	5,818,000	5,796,000	28,096	4,855	48.9	26.6
Michigan.....	June 30	9,045,000	9,014,000	44,325	4,881	59.2	26.1
Minnesota.....	June 30	3,897,000	3,877,000	16,746	4,298	58.8	28.2
Mississippi.....	June 30	2,281,000	2,256,000	7,099	3,137	75.6	35.6
Missouri.....	June 30	4,757,000	4,747,000	20,403	4,293	52.0	28.2
Montana.....	June 30	721,000	716,000	2,875	3,999	49.8	40.0
Nebraska.....	June 30	1,542,000	1,528,000	6,642	4,355	46.2	28.8
Nevada.....	June 30	548,000	533,000	2,676	5,078	56.5	29.5
New Hampshire.....	June 30	791,000	774,000	3,270	4,241	42.3	40.1
New Jersey.....	June 30	7,361,000	7,349,000	38,543	5,232	39.8	23.3
New Mexico.....	June 30	1,106,000	1,076,000	3,796	3,564	80.2	41.2
New York.....	March 31	18,265,000	18,367,000	96,280	5,242	48.5	18.8
North Carolina.....	June 30	5,273,000	5,221,000	19,809	3,799	74.4	33.1
North Dakota.....	June 30	640,000	634,000	2,363	3,738	58.1	38.6
Ohio.....	June 30	10,731,000	10,722,000	48,888	4,534	48.5	24.4
Oklahoma.....	June 30	2,663,000	2,633,000	9,995	3,795	66.7	38.4
Oregon.....	June 30	2,225,000	2,185,000	9,354	4,287	50.2	36.0
Pennsylvania.....	June 30	11,902,000	11,905,000	53,249	4,465	61.6	29.5
Rhode Island.....	June 30	973,000	969,000	4,340	4,483	60.5	39.0
South Carolina.....	June 30	2,726,000	2,688,000	9,268	3,477	75.7	38.8
South Dakota.....	June 30	684,000	679,000	2,512	3,699	42.6	36.2
Tennessee.....	June 30	4,126,000	4,072,000	14,796	3,671	62.3	29.6
Texas.....	August 31	11,794,000	11,604,000	46,486	3,991	57.5	27.8
Utah.....	June 30	1,157,000	1,127,000	4,197	3,728	64.1	44.6
Vermont.....	June 30	464,000	460,000	1,703	3,686	61.1	52.1
Virginia.....	June 30	4,811,000	4,765,000	20,478	4,298	59.6	35.7
Washington.....	June 30	3,429,000	3,418,000	15,399	4,472	64.4	35.1
West Virginia.....	June 30	1,794,000	1,795,000	6,402	3,594	75.9	43.7
Wisconsin.....	June 30	4,569,000	4,526,000	19,232	4,255	59.8	29.3
Wyoming.....	June 30	353,000	346,000	1,494	4,330	55.2	34.0

*Source: Bureau of the Census, *State Tax Collections in 1973*.

(a) Bureau of the Census, *Current Population Reports*, Series P-25, No. 508, November 1973.

(b) U.S. Department of Commerce, *Survey of Current Business*, August 1973.

(c) Bureau of the Census, *Governmental Finances in 1971-72*, December 1973.

(d) Bureau of the Census, *Public Employment in 1972*, August 1973.

Section VI

INTERGOVERNMENTAL RELATIONS

1. Interstate Relations
2. Federal-State Relations
3. State-Local Relations

Interstate Relations

THE COUNCIL OF STATE GOVERNMENTS

1. ORGANIZATION

THE MISSION OF the Council of State Governments is to strengthen the States in the American system of federal government. Service to the various needs of the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, and four Territories has become the instrument by which the Council strives toward its goal.

Founded as the American Legislators' Association, the nonpartisan Council took on its present name in 1933 and has grown to serve the States across a broad front of activities. Laws in each State establish "Commissions on Interstate Cooperation" (or equivalent) and provide the legal basis for the Council's national activities.

The scope of Council activities includes providing staff services for nine affiliated organizations: the National Governors' Conference, the National Legislative Conference, the Conference of Chief Justices, the National Association of Attorneys General, the National Conference of Lieutenant Governors, the National Association of State Budget Officers, the National Association of State Purchasing Officials, the Conference of State Court Administrators, and the Council of State Planning Agencies.

COUNCIL STRUCTURE

A Governing Board composed of more than 100 persons provides overall direction to Council policy and controls the

funds and property of the Council. The Governing Board also determines the schedule of contributions made by members to support Council activities. Each jurisdiction that contributes to the support of the Council has a voice in the Governing Board. In addition, there are ex officio members and members at large.

Between meetings of the Governing Board, a 20-member Executive Committee controls immediate operations of the Council, including hiring its Executive Director.

The Chairman of the Executive Committee always is a state legislator and the President always is a Governor. In addition, other Governors and legislators plus a budget officer, an Attorney General and a Lieutenant Governor are mandatory members of the Executive Committee. (Executive Committee members are listed on page 256.)

Commissions on Interstate Cooperation or similar bodies in each State focus attention on interstate, state-federal, and other intergovernmental problems; provide channels of communication among States and other levels of government; and assist States to pool knowledge and resources. (Officers of the Commissions on Interstate Cooperation or similar bodies are listed on pages 264-66.)

OFFICES

Central administrative functions for the Council are performed at Lexington,

Kentucky. Regional offices are located in the East (New York City), the Midwest (Chicago), the South (Atlanta) and the West (San Francisco). There also is an office in Washington, D.C.

The Washington office of the Council, designed to aid the States in the important field of state-federal relations, prepares and distributes information

on pending federal legislation and administrative actions that affect the States and acts as liaison between state officials and the national government.

The regional offices work closely with the Legislatures and officials of various States, especially in Regional Conferences which have their own officers, committees and programs.

2. ACTIVITIES

States face the modern governmental challenges of solving problems not only within their own borders but also across state lines, and increasingly with the federal government. The Council works in a variety of ways to implement its mission of service to the States in meeting the needs of those areas.

Council methods include:

- Serving as a catalyst to express the views of the States on matters of major concern.

- Acting as a coordinating agency to analyze legislation and programs of the national government and to advance the role of the States in the formula of republican government.

- Improving intergovernmental cooperation.

- Conducting research on state programs and problems, and disseminating those findings.

- Arranging conferences and providing other services requested by legislators, state officials, and Commissions on Interstate Cooperation.

- Promoting more effective regional cooperation.

- Offering expert talent to individual States to assist in problem-solving.

- Holding training sessions for state officials, legislators, and staff aides.

- Issuing publications on many aspects of state affairs for use in the States.

- Serving as a central reference agency for legislative service materials.

In 1971, a Special Committee on Structure and Management of the Council noted, "Both the legislative and executive elements of state government will have to cooperate, and cooperate fully, in this venture if the States are to carry forward their traditional responsibilities.

It is our belief that the Council should be the chosen instrument for such cooperation and vigorous action."

Toward that end, the National Governors' Conference and the National Legislative Conference, major Council affiliates, have staff resources through Council auspices to foster training, communication and action for leaders of the executive and legislative branches of government.

The Washington, D.C., office of the Council is staffed by experts in various functional areas of government. Staff members keep in close touch with federal departments and agencies and with congressional committees on various matters of interest to the States. Council publications carry reports of federal proposals and actions that may affect the States.

PUBLICATIONS

Although the Council publishes dozens of individual reports and books each year, the following list of recent publications gives some idea of the variety of topics involved—*Gambling: A Source of State Revenue*; *Workmen's Compensation: A Challenge to the States*; *Modernizing State Constitutions*; *Reapportionment in the Seventies*; *The Governor: The Office and Its Powers*; *All Are Created Equal: The States and the Equal Rights Amendment*; *The States' Role in Land Resource Management*; *The Lieutenant Governor: The Office and Its Powers*; *Motor Vehicle Insurance Reform*; and *A Survey of the Use of Electronic Data Processing by State Legislatures*. In addition, new research reports cover various topics, including: aging, newsmen shield laws, election reform, housing and solid waste management.

An interstate loan library is available through the Lexington office of the Council for information on state government. Hundreds of research questions are answered annually using these resources.

Research products, which are given wide distribution, come from the Council's own staff, individual authors, Council committees or committees of Council affiliates assisted by staff members, and by research specialists under Council supervision.

In addition to publishing reports on individual subjects, the Council also publishes a biennial reference work, *The Book of the States*; a quarterly journal, *State Government*; and several newsletters covering general state government news plus specialized accounts for Governors, legislators, budget officials, purchasing officials, information systems personnel, and Attorneys General.

The Council's Committee of State Officials on Suggested State Legislation, in consultation with other groups, prepares annually a series of suggested legislative acts for consideration in the States. The Council also works with the National Conference of Commissioners on Uniform State Laws in this vital area of dealing with topics on which similar or uniform state laws may serve the public interest.

INFORMATIONAL ASSISTANCE

In recent years, the Council has developed new and expanded services to the States of a more direct nature. In-service training sessions are conducted for state budgeting officials and state legislators and legislative staff persons.

An Interstate Consulting Clearinghouse helps States solve their problems through mutual assistance. The clearinghouse provides an administrative basis necessary to bring together state government officials who have a particular expertise with the state officials who have a specific problem. A technical assistance program offers Council personnel skilled in specific issue areas for more direct consultation.

Thus, through meetings, research, publications, informed analysis and recommendation, training, and technical assistance, the Council is able to bring the experience and knowledge gained in all the States to bear on meeting challenges of any single State or the national government.

The success of our federal, democratic system requires strength at each level of government. It also requires cooperation among local, state, and national levels. The Council works for effective operation of both these principles.

THE BOOK OF THE STATES

Officers and Executive Committee
THE COUNCIL OF STATE GOVERNMENTS
1974

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SPEAKER WILLIAM J. LANTING, Idaho

President

GOVERNOR DANIEL J. EVANS, Washington

Chairman-Elect

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OFFICES OF
THE COUNCIL OF STATE GOVERNMENTS

Headquarters Office

Iron Works Pike, Lexington, Kentucky 40511

Eastern Office

36 West Forty-fourth Street, New York, New York 10036

Midwestern Office

203 North Wabash Avenue, Chicago, Illinois 60601

Southern Office

3384 Peachtree Road, N.E., Atlanta, Georgia 30326

Western Office

85 Post Street, San Francisco, California 94104

Washington Office

1150 Seventeenth Street, N.W., Washington, D.C. 20036

INTERSTATE ORGANIZATIONS AFFILIATED WITH THE COUNCIL OF STATE GOVERNMENTS

THE NATIONAL GOVERNORS' CONFERENCE

ORGANIZATION: Organized in 1908. Composed of the Governors of all States of the United States and the Governors of American Samoa, Guam, Puerto Rico and the Virgin Islands.

PURPOSE: To provide a medium for exchange of views and experience on subjects of importance to the people of the States, to foster interstate cooperation, to promote greater uniformity of state laws, to attain greater efficiency in state administration, and to facilitate and improve state-local and state-federal relations.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: GOVERNOR MARVIN MANDEL, Maryland, *Chairman of the Conference*; GOVERNOR WILLIAM T. CAHILL, New Jersey; GOVERNOR JIMMY CARTER, Georgia; GOVERNOR WINFIELD DUNN, Tennessee; GOVERNOR DAVID HALL, Oklahoma; GOVERNOR RICHARD F. KNEIP, South Dakota; GOVERNOR TOM MCCALL, Oregon; GOVERNOR THOMAS J. MESKILL, Connecticut; GOVERNOR WILLIAM G. MILLIKEN, Michigan.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: GOVERNOR DANIEL J. EVANS, Washington, *Chairman of the Conference*; GOVERNOR DOLPH BRISCOE, Texas; GOVERNOR DALE BUMPERS, Arkansas; GOVERNOR ROBERT DOCKING, Kansas; GOVERNOR JAMES E. HOLSHOUSER, JR., North Carolina; GOVERNOR PATRICK J. LUCEY, Wisconsin; GOVERNOR WILLIAM G. MILLIKEN, Michigan; GOVERNOR PHILIP W. NOEL, Rhode Island; GOVERNOR FRANCIS W. SARGENT, Massachusetts.

STAFF: CHARLES A. BYRLEY, Executive Director; BREVARD CRIHFIELD, Secretary-Treasurer.

PUBLICATIONS: *Proceedings of the National Governors' Conference* (annual), and numerous periodic and special reports.

OTHER ACTIVITIES: For six decades the National Governors' Conference has been a strong and constructive force for the improvement of state government, the development of interstate cooperation, and sound progress of the federal system. At annual and interim meetings of the Conference, the Governors explore matters of common interest to all of the States. Between meetings, Conference committees study subjects of importance and prepare extensive reports on them. The Conference makes use of the Council's informational facilities and calls upon it for research studies and reports on major state problems. In 1967, the Conference established a Federal-State Relations Office in Washington, D.C., and now maintains its headquarters office there. The Executive Committee of the Conference serves on the Council's Governing Board. Regional Governors' Conferences in the Midwest, South, West, Mid-Atlantic and New England also meet annually and work year round to deal with needs in their areas. The first four of these receive regular staff services from the Council.

THE NATIONAL LEGISLATIVE CONFERENCE

ORGANIZATION: Organized in 1948. Composed of legislative officials, members and staff of legislative service agencies, and others designated by the Conference.

PURPOSE: To cooperate for more effective service to the Legislatures, to assist in strengthening the role of the States and their Legislatures in intergovernmental relations, and to aid in improving legislative organization and procedures.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: HOUSE MIN. LDR. AT LARGE WILLIAM R. RATCHFORD, Connecticut, *President*; DE VAN DAGGETT, Exec. Dir., Leg. Council, Louisiana, *Chairman*; HOUSE MIN. LDR. CHARLES KURFESS, Ohio, *Vice President*; WILLIAM R. SNODGRASS, Comptroller of the Treas., Tennessee, *Vice Chairman*; SEN. JOHN H. CONOLLY, Illinois, *Immediate Past President*; GEORGE F. McMANUS, Exec. Dir., House Min. Appropriations Comm., Pennsylvania, *Immediate Past Chairman*; SPEAKER DAVID M. BARTLEY, Massachusetts; SEN. MAJ. LDR. B. MAHLON BROWN, Nevada; REP. JOE CLARKE, Kentucky; SPEAKER JOHN D. FUHR, Colorado; SPEAKER ROBERT MORETTI, California; SEN. HARMON T. OGDahl, Minnesota; SEN. ANTOINETTE FRASER ROSELL, Montana; GEORGE R. CUNNINGHAM, JR., Spec. Asst. to the Sen. Pres., Arizona; JOHN M. ELLIOTT, Exec. Dir., Leg. Affairs Agcy., Alaska; ELMER O. FRIDAY, JR., Secy. of the Sen., Florida; MISS BONNIE REESE, Exec. Secy., Joint Leg. Council, Wisconsin; CHARLES SCHNABEL, Secy. of the Sen., Texas; T. THOMAS THATCHER, Clerk of the House, Michigan; RICHARD O. WHITE, Code Revisor, Statute Law Comm., Washington.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: HOUSE MIN. LDR. CHARLES KURFESS, Ohio, *President*; WILLIAM R. SNODGRASS, Comptroller of the Treas., Tennessee, *Chairman*; SPEAKER MARTIN O. SABO, Minnesota, *Vice President*; EUGENE B. FARNUM, Dir., Leg. Fiscal Agcy., Michigan, *Vice Chairman*; HOUSE MIN. LDR. AT LARGE WILLIAM R. RATCHFORD, Connecticut, *Immediate Past President*; DE VAN DAGGETT, Exec. Dir., Leg. Council, Louisiana, *Immediate Past Chairman*; SPEAKER DAVID M. BARTLEY, Massachusetts; SEN. MAJ. LDR. B. MAHLON BROWN, Nevada; REP. BILL CLAYTON, Texas; SPEAKER JOHN D. FUHR, Colorado; HOUSE MIN. LDR. THOMAS W. HOOVER, New Mexico; SPEAKER PRO TEM ROBERT KREAMER, Iowa; SEN. ANTOINETTE FRASER ROSELL, Montana; EARL H. BROWN, Exec. Dir., House Maj. Appropriations Comm., Pennsylvania; GEORGE R. CUNNINGHAM, JR., Spec. Asst. to the Sen. Pres., Arizona; JOHN M. ELLIOTT, Exec. Dir., Leg. Affairs Agcy., Alaska; ELMER O. FRIDAY, JR., Secy. of the Sen., Florida; McDOWELL LEE, Secy. of the Sen., Alabama; MISS BONNIE REESE, Exec. Secy., Joint Leg. Council, Wisconsin; RICHARD O. WHITE, Code Revisor, Statute Law Comm., Washington.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Studies and reports relating to the work of legislators and legislative staff; one bimonthly publication, *The American Legislator*, which covers news of the State Legislatures and of the National Legislative Conference; *Dateline Washington*, a biweekly newsletter providing brief synopses of the status of federal legislation affecting state government; and *Washington Report*, a series of reports which provide detailed information on the status of legislation and administrative actions affecting state government.

OTHER ACTIVITIES: Conference Committees on Legislative Improvement and Modernization, Science and Technology, Training, Legislative Ethics and Campaign Finance, Reapportionment, and Legislative Security conduct studies and surveys and report their findings and conclusions to the Conference, prepare handbooks and recommend procedures for the improvement of the legislative

process, and develop and sponsor inservice training courses for legislators and legislative staff personnel. The Intergovernmental Relations Committee and its task forces develop and publicize policy positions representing state legislative views on key federal-state-local issues.

The President and the Chairman of the Conference are members of the Governing Board of the Council of State Governments and its Executive Committee.

THE CONFERENCE OF CHIEF JUSTICES

ORGANIZATION: Organized in 1949. Composed of the Chief Justices of the courts of last resort of the 50 States, Puerto Rico, and the District of Columbia.

PURPOSE: To provide for the exchange of information and ideas on the operation of the judiciary and for consultation pointed to improvement of the administration of justice.

OFFICERS, EXECUTIVE COUNCIL FOR 1972-73: WILLIAM S. RICHARDSON, Hawaii, *Chairman*; EDWARD E. PRINGLE, Colorado, *First Vice Chairman*; JOSEPH R. MOSS, South Carolina, *Second Vice Chairman*; B. K. ROBERTS, Florida, *Deputy Chairman*; NORMAN F. ARTERBURN, Indiana; ROSS W. DYER, Tennessee; ROBERT C. FINLEY, Washington; C. WILLIAM O'NEILL, Ohio; THOMAS H. ROBERTS, Rhode Island; ROBERT C. UNDERWOOD, Illinois.

OFFICERS, EXECUTIVE COUNCIL FOR 1973-74: EDWARD E. PRINGLE, Colorado, *Chairman*; JOSEPH R. MOSS, South Carolina, *First Vice Chairman*; CHARLES S. HOUSE, Connecticut, *Second Vice Chairman*; J. ALLAN CROCKETT, Utah, *Deputy Chairman*; WILLIAM S. RICHARDSON, Hawaii; NORMAN F. ARTERBURN, Indiana; C. EDWIN MOORE, Iowa; DONALD R. WRIGHT, California; C. WILLIAM O'NEILL, Ohio; HAROLD F. SNEAD, Virginia; JAMES A. FINCH, Missouri.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Proceedings of annual meetings and various special reports.

ACTIVITIES: The Conference provides a forum for the exchange of experience, views and suggestions to improve the organization and procedures of state courts. Special committees study and report on court practices. The secretariat undertakes such research as the Conference requests.

The Chairman and First Vice Chairman of the Conference are members of the Governing Board of the Council of State Governments.

THE NATIONAL ASSOCIATION OF ATTORNEYS GENERAL

ORGANIZATION: Organized in 1907. Composed of the Attorneys General of all the States of the United States, the Attorneys General of American Samoa, Guam, Puerto Rico and the Virgin Islands, and the Attorney General of the United States.

PURPOSE: To bring the Attorneys General into an organization through which they can become personally acquainted, exchange information with each other and cooperate together for the better carrying out of the functions of their several offices.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: GARY K. NELSON, Arizona, *President*; ROBERT W. WARREN, Wisconsin, *President Elect*; ROBERT H. QUINN,

Massachusetts, *Vice President*; CRAWFORD C. MARTIN, Texas, *Immediate Past President*; CLARENCE A. BRIMMER, Wyoming; CHAUNCEY H. BROWNING, JR., West Virginia; RICHARD J. ISRAEL, Rhode Island; ROBERT LIST, Nevada; ROBERT B. MORGAN, North Carolina; WARREN B. RUDMAN, New Hampshire; THEODORE L. SENDAK, Indiana; WARREN R. SPANNAUS, Minnesota.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: ROBERT W. WARREN, Wisconsin, *President*; ROBERT H. QUINN, Massachusetts, *President Elect*; ROBERT B. MORGAN, North Carolina, *Vice President*; GARY K. NELSON, Arizona, *Immediate Past President*; CLARENCE A. BRIMMER, Nebraska; JOHN C. DANFORTH, Missouri; LARRY DERRYBERRY, Oklahoma; RICHARD J. ISRAEL, Rhode Island; ANDREW P. MILLER, Virginia; W. ANTHONY PARK, Idaho; WARREN B. RUDMAN, New Hampshire; KERMIT A. SANDE, South Dakota.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: *Conference Proceedings of the National Association of Attorneys General* (annual) and *Newsletter (and Digest of Selected Opinions of State Attorneys General)* (quarterly), containing news of interest and noteworthy opinions of State Attorneys General.

OTHER ACTIVITIES: Committees conduct studies and research and report their findings, conclusions and recommendations to the Association. The Association expresses its collective views through resolutions, communications and testimony on selected subjects to the executive and legislative agencies of the state and federal governments. The secretariat handles day-to-day correspondence, acts as a clearinghouse for information, publishes newsletters and reports of proceedings, and keeps members informed on topics of current interest. Also, the secretariat collects and disburses funds and accounts for funds of the Association. In addition to the National Association, regional groupings of its members, with their own organization and officers, have been established in the East, Midwest, South and West.

The President and one other member of the Association are members of the Governing Board of the Council of State Governments. An Attorney General regularly serves on the Council's Executive Committee.

THE NATIONAL CONFERENCE OF LIEUTENANT GOVERNORS

ORGANIZATION: Organized in 1962. Composed of the Lieutenant Governors of the States and Territories of the United States and of the Commonwealth of Puerto Rico. In States and Territories which do not provide for the office of Lieutenant Governor, certain other officers are eligible for membership.

PURPOSE: To provide a medium for exchange of views and experiences on subjects of importance to the people of the States and Territories, to foster interstate cooperation, to promote efficiency and effectiveness in the office of Lieutenant Governor, and generally to improve the efficiency of state and territorial administration.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: THOMAS L. JUDGE, Montana, *Chairman* (until December 1972); MARTIN J. SCHREIBER, Wisconsin, *Chairman* (for balance of 1972-73); ED REINECKE, California, *Vice Chairman*; ROGER W. JEPSEN, Iowa, *Immediate Past Chairman* (until January 1973); TOM ADAMS, Florida; JAMES H. BRICKLEY, Michigan; JOHN S. BURGESS, Vermont; JULIAN M. CAR-

ROLL, Kentucky (replaced DAVID E. MAAS, Virgin Islands, who left office February 1973); DONALD R. DWIGHT, Massachusetts; WILLIAM C. JACQUIN, Arizona; BLAIR LEE III, Maryland; FRANK MARSH, Nebraska; EARLE E. MORRIS, JR., South Carolina; GEORGE NIGH, Oklahoma; HARRY M. REID, Nevada.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: ED REINECKE, California, *Chairman*; JULIAN M. CARROLL, Kentucky, *Vice Chairman*; MARTIN J. SCHREIBER, Wisconsin, *Immediate Past Chairman*; EUGENE D. BOOKHAMMER, Delaware; JAMES H. BRICKLEY, Michigan; JOHN S. BURGESS, Vermont; J. JOSEPH GARRAHY, Rhode Island; NEIL F. HARTIGAN, Illinois; WILLIAM C. JACQUIN, Arizona; BLAIR LEE III, Maryland; FRANK MARSH, Nebraska; ROBERT A. MONDRAGON, New Mexico; EARLE E. MORRIS, JR., South Carolina; HARRY M. REID, Nevada.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Résumés of meetings and reports of interest to the members.

OTHER ACTIVITIES: The secretariat performs research services and makes available information for the members.

The Chairman and one other member of the Conference are members of the Governing Board of the Council of State Governments. A Lieutenant Governor regularly serves on the Council's Executive Committee.

THE NATIONAL ASSOCIATION OF STATE BUDGET OFFICERS

ORGANIZATION: Organized in 1945. Composed of budget officers, chief officers of departments of finance and administration, and assistants and deputies of budget officers of the States, Commonwealths and Territories.

PURPOSE: To provide machinery for cooperation among state budget officers, to encourage study and research in state budgeting, and to foster more effective budget administration and management.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: EDWIN W. BEACH, California, *President*; RONALD E. W. CRISMAN, Vermont, *President Elect*; WALTER WECHSLER, New Jersey, *Immediate Past President*; JOHN C. MURRAY, Rhode Island; JAMES P. SLICHER, Maryland; CHARLES P. MCINTOSH, Pennsylvania; JAY O. TEPPER, Ohio; RALPH R. PERLMAN, Louisiana; ELIAS S. GALEOTOS, Wyoming; THOMAS E. LAVELLE, Minnesota; GERALD ADAMS, Tennessee; WALLACE W. HENDERSON, Florida; GUSTAVE LIESKE, Nebraska; JOSEPH V. STEWART, Arkansas.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: RONALD E. W. CRISMAN, Vermont, *President*; JOHN C. MURRAY, Rhode Island, *President Elect*; EDWIN W. BEACH, California, *Immediate Past President*; WILLIAM KRAHL, Iowa; JOSEPH V. STEWART, Arkansas; CHARLES P. MCINTOSH, Pennsylvania; HAROLD A. HOVEY, Illinois; JAMES R. BOGGS, West Virginia; EUGENE PETRONE, Colorado; THOMAS E. LAVELLE, Minnesota; HENRY J. DECKER, South Dakota; WALLACE W. HENDERSON, Florida; ELIAS S. GALEOTOS, Wyoming; R. KENNETH BARNES, Maryland.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Résumés of annual meetings, reports of interest to budget officers, and a quarterly *Newsletter*.

OTHER ACTIVITIES: Committees conduct studies and report their findings and conclusions to the Association. Committee activities include special budgetary and fiscal research, facilitation of professional development and training, cooperation with federal agencies on state-federal problems, educational financial management, and relations with other organizations concerned with state management. The secretariat performs research and information services for the members. In addition to its national activities, Regional Conferences, each with its own Director, have been established by the National Association in the East, Midwest, South and West.

The President and President Elect of the Association are members of the Governing Board of the Council of State Governments.

THE NATIONAL ASSOCIATION OF STATE PURCHASING OFFICIALS

ORGANIZATION: Organized in 1947. Composed of purchasing officials, their assistants and deputies of all the States, Commonwealths and Territories.

PURPOSE: To promote cooperation for the more efficient exercise of state purchasing and for greater efficiency in administration.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: FRANK J. PENNONI, Michigan, *President*; WILLIS HOLDING, JR., North Carolina, *President Elect*; ETHEL J. BOYLE, Illinois; JOHN HITTINGER, Florida; HUGH M. CARLETON, Pennsylvania; HERMAN CRYSTAL, New Jersey; HOMER A. FOERSTER, Texas; GERALD G. GEER, Washington; HENRY H. KNOUFT, Kansas; RUSSELL R. LEACH, Arizona; JOHN E. SHORT, Wisconsin.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: WILLIS HOLDING, JR., North Carolina, *President*; GERALD G. GEER, Washington, *President Elect*; FRANK J. PENNONI, Michigan; JOHN T. FISHER, Tennessee; BENJAMIN P. ALSOP, JR., Virginia; HUGH M. CARLETON, Pennsylvania; HERMAN CRYSTAL, New Jersey; JAMES A. GAY, Iowa; JOHN J. HITTINGER, Florida; HENRY H. KNOUFT, Kansas; JOHN F. SPATH, New York.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Résumés of meetings, special reports of interest to purchasing officials, and quarterly *Newsletter* of the Association.

OTHER ACTIVITIES: Committees conduct studies and report their findings and conclusions to the Association.

The President and one other member of the Association are members of the Governing Board of the Council of State Governments.

CONFERENCE OF STATE COURT ADMINISTRATORS

ORGANIZATION: Organized in 1955. Membership is open to administrators of the state courts and the courts of Puerto Rico and Washington, D.C.

PURPOSE: To facilitate cooperation and exchange of information among court administrative officers and to foster the use of modern business management methods in judicial administration.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: HARRY O. LAWSON, Colorado,

Chairman; ROY O. GULLEY, Illinois, *Vice Chairman*; LESTER E. CINGCADE, Hawaii; GRANT DAVIS, Nevada; C. R. HUIE, Arkansas; A. EVANS KEPHART, Pennsylvania; R. HANSON LAWTON, Iowa; MARIAN OPALA, Oklahoma.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: ROY O. GULLEY, Illinois, *Chairman*; LESTER E. CINGCADE, Hawaii, *Vice Chairman*; JOHN R. FISHER, Delaware; JAMES B. UEBERHORST, Florida; RICHARD E. KLEIN, Minnesota; EUGENE J. MURRET, Louisiana; W. WAYNE BUCKNER, Missouri; HARRY O. LAWSON, Colorado.

SECRETARIAT: The Council of State Governments.

PUBLICATIONS: Résumés of annual meetings and occasional special reports.

OTHER ACTIVITIES: The secretariat makes available information of general interest to the members of the Conference. Upon request the secretariat, alone or by arrangement with the Institute of Judicial Administration, undertakes research projects.

The Chairman and one other member of the Conference are members of the Governing Board of the Council of State Governments.

THE COUNCIL OF STATE PLANNING AGENCIES

ORGANIZATION: Organized in 1964. Composed of the state agencies responsible for providing staff support for the formulation and coordination of comprehensive plans to guide state development. Historically, most state planning agencies have been part of state economic development departments but recent years have seen a marked trend toward the location of state planning agencies in Governors' offices, in executive departments, in departments of administration, or in other locations bearing a staff relationship to the Governor and/or the Legislature.

PURPOSE: To provide research, analysis and other staff assistance to policymakers in state government; to encourage improved planning of the activities of state governments; to encourage improved coordination and comprehensive development of programs for state governments; to attract to state government personnel trained in planning and other disciplines which can contribute to improved decision-making in state governments; and to provide a vehicle for collaboration with other state organizations of state officials.

OFFICERS, EXECUTIVE COMMITTEE FOR 1972-73: ROBERT H. MARDEN, Massachusetts, *President*; SHELLEY M. MARK, Hawaii, *President Elect*; FRANK A. PATALANO, Illinois, *Secretary-Treasurer*; SIDNEY L. WILLIS, New Jersey; ED GRISHAM, Texas; GERALD W. CHRISTENSON, Minnesota; JOHN S. TOOKER, California.

OFFICERS, EXECUTIVE COMMITTEE FOR 1973-74: SHELLEY M. MARK, Hawaii, *President*; CHARLES T. CROW, Arkansas, *Secretary-Treasurer*; DANIEL W. VARIN, Rhode Island; GERALD W. CHRISTENSON, Minnesota; JOHN H. MONTGOMERY, Oklahoma; HARRY F. HIGGINS, Arizona.

SECRETARIAT: The Council of State Governments.

ACTIVITIES: Committees arrange for the exchange of studies and other data among States; collaborate with budget officers and other state officials to help coordinate planning with other staff activities; cooperate with federal agencies in efforts to improve and simplify the federal grant-in-aid system; and provide technical assistance as requested by other organizations of state officials.

OFFICERS OF COMMISSIONS ON INTERSTATE COOPERATION OR SIMILAR BODIES

ALABAMA (a)	Lieutenant Governor Jere Beasley, <i>Chairman</i> ; Representative W. Milam Turner, Jr., <i>Vice Chairman</i> ; Louis G. Greene, Director, Legislative Reference Service, <i>Secretary</i> .
ALASKA (b)	Representative Richard L. McVeigh, <i>Chairman</i> ; Senator Robert H. Ziegler, Sr., <i>Vice Chairman</i> ; Representative Mildred H. Banfield, <i>Secretary</i> .
ARIZONA (c)	House Speaker Stanley W. Akers, <i>Chairman</i> ; Senate President William C. Jacquin, <i>Vice Chairman</i> ; Harry Gutterman, Executive Director, Legislative Council, <i>Secretary</i> .
ARKANSAS	Representative Ray S. Smith, Jr., <i>Chairman</i> ; Senator Robert Harvey, <i>Vice Chairman</i> ; Marcus Halbrook, Director, Bureau of Legislative Research, <i>Secretary</i> .
CALIFORNIA	Houston I. Flournoy, State Controller, <i>Chairman</i> ; Kirk West, Deputy State Controller, <i>Secretary-Treasurer</i> .
COLORADO	Senator Fay DeBerard, <i>Chairman</i> ; Representative Carl Gustafson, <i>Vice Chairman</i> ; Lyle C. Kyle, Director, Legislative Council, <i>Secretary</i> .
CONNECTICUT (a)	Senator Lewis B. Rome, <i>Chairman</i> ; Senator Charles T. Alfano, <i>Vice Chairman</i> ; David B. Ogle, Executive Director, Joint Legislative Management Committee, <i>Secretary</i> .
DELAWARE	Representative Kenneth W. Boulden, <i>Chairman</i> ; Senator Margaret R. Manning, <i>Secretary</i> .
FLORIDA	O. Ernest Ellison, Jr., Auditor General, <i>Secretary</i> ; other officers to be selected.
GEORGIA	Representative Glenn S. Phillips, <i>Chairman</i> ; Senator Render Hill, <i>Vice Chairman</i> ; Virgil T. Smith, <i>Coordinator</i> ; Frank H. Edwards, Legislative Counsel, <i>Secretary</i> .
HAWAII	No commission.
IDAHO (c)	Senate President Pro Tem James Ellsworth and House Speaker William J. Lanting, <i>Co-Chairmen</i> ; Myran H. Schlechte, Director, Legislative Council, <i>Secretary</i> .
ILLINOIS (a)	Representative John J. Hill, <i>Chairman</i> ; Representative William D. Walsh, <i>Vice Chairman</i> ; Senator Norbert A. Kosinski, <i>Secretary</i> .
INDIANA	Representative John J. Thomas, <i>Chairman</i> ; Senator Wilfrid J. Ullrich, <i>Vice Chairman</i> ; Geraldine Conley, <i>Secretary</i> .
IOWA	Senator W. R. Rabedeaux, <i>Chairman</i> ; Representative Dennis L. Freeman, <i>Vice Chairman</i> ; Serge H. Garrison, Director, Legislative Service Bureau, <i>Secretary</i> .

KANSAS	Lieutenant Governor David C. Owen, <i>Chairman</i> ; House Speaker Duane S. McGill, <i>Vice Chairman</i> ; Arden K. Ensley, Assistant Revisor of Statutes, <i>Secretary</i> .
KENTUCKY (d)	Lieutenant Governor Julian M. Carroll, <i>Chairman</i> ; House Speaker Norbert Blume, <i>Vice Chairman</i> ; Jackson W. White, <i>Director</i> .
LOUISIANA (e)	Senator Michael H. O'Keefe, <i>Chairman</i> ; Leon Tarver, <i>Executive Director</i> .
MAINE	Representative Albert W. Hoffses, <i>Chairman</i> .
MARYLAND (a)	Senator Steny H. Hoyer, <i>Chairman</i> ; Delegate John S. Arnick, <i>Vice Chairman</i> ; Odell M. Smith, <i>Staff Assistant</i> .
MASSACHUSETTS	Senator Stanley J. Zarod, <i>Chairman</i> ; Representative John F. Cusack, <i>Vice Chairman</i> .
MICHIGAN (a)	Representative William R. Copeland, <i>Chairman</i> ; Senator Gilbert E. Bursley, <i>Vice Chairman</i> ; Allan E. Reyhons, <i>Director</i> , Legislative Service Bureau, <i>Secretary</i> .
MINNESOTA	Senator John Milton, <i>Chairman</i> ; Representative Carl M. Johnson, <i>Vice Chairman</i> ; Richard L. Brubacher, Commissioner of Administration, <i>Secretary-Treasurer</i> .
MISSISSIPPI	Representative Clarence A. Pierce, Jr., <i>Chairman</i> ; Senator Carroll Ingram, <i>Vice Chairman</i> ; Representative Kenneth O. Williams, <i>Secretary</i> .
MISSOURI	Senate President Pro Tem William J. Cason, <i>Chairman</i> .
MONTANA (f)	Senator Carroll A. Graham, <i>Chairman</i> ; Representative Henry S. Cox, <i>Vice Chairman</i> .
NEBRASKA (a)	Senator Eugene T. Mahoney, <i>Chairman</i> ; Senator John S. Savage, <i>Vice Chairman</i> ; Vincent Brown, <i>Secretary</i> .
NEVADA (g)	Assemblyman Donald R. Mello, <i>Chairman</i> ; Assemblyman Joseph E. Dini, Jr., <i>Vice Chairman</i> ; Arthur J. Palmer, <i>Director</i> , Legislative Counsel Bureau, <i>Secretary</i> .
NEW HAMPSHIRE	Officers to be selected.
NEW JERSEY (e)	Officers to be selected.
NEW MEXICO (h)	House Speaker Walker K. Martinez and Senate President Pro Tem I. M. Smalley, <i>Co-Chairmen</i> ; Clay Buchanan, <i>Director</i> , Legislative Council Service, <i>Executive Secretary</i> .
NEW YORK (i)	Senator Bernard C. Smith, <i>Chairman</i> ; Assemblyman L. Richard Marshall, <i>Vice Chairman</i> ; Senator Jack E. Bronston, <i>Secretary</i> .
NORTH CAROLINA	Representative Larry P. Eagles, <i>Chairman</i> ; Charles C. Wheeler, <i>Director</i> , State Commission on Higher Education Facilities, <i>Secretary</i> .
NORTH DAKOTA (c)	Representative Bryce Streibel, <i>Chairman</i> ; Senator L. D. Christensen, <i>Vice Chairman</i> ; C. Emerson Murry, <i>Director</i> , Legislative Council, <i>Secretary</i> .

OHIO	Dr. David C. Sweet, Director, Department of Economic and Community Development, <i>Chairman</i> .
OKLAHOMA	House Speaker William P. Willis, <i>Chairman</i> ; Senate President Pro Tem James E. Hamilton, <i>Vice Chairman</i> ; Jack A. Rhodes, Director, Legislative Council, <i>Secretary</i> .
OREGON	Officers to be selected.
PENNSYLVANIA	Senator Thomas F. Lamb, <i>Chairman</i> ; Representative Warren H. Spencer, <i>Vice Chairman</i> ; Representative Harry R. J. Comer, <i>Secretary</i> ; Senator Richard C. Frame, <i>Treasurer</i> .
RHODE ISLAND	Frank Sgambato, <i>Chairman</i> .
SOUTH CAROLINA	Senate President Pro Tem L. Marion Gressette, <i>Chairman</i> .
SOUTH DAKOTA (a)	Lieutenant Governor William J. Dougherty, <i>Chairman</i> ; Representative Duaine V. Swenson, <i>Vice Chairman</i> ; Michael P. Ortner, Director, Legislative Research Council, <i>Secretary</i> .
TENNESSEE (a)	Chairman to be appointed.
TEXAS	Governor Dolph Briscoe, <i>Chairman</i> ; Lieutenant Governor William P. Hobby, <i>First Vice Chairman</i> ; House Speaker Price Daniel, Jr., <i>Second Vice Chairman</i> .
UTAH (c)	House Speaker Howard C. Nielson, <i>Chairman</i> ; Senator Moroni L. Jensen, <i>Vice Chairman</i> .
VERMONT	Representative Frederick W. Hutchinson, <i>Chairman</i> ; Senator William T. Doyle, <i>Vice Chairman</i> ; Representative George H. Sloan, <i>Secretary</i> .
VIRGINIA	Senator J. Harry Michael, Jr., <i>Chairman</i> ; Delegate Theodore V. Morrison, Jr., <i>Vice Chairman</i> ; Charles A. Christopherson, Director, Division of State Planning and Community Affairs, <i>Secretary</i> .
WASHINGTON	No commission.
WEST VIRGINIA	Senate President William T. Brotherton, Jr., and House Speaker Lewis N. McManus, <i>Co-Chairmen</i> ; Earl M. Vickers, Director, Office of Legislative Services, <i>Secretary</i> .
WISCONSIN	Senator Fred A. Risser, <i>Chairman</i> ; Senator Ernest C. Keppler, <i>Vice Chairman</i> ; Representative Raymond J. Tobiasz, <i>Secretary</i> .
WYOMING (a)	Vincent J. Horn, Jr., State Planning Coordinator, <i>Chairman</i> .

(a) Commission on Intergovernmental Cooperation.

(b) Commission is currently inactive. The Legislative Council presently performs functions of the commission.

(c) Legislative Council functions as Commission on Interstate Cooperation.

(d) Legislative Research Commission functions as Commission on Interstate Cooperation. All members on the commission are ex officio.

(e) Commission on Intergovernmental Rela-

tions.

(f) Legislative Council appointed by statute to be Commission on Interstate Cooperation.

(g) Legislative Commission of the Legislative Counsel Bureau functions ex officio as the Commission on Interstate Cooperation.

(h) Legislative Council functions ex officio as the Commission on Intergovernmental Cooperation.

(i) Joint Legislative Committee on Interstate Cooperation.

INTERSTATE COMPACTS

BY FREDERICK L. ZIMMERMANN AND MITCHELL WENDELL*

THE CONSTITUTION of the United States established the world's first federal system. A clause of that document provided for interstate compacts or agreements between States. Following the colonial use of such arrangements, employment of compacts was limited almost entirely to the settlement of boundaries until the 1920s when two landmark agreements, the New York-New Jersey Port Authority Compact and the multistate Colorado River Compact, began more imaginative application by States to major interstate problems. The past half century has seen such wide and innovative use of the compact that it now can be regarded as one of the most versatile coordinating instruments employed in intergovernmental relations. The scope of its employment is demonstrated by the number of instances, the variety of subjects, and the number and geographical range of employing jurisdictions. The breadth of its potential utility is emphasized by the constant innovation and new uses reported in previous editions of *The Book of the States*.

PRESENT TRENDS

Present trends in the United States indicate the growth of conditions and corollary problems in which the compact instrument would be an effective tool—in some possibly the only tool which can do a balanced job. We are faced with the growing concentration of our population reflected in the steady increase in metropolitan areas, the decline of population in roughly one half our counties, and the fact that about 70 percent of the population now is located on 10 percent of the land. Moreover, a growing number of our

most populated metropolitan areas are interstate or international in character, including approximately one half of the largest 20. Fully one third of our population is located in areas which have an interstate character.

We must increasingly recognize the control of land use. Many States have enacted legislation giving state government a role in such control which traditionally had been left to local governments. In many areas such regulation to be effective must have an interstate, even an intergovernmental, character involving all levels. This already has been approached to some degree at the state level by a number of compacts, some very limited in scope and others of a truly trail-blazing character. Some recent examples include compacts for the Delaware and Susquehanna River basins and the planning agencies created by interstate compacts for the New York and Philadelphia metropolitan areas and Lake Tahoe.

While the compact is now clearly emergent, it continues to face opposition from those who still think of it as a means of preventing what they believe is more effective direct federal intervention or who fear its effect on bureaucratic establishments. In the past, Congress and federal agencies often urged the use of interstate compacts. This is not as true today despite the creditable role of Congress in enacting the Delaware and Susquehanna compacts. Nevertheless, the steady growth of compact usage continues.

The interstate compact is a legal form which combines the attributes of a state statute and a contract. Just as those instruments may have virtually any content, so a compact may be developed for almost any subject matter. Any field that lends itself to interstate cooperation is potentially suitable for one or more compacts.

During different time periods, developments in the compact field have been

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noticeable in particular subject matter areas such as public works, water resources, or corrections. To some extent, the reasons for the prominence of any such subject matter may be fortuitous; to some extent they reflect the emphasis being given to legislation.

In recent years, compact activity has been pronounced in various aspects of human resources and social services. This article will deal particularly with efforts to develop an interstate compact in workmen's compensation; renewed activity relating to the placement of children; a proposal for a regional school of veterinary medicine; and the subject of disaster preparedness, protection and recovery.

WORKMEN'S COMPENSATION

State workmen's compensation systems have been in existence for approximately 60 years. They were devised to replace and obviate the hardships produced by the common law assumption of risk doctrine. Under this older approach, a worker was deemed to have assumed the risks of his employment. Consequently, if he was injured on the job, and the injury was not caused entirely by the employer's negligence, the personal and economic loss was borne by the employee.

On the whole, the state workmen's compensation systems have worked well, but they have been subject to a number of criticisms in recent years. Among them have been disparities in benefit levels among States, lack of universal mandatory coverage, differences in coverage, and a belief that improvements in administration could bring increased efficiency and perhaps lower costs.

There also has been increasing pressure for federal legislation. The Occupational Safety and Health Act of 1970, in addition to its primary purpose, established a National Commission on State Workmen's Compensation Laws to study the kinds and means of securing needed improvements. The commission's 1972 report recommended that the States be given until 1975 to make a long list of changes in their statutes and that, if sufficient progress were not forthcoming by that date, federal legislation should be enacted.

While the National Commission was still at work, a movement began to develop an interstate compact on workmen's compensation. It was led by private interests but participated in by some organizations of state officials. Its purpose has been to provide a mechanism for the upgrading of state workmen's compensation laws. Some supporters have considered it an alternative to federal displacement of state law and administration. Others have viewed the project as meritorious and worthy of consideration for its own sake.

The compact has been put into final draft form for consideration by State Legislatures. Perhaps the most important long-run value of the compact would be to establish an interstate commission to act as an official forum for development of improved workmen's compensation laws. The commission would also do research and disseminate information on the basis of which unsolved problems, such as the proper approach to permanent partial disability, could be better handled. Further, the compact contains common principles relating to the law and administration of workmen's compensation that would govern in all party States.

At least one jurisdictional problem of growing significance would be handled by the compact. At present, States have some statutory and judicial means of dealing with work injuries to employees who are hurt while in States other than the one of their regular employment. However, difference in the coverage and procedural provisions of the laws in the several States and differences in the means which employers are required to pursue or elect to use in obtaining coverage of their employees leads to some uncertainties and occasional failure of protection.

The Interstate Workmen's Compensation Compact is a major effort to apply the compact device to the subject matter of work injuries. However, the instrument that has been developed contains no elements not previously seen in other compacts.

PLACEMENT OF CHILDREN

The Interstate Compact on the Placement of Children was developed some years ago and received its first enactments

in 1960. It was adopted rapidly by a group of Northeastern States and has been functioning well since. However, until recently there was little indication that it would spread, except by the occasional and random addition of a State or two.

The compact is designed to make placements possible on an interstate basis with roughly the same facility and results that can be achieved on an intrastate basis. The most important ingredients for achieving this goal are the provision to assure that preplacement investigations will be made and their results communicated to the authorities in the State from which the placement is to be made; the obtaining of supervisory services during the continuance of the placement; and the firm fixing of jurisdictional and financial responsibilities with respect to the child. Within a single State, these elements are or can be supplied by the internal laws of the jurisdiction, but state law and administration normally stops at the boundary. Under the compact, these essential elements for properly safeguarded and implemented placement of children on an interstate basis are secured.

For the most part, the spread of the compact was not impeded by any negativism about either the principles involved or their actual implementation. Rather, an absence of knowledge concerning the compact and the absence of sufficient means to assist States in learning of it and of studying its technical aspects were the inhibiting factors.

But in 1972 a grant was obtained by the American Public Welfare Association from the Department of Health, Education, and Welfare (HEW) specifically to increase services for the compact. Work under the grant began in earnest in October 1972. It consists of a higher level of secretariat services than was previously available; presentation of information on a systematic basis concerning the compact; and technical assistance to States studying the effect which adoption of the compact would have for them. During the first half of 1973, Minnesota and Pennsylvania enacted the compact to bring the total number of participating jurisdictions to 17. A number of other States actively commenced studies of the compact, in some

instances including the introduction of legislation.

From time to time, the federal government has discouraged the initiation or development of particular compacts. In this instance, it should be noted, the federal action is concretely supportive. A somewhat similar instance is that of the Interstate Agreement on Qualification of Educational Personnel, where grants from HEW have been instrumental in the developmental work. That interstate agreement is a compact under which procedures are simplified for interstate recognition of qualifications of teachers and other educational professionals. By mid-1973, 31 States had enacted that compact.

VETERINARY MEDICINE

States have considered the joint development and use of institutional facilities, particularly in the correctional field where regional compacts in the West and in New England authorize joint construction and operation of such facilities. To date, however, these agreements have been employed only to make space available in existing institutions.

There also has been some thought to operating institutions of higher learning on an interstate basis. In 1972-73 an effort to establish an interstate educational institution got under way. It is a project of the New England Board of Higher Education (NEBHE), created by compact some years ago. The impetus has come from the long-standing need in New England for a school of veterinary medicine. The region has had no such institution (public or private) since 1947.

The problem for the region has been further aggravated by the shortage of veterinary medical schools elsewhere in the country. Furthermore, existing schools, almost all of which are attached to state universities, give preference to resident students and, in the South and West, to students placed under the higher education compacts of those regions.

NEBHE made a feasibility study of a regional school for New England. The possibility that New Jersey, although not in the NEBHE Compact, might be a seventh participating State had been specifically considered. The conclusions

of the study were affirmative. Included were specific cost estimates and discussion of alternate sites for such a school. Consequently, the next several years may see the opening of the first interstate institution of higher learning.

CIVIL DEFENSE AND DISASTER

The Interstate Civil Defense and Disaster Compact is not a new compact. It was enacted at the time of the Korean War along with the model State Civil Defense and Disaster Act in response to a federal request for help in meeting the frightening possibility of a nuclear attack.

In passing the measures, it is significant that the States insisted on broadening them to include national disaster. As a consequence of this foresight, the enactments became the basic law in each State providing for response to disaster.

The rising tide of natural disasters in the United States and our growing vulnerability to their impact as a consequence of the mounting concentration of population in river valleys, on seashores and lakeshores, in interstate metropolitan areas, and the rise of dependence on an increasingly complex technology have given new emphasis to the importance of the disaster compact. Indeed, developing technology has added a new threat of disasters of its own. Accordingly, the Disaster Project of the Council of State Governments is urging all States to clarify any possible weaknesses in their employment of that instrument by making certain that it is embodied in completely uniform language in their state codes and entered into with all other States.

The Disaster Project is also requesting enactment of an amendment, which has been recommended by the Committee on Suggested State Legislation of the Council of State Governments, to broaden the scope of the disaster compact.

This amendment to the compact would extend the coverage to all kinds of di-

sasters and emergencies in which interstate assistance might be useful. It will apply to:

1. searches for and rescue of persons who are lost, marooned, or otherwise in danger;

2. action useful in coping with disasters arising from any cause or designed to increase capability to cope with such disasters;

3. incidents which endanger the health or safety of the public and which require the use of special equipment or trained personnel in larger numbers than are locally available in order to reduce, counteract, or remove the danger;

4. the giving and receiving of aid by subdivisions of party States; and

5. exercises, drills, or other training or practice activities designed to prepare personnel to cope with any disaster or other emergency to which the compact applies.

An Example State Disaster Act, developed by the Disaster Project, authorizes local governments of different States to enter into agreements with each other. This act, coupled with the compact and its amendment, add a new dimension by directly bringing local governments engaged in giving or receiving disaster relief across state boundaries under the protection of the disaster compact.

In the area of disaster response and mitigation there are a number of other interstate agreements: four forest fire compacts (the Northeastern, Middle Atlantic, Southeastern and South Central); the New England Police, the New England Radiological Health and the Southern, Midwestern and Western Interstate Nuclear Compacts. The prototype of such compacts is the Northeastern Interstate Forest Fire Protection Compact enacted in the 1940s by six New England States and New York and joined in 1970 by the Canadian provinces of Quebec and New Brunswick.

INTERSTATE COMMISSIONS

THIS LISTING contains the names of all interstate agencies established by compact and which had staff resources as of late 1973. More complete information may be obtained from the Council of State Governments.

Arkansas River Compact Administration
Atlantic States Marine Fisheries Commission
Bear River Commission
Bi-State Development Agency
Breaks Interstate Park Commission
Canadian River Commission
Connecticut River Valley Flood Control Commission
Costilla Creek Compact Commission
Delaware River and Bay Authority
Delaware River Basin Commission
Delaware River Joint Toll Bridge Commission
Delaware River Port Authority
Delaware Valley Regional Planning Commission
Education Commission of the States
Falls of the Ohio Interstate Parks Commission
Great Lakes Commission
Gulf States Marine Fisheries Commission
Interstate Commission on the Potomac River Basin
Interstate Oil Compact Commission
Interstate Sanitation Commission
Kansas City Area Transportation Authority
Kansas-Oklahoma-Arkansas River Commission
Klamath River Compact Commission
Lake Champlain Bridge Commission
La Plata River Compact Commission
Maine-New Hampshire Interstate Bridge Authority
Merrimack River Valley Flood Control Commission
Minnesota-Wisconsin Boundary Area Commission
Multistate Tax Commission

New England Board of Higher Education
New England Interstate Water Pollution Control Commission
Northeastern Forest Fire Protection Commission
Ohio River Valley Water Sanitation Commission
Pacific Marine Fisheries Commission
Palisades Interstate Park Commission
Pecos River Commission
The Pest Control Compact
The Port of New York Authority
Republican River Compact Administration
Rio Grande Compact Commission
Sabine River Compact Administration
South Central Interstate Forest Fire Protection Compact Commission
Southeastern States Forest Fire Compact Commission
Southern Interstate Nuclear Board
Southern Regional Education Board
Tennessee-Tombigbee Waterway Development Authority
Thames River Valley Flood Control Commission
Tri-State Regional Planning Commission
Upper Colorado River Commission
Vehicle Equipment Safety Commission
Wabash Valley Interstate Commission
Washington Metropolitan Area Transit Authority
Washington Metropolitan Area Transit Commission
Waterfront Commission of New York Harbor
Western Interstate Compact for Higher Education
Western Interstate Nuclear Board
Yellowstone River Compact Commission

2

Federal-State Relations

SIGNIFICANT DEVELOPMENTS IN FEDERAL-STATE RELATIONS

BY SYLVIA V. HEWITT AND CAROL S. WEISSERT*

THE NEW FEDERALISM, often viewed as a major cornerstone of current domestic policy, harkened sweeping changes in domestic programs and the relationship between the three divisions of government within the federal system. This major new domestic initiative of the 1970s met with both successes and failures but, above all, signified the identification of new roles for the federal, state, and local levels of government. "Decentralization" of big government and "return of power to the people" were the themes of the New Federalism. Its vanguard was enactment of general revenue sharing.

REVENUE SHARING

The State and Local Government Assistance Act of 1972, more generally known as general revenue sharing, is by far the most innovative domestic legislation enacted in recent years. The fiscal impact of the five-year program, signed into law in October 1972 but retroactive to January 1, 1972, is likely to bring far-reaching changes in the financial structures of domestic government.

The legislation will pour \$30.2 billion into state and local governments with two thirds of the allocation going to local governments, one third to state governments.

Designed to make maximum use of the capabilities of the three major divisions

of government—federal, state and local—general revenue sharing capitalized on the federal government's revenue-raising capabilities and provided funds for state and local governments to determine their own needs.

While some misallocation of funds may occur, as with any new major domestic aid program, the Office of Revenue Sharing, U.S. Department of the Treasury, states that less than 1 percent of the general revenue sharing recipients found the program to be unproductive and have registered major dissatisfactions. However, States were concerned over fund cutbacks in other domestic programs that required use of revenue sharing funds as substitute funding rather than for program innovation.

Program cutbacks in other areas lessened, to a degree, the innovative programs which might have sprung from such a program. However, at the state level, revenue sharing funds for the most part are being expended as anticipated with large amounts earmarked for education and relief of upward pressures on taxes.

A second phase of the New Federalism program was special revenue sharing. The Administration proposed special revenue sharing packages in four areas: education, manpower, law enforcement, and better communities. The programs would consolidate funds in each of these areas into a special "string-free" package.

While congressional enactment of the special revenue sharing proposals seemed

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unlikely at the end of 1973, there was every indication that the block grant concept would emerge as the newest funding method at the federal level. No longer would the federal government create a patchwork of federal programs to alleviate state and local needs but would, with new leadership from those two levels of government, return decision-making powers to lower governmental levels.

The basic concept of the New Federalism was welcomed by the States. They felt that it was indeed time to reexamine the federal structure in light of the programs and experiences of the 1950s and 1960s.

The difficulty in implementing the New Federalism and striking a new partnership between the three levels of government comes not over the basic concept but over its administrative procedures. The reluctance of the Nation's Governors in 1973 to endorse the special revenue sharing proposals came not from any disagreement with the purpose of the proposals but because of the lack of transition capacity prior to enactment which would slow many domestic programs to a standstill.

BUDGET PROCEDURES

As revenue sharing proposals brought fiscal planning to the forefront, government officials at all levels began taking another look at budget planning capabilities. State officials have long called for reform of the federal budget process. The growing interrelationship between federal and state budget decisions underscored the need for federal budget procedures which are sensitive to the program and fiscal impact which federal legislative decisions have upon state and local governments.

In the first months of the 93rd Congress, over 250 bills aimed at federal budget reform were introduced. By the end of the first session, it became clear that some reforms were likely.

State and local officials lent their support to budget reform and called for a number of specific improvements in both executive and congressional procedures. Reform issues supported by States included: support for multiyear appropriations for state and local assistance pro-

grams, preconsultation with state and local officials in the development of the executive budget, and analysis by both the executive branch and Congress of the intergovernmental fiscal impact of federal budget decisions.

The key theme underlying the States' position continues to be the need for advance knowledge of federal spending priorities in order that state and local budget officials may make program decisions more effectively. Regardless of the outcome of the current round of budget reform proposals, state and local officials will continue to press for improved intergovernmental budget procedures.

While state and local governments continue to be concerned with federal domestic policy and often determine their own fiscal expenditures accordingly, they are in fact the major underwriters of domestic programs.

The state-local tax system has long supported the major burden of domestic government in the United States. State-local revenues from their own sources exceeded \$150 billion in calendar year 1972. By contrast, in fiscal year 1973, the federal government collected \$154 billion in income, excise, and estate taxes, and another \$65 billion for social insurance.

While federal expenditures for fiscal year 1973 totaled \$250 billion—\$100 billion more than the state-local sector—the federal total included \$85 billion for defense and foreign affairs, \$23 billion for debt service, and \$55 billion for social insurance trust funds. Excluding these amounts, \$87 billion was left for domestic purposes—58 percent of the state-local total.

In addition, States also handed over much of their revenues to local governments to provide vital services. In the past decade, state aid to localities increased over 300 percent while federal aid to States and localities increased only 50 percent. In fiscal year 1972, the States provided an estimated \$30 billion to local governments for:

Local schools	\$21.0 billion
Highways	2.6 billion
Public welfare	6.0 billion
Health and hospitals.....	1.0 billion

It is this major fiscal role in domestic

programs that makes the States seek a significant voice in domestic policy. The States no longer are content to await federal decisions and dovetail their own priorities into a federally designed system. This initiative by the States is having an impact on the federal government and the Congress.

One of the best examples of how States can reorient federal decisions was their effectiveness in challenging federal policy on social services programs (including family planning, foster care, child care, treatment for the mentally retarded, treatment for drug addiction and alcoholism, transportation service, homemaker services, and housing improvement).

In this area, States led efforts to assure that administrative regulations fit congressional intent and then further provided firsthand experience in writing new legislation more acceptable to the States.

SOCIAL SERVICES

An amendment to the Social Security Act, included in the revenue sharing and Social Security and welfare legislation enacted in 1972, placed a limit of \$2.5 billion federal matching funds for social services available to States. Prior to this, monies for social services had been an open-ended appropriation. According to the new amendment, funds under the \$2.5 billion ceiling were to be allocated on the basis of population.

Although the legislation did limit the amount of funds available and did establish some priorities for the use of social services funds, the program was still one in which States had considerable discretion as to the kind of services and the particular individuals and families to be provided those services.

When the draft regulations were issued in 1973, they were more restrictive than had been anticipated, particularly in the areas prohibiting the use of donated private funds for nonfederal matching, and requiring potential aged recipients to be 64.5 years old and potential disabled recipients at least 17.5 years old.

Governors attending the 1973 National Governors' Conference Mid-Winter Meeting unanimously called for a redrafting

of the social services regulations. A number of senators and congressmen objected to the regulations and offered a bill retaining provisions of regulations already in force which provided for state flexibility.

Final regulations issued were still restrictive. State officials testified before the Senate Finance Committee that the new regulations would result in States utilizing only one half of their allocations under the \$2.5 billion social services ceiling because of the restrictive eligibility provisions and definition of social services eligible for federal matching.

A postponement, encouraged in large part by efforts of state officials, passed Congress and was signed into law. Regulations originally scheduled to go into effect July 1, 1973, were postponed until November 1, 1973.

During the postponement, representatives of the States were working to present legislation that would be acceptable to the States. The resulting proposal was introduced as the Social Services Amendments of 1973 in October in both houses.

At the end of the First Session of the 93rd Congress, legislation was passed and signed into law that suspended further (until December 31, 1974) the HEW regulations. Other major aspects of the social services legislation will be considered again in 1974.

ENERGY CRISIS

As the impact of States on federal legislation began to increase, so did the need for improved federal-state cooperation. The energy crisis was a major example of the massive joint federal-state efforts which domestic programs require. The President, presidential advisors, and congressional committees met with Governors, state legislators, and other state officials to alleviate the crisis.

The National Governors' Conference set up an Energy Project and the National Legislative Conference set up a special energy committee to study intergovernmental aspects of the problem and provide recommendations to the States.

Often the States were ahead of the federal government in making energy conservation decisions. Some States had

already enacted lower speed limits, banned nonessential outdoor lighting and initiated a number of other energy-saving programs when the President requested Congress to give him emergency powers to deal with the situation.

Areas of cooperation between the federal and state governments quickly emerged and included: lowering and enforcing those speed limits on interstate and state highways; banning nonessential outdoor lighting; altering school years to reduce power consumption; encouraging use of mass transit and car pooling; encouraging oil conservation through providing incentives for conversion and penalties for failure to respond (such as changing utility rate scales); encouraging methods of obtaining new energy supply sources in the States; regulating power-plant siting; and providing for mandatory reductions in building temperatures in business areas and public buildings.

Although much could be prescribed at the federal level, it was the state governments which implemented and were directly responsible for encouraging further energy conservation measures.

ENVIRONMENT

In addition to the escalating energy crisis, the primary environmental issue in the 1973 Congress was land use planning. There were two primary bills in this area under consideration; both would authorize state grants of \$100 million per year for eight years to begin July 1, 1974. The legislation was expected to be passed and signed into law in 1974. However, many States have been active in this area for several years—providing programs far beyond expectations in the federal legislation.

State land use legislation in such diverse States as Hawaii and Washington, Oregon and Florida, has provided encouragement for other States to set up planning agencies for a long-range look at land use as it is now and likely to be in the future. Other state actions included setting up coastal zone management boards, solid waste management legislation, and coastal zone wetlands protection. Hawaii set up a permanent commission on population and planning to study

population distribution and the problem of misused or overused land. Many of these programs were introduced, passed, and enacted during the two years Congress considered a national land use bill.

One successful effort of federal-state officials in the environmental field has been the Council of State Governments' environmental symposia sponsored in 1972 and 1973, drawing federal representatives and state officials from across the country. Participants in the symposia worked together to hammer out proposals that became part of the Council of State Governments' 1973 and 1974 *Suggested State Legislation*. (See article on "Suggested State Legislation, 1973-74.")

Several federal environmental acts did not benefit from intergovernmental cooperation. For example, the Federal Water Pollution Control Act Amendments of 1972 (P. L. 92-500) provided \$18 billion in contract authority for federal grants to States for construction of waste treatment plants. The Administration, however, reduced authorized allocations by \$6 billion over fiscal year 1973-74. This resulted in decreasing the funds available to 32 States below fiscal year 1972 levels. Court action resulted.

Another beneficial environmental bill for the States, the Coastal Zone Management Act (P. L. 92-583) was also delayed. The act, providing a two-stage federal grant program to assist States in developing and administering programs to regulate and manage coastal waters and adjacent land areas affecting those waters, was not initially funded in the President's budget. However, through intensive state efforts, Congress passed and the President signed a \$12 million supplemental appropriation.

EDUCATION

Just as the States have proven to be innovators in environmental matters, they moved to the forefront again on the issue of school finance. In 1973, at least five States—Florida, Kansas, Michigan, Minnesota, and North Dakota—made significant strides in developing equalization formulas for financing public schools. Many other States made strong efforts in this direction although some placed re-

form measures before the voters where they were defeated.

Both the National Governors' Conference and the National Legislative Conference adopted policy recommendations in 1972 and 1973. The National Legislative Conference, in addition, set up a special task force to study the issue.

Both Governors and legislators felt strongly that school finance is a state issue and should be solved at the state level. The U. S. Supreme Court, in *San Antonio Independent School District v. Rodriguez*, agreed. The decision reflected the idea that the Supreme Court is not the proper institution to promote reforms in educational finance. Instead, the initiatives must come from the States.

Both the National Governors' Conference and the National Legislative Conference affirmed the principle that all States have an obligation to provide an equal educational opportunity and quality education to all children attending public schools within their jurisdiction.

INNOVATION

Just as States have major fiscal responsibilities for domestic programs, they have become the innovative developers of domestic policy in recent years. The utilization of state governments as testing areas or laboratories is sound. Many new fed-

eral programs have developed due to the successful programs organized at the state level.

For example:

- Federal government reorganization was just beginning in the 1970s. Realizing years ago that a proliferation of agencies only serves to increase administrative difficulties, 46 States already had reorganized by 1973. Federal reorganization legislation was still pending.

- While the federal government was still developing consumer protection legislation, all 50 States had established consumer protection offices.

- One of the major concerns at the state government level was that pending federal environmental legislation, which is less stringent than already-enacted state legislation, will endanger the strict state environmental protection laws.

- State housing programs remained active, particularly in finance, building codes, landlord-tenant relations, and property tax relief, while federal housing programs came to a standstill awaiting decisions on a redirected federal effort.

The list of innovations at the state level is long and includes land use planning, tax reform, mass transit, education programs. States continued their history of developing domestic policy and strengthening their role within the federal system.

PERCENTAGE OF STATE AND LOCAL EXPENDITURE FOR SELECTED FUNCTIONS,
BY GOVERNMENTAL SOURCE OF FINANCING, BY STATE*

State or other jurisdiction	Local schools, 1972-73 (a)			Highways, 1970-71			Public welfare, 1970-71			Health & Hospitals, 1970-71		
	Percent financed from			Percent financed from			Percent financed from			Percent financed from		
	Federal aid (b)	State funds	Local funds (c)	Federal aid	State funds	Local funds	Federal aid	State funds	Local funds	Federal aid	State funds	Local funds
United States....	7.7	41.0	51.2	26.8	54.4	18.8	52.0	36.3	11.7	4.8	48.5	46.7
Alabama.....	17.6	63.6	18.9	37.7	51.1	11.3	77.1	22.7	0.2	5.9	36.2	57.9
Alaska.....	15.9	72.4	11.7	59.9	29.2	11.0	33.8	66.2	...	23.9	61.4	14.7
Arizona.....	7.4	38.4	54.3	36.0	54.9	9.1	69.5	29.2	1.3	7.8	35.4	56.8
Arkansas.....	15.3	48.0	36.7	25.7	69.2	5.0	77.5	14.0	8.5	19.3	35.6	45.1
California.....	6.8	36.7	56.5	30.0	51.8	18.2	49.8	34.6	15.6	2.2	35.3	62.5
Colorado.....	7.7	28.0	64.3	38.3	46.6	15.1	54.7	35.0	10.3	7.6	50.1	42.2
Connecticut.....	3.1	23.1	73.8	21.0	59.2	19.7	45.5	52.8	1.7	4.0	85.9	10.1
Delaware.....	7.3	68.8	23.9	13.6	68.0	18.4	52.8	47.2	...	11.3	87.8	0.9
Florida.....	10.8	53.9	35.3	17.2	65.8	17.0	69.1	29.9	1.0	5.9	31.3	62.8
Georgia.....	12.3	53.3	34.5	25.6	51.2	23.2	73.2	23.9	2.9	4.3	32.1	63.6
Hawaii.....	8.0	89.0	3.0	34.9	35.0	30.1	43.1	56.7	0.2	7.7	89.2	3.1
Idaho.....	12.7	39.3	48.0	37.7	50.1	12.2	59.6	29.9	10.5	13.6	28.6	57.8
Illinois.....	6.2	38.6	55.2	22.1	66.9	11.0	42.3	54.4	3.3	4.0	59.6	36.4
Indiana.....	5.0	31.3	63.8	28.0	67.2	4.7	42.9	27.2	29.9	16.1	49.7	34.2
Iowa.....	3.7	32.7	63.6	19.3	59.2	21.5	54.5	33.9	11.6	4.2	26.3	69.5
Kansas.....	8.0	27.4	64.6	21.3	45.9	32.8	53.1	25.2	21.7	4.8	53.5	41.6
Kentucky.....	15.8	55.1	29.1	22.6	71.5	5.9	72.4	25.5	2.1	11.2	50.7	38.0
Louisiana.....	14.7	55.6	29.7	26.7	53.4	19.9	70.8	29.2	...	4.6	69.1	26.2
Maine.....	9.3	34.5	56.2	28.8	46.4	24.8	65.4	30.8	3.8	7.4	78.0	14.5
Maryland.....	6.9	47.8	45.3	21.7	73.7	4.6	48.2	46.2	5.6	2.4	73.5	24.1
Massachusetts.....	5.2	24.2	70.7	20.8	49.1	30.1	46.1	53.9	...	4.2	62.9	32.9
Michigan.....	3.8	47.6	48.6	29.6	56.8	13.7	45.6	48.2	6.2	5.2	52.1	42.7
Minnesota.....	4.5	55.0	40.5	24.7	43.7	31.6	52.4	21.7	25.1	4.1	42.2	53.7
Mississippi.....	26.9	48.9	24.2	29.3	53.2	17.5	79.0	20.8	0.2	5.9	28.6	65.5
Missouri.....	8.3	34.9	56.8	26.0	55.5	18.5	62.2	37.7	0.2	5.5	51.4	43.1

Montana.....	8.5	25.2	66.3	57.3	26.8	15.9	56.8	18.2	25.0	12.5	55.2	32.3
Nebraska.....	6.7	17.4	75.8	24.3	43.6	32.1	59.4	29.8	10.8	10.4	36.7	53.0
Nevada.....	5.9	42.0	52.1	41.7	47.5	10.8	45.8	29.8	24.4	5.2	14.9	79.9
New Hampshire.....	4.1	6.1	89.8	26.7	46.0	27.4	57.6	28.8	13.6	3.9	79.0	17.2
New Jersey.....	4.7(d)	26.6(d)	68.7(d)	23.0	51.2	25.8	48.0	38.1	13.9	3.7	41.1	55.1
New Mexico.....	18.2	63.0	18.9	45.4	49.8	4.8	72.0	27.5	0.5	7.8	34.5	57.7
New York.....	6.0	41.4	52.6	17.9	47.7	34.4	44.0	30.3	25.7	1.8	46.5	51.7
North Carolina.....	15.6	63.7	20.8	31.1	59.8	9.2	72.1	14.3	13.6	8.0	64.3	27.7
North Dakota.....	11.7	29.2	59.1	37.8	38.0	24.2	68.4	24.3	7.3	10.2	82.2	7.6
Ohio.....	5.7	33.1	61.2	23.7	60.8	15.5	45.8	49.2	5.0	4.2	42.2	53.7
Oklahoma.....	10.4	47.4	42.2	20.4	71.5	8.2	68.5	31.5	...	7.1	51.9	41.0
Oregon.....	4.5	19.9	75.6	41.5	49.7	8.9	57.4	42.2	0.4	7.6	54.5	37.9
Pennsylvania.....	6.3	47.5	46.2	21.0	66.6	12.4	45.4	52.4	2.2	3.5	84.7	11.7
Rhode Island.....	8.9	37.4	53.8	32.0	38.4	29.6	48.4	51.6	...	12.4	86.0	1.6
South Carolina.....	17.3	54.8	27.9	26.8	68.4	4.8	70.4	27.0	2.6	12.0	43.9	44.1
South Dakota.....	12.7	15.1	72.3	33.0	39.8	27.2	64.7	30.8	4.5	10.6	52.9	36.5
Tennessee.....	13.1	45.1	41.9	35.0	53.3	11.7	73.9	22.0	4.1	7.0	30.4	62.6
Texas.....	10.7	46.3	43.0	29.1	40.3	30.6	70.2	29.0	0.8	7.6	40.6	51.8
Utah.....	9.1	53.0	37.9	55.1	34.1	10.7	65.9	33.2	0.9	8.4	57.7	33.9
Vermont.....	6.1	33.0	60.9	40.7	45.1	14.2	59.9	39.9	0.2	14.8	82.6	2.6
Virginia.....	10.4	39.7	50.0	34.2	54.3	11.5	61.2	30.3	8.5	5.6	84.4	10.0
Washington.....	8.7	47.2	44.0	24.2	61.6	14.3	50.1	49.9	...	4.9	52.1	43.0
West Virginia.....	12.4	55.9	31.7	48.8	48.6	2.6	70.3	27.4	2.3	7.9	49.7	42.4
Wisconsin.....	3.8	31.7	64.5	11.4	45.4	43.3	51.2	23.3	25.5	3.8	56.2	40.0
Wyoming.....	7.9	30.7	61.3	47.5	49.3	3.2	55.4	29.5	15.1	7.0	26.9	66.1
Dist. of Columbia..	12.8	...	87.2	57.1	...	42.9	49.3	...	50.7	4.8	...	95.2

*Figures on elementary and secondary education are from the National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12 (Copyright 1973 by the National Education Association; all rights reserved). Figures on public welfare were compiled by the Advisory Commission on Intergovernmental Relations from Governmental Finance in 1970-71; unpublished data from Office of Finance Management, Social and Rehabilitation Service, Department of Health, Education, and Welfare; Social Security Bulletin, December 1971. Figures on highways and health and hospitals for 1970-71 were compiled by the Advisory Commission on Intergovernmental Relations from various reports of the Governments Division, U.S. Bureau of the Census.

(a) The local school percentages were derived from estimated receipts available for current expenses, capital outlay, and debt service for public elementary and secondary schools as

reported by the National Education Association.

(b) Includes federal grant programs to state and local school systems, including the Elementary and Secondary Education Act, Economic Opportunity Act, National Defense Education Act, Manpower Development and Training Act, Educational Professional Development Act, aid to federally impacted areas, vocational education, etc. Funds received from the School Lunch and Milk Program are included, but reporting on the money value of commodity received is incomplete. Funds from the States' share of federal general revenue sharing are included.

(c) Includes funds from local and intermediate sources, gifts, and tuition and fees from patrons.

(d) Data supplied by the New Jersey Education Association.

PERCENTAGE OF STATE AND LOCAL GENERAL EXPENDITURE,
FROM OWN REVENUE SOURCES, FINANCED BY STATE
GOVERNMENTS, BY STATE: 1970-71*
(Total and for selected functions)

State	Total general expenditure	Local schools	Highways	Public welfare	Health and hospitals
All States.....	52.7	43.3	74.5	76.1	51.5
Alabama.....	64.0	74.6	81.9	99.1	38.5
Alaska.....	78.9	86.8	72.7	100.0	80.7
Arizona.....	59.2	47.5	85.8	95.7	38.4
Arkansas.....	57.0	54.2	93.2	62.2	44.1
California.....	47.6	37.1	74.0	68.9	36.1
Colorado.....	52.9	31.9	75.5	77.3	54.3
Connecticut.....	56.4	23.9	75.0	96.9	89.5
Delaware.....	69.9	76.3	78.7	100.0	99.0
Florida.....	50.9	61.7	79.5	96.7	33.3
Georgia.....	54.3	61.4	68.8	89.2	33.5
Hawaii.....	77.7	96.8	53.7	99.6	96.7
Idaho.....	61.9	44.6	80.4	74.0	33.1
Illinois.....	51.1	36.6	85.9	94.3	62.0
Indiana.....	51.5	33.2	93.4	47.6	59.2
Iowa.....	50.5	28.9	73.4	74.5	27.5
Kansas.....	49.6	32.1	58.3	53.7	56.3
Kentucky.....	67.7	64.4	92.4	92.4	57.1
Louisiana.....	65.0	65.5	72.8	100.0	72.5
Maine.....	60.7	34.7	65.2	89.0	84.3
Maryland.....	54.3	37.4	94.1	89.2	75.3
Massachusetts.....	50.0	26.4	62.0	100.0	65.7
Michigan.....	52.8	43.0	80.6	88.6	55.0
Minnesota.....	54.9	48.1	58.1	46.4	44.0
Mississippi.....	65.4	66.3	75.2	99.0	30.4
Missouri.....	44.7	33.8	75.0	99.5	54.4
Montana.....	52.2	26.1	62.8	42.1	63.1
Nebraska.....	44.2	20.1	57.6	73.4	40.9
Nevada.....	45.0	40.2	81.4	55.0	15.7
New Hampshire.....	51.0	10.4	62.7	67.9	82.1
New Jersey.....	43.1	27.5	66.5	73.3	42.7
New Mexico.....	74.9	74.5	91.2	98.2	37.4
New York.....	47.0	50.1	58.1	54.1	47.4
North Carolina.....	70.2	77.9	86.7	51.3	69.9
North Dakota.....	60.6	31.3	61.1	76.9	91.5
Ohio.....	42.9	29.8	79.7	90.8	44.0
Oklahoma.....	63.6	46.0	89.7	100.0	55.9
Oregon.....	51.3	20.8	84.9	99.1	59.0
Pennsylvania.....	59.2	46.2	84.3	96.0	87.9
Rhode Island.....	64.7	37.1	56.4	100.0	98.2
South Carolina.....	65.8	68.4	93.5	91.2	49.9
South Dakota.....	48.8	16.0	59.4	87.3	59.2
Tennessee.....	52.8	52.1	82.0	84.3	32.7
Texas.....	50.0	52.7	56.9	97.3	44.0
Utah.....	65.3	57.3	76.1	97.4	63.0
Vermont.....	72.8	35.2	76.1	99.5	97.0
Virginia.....	56.6	37.7	82.5	78.1	89.4
Washington.....	62.6	54.7	81.2	100.0	54.8
West Virginia.....	71.3	56.7	94.7	92.3	54.0
Wisconsin.....	57.2	31.7	51.2	47.7	58.4
Wyoming.....	51.5	36.6	93.9	66.1	28.9

*Prepared by the Advisory Commission on Intergovernmental Relations from various reports of the Governments Division, U.S. Bureau of the Census; unpublished data from Office of Finance Management, Social and Rehabilitation Service, Department of Health, Education, and Welfare; and National Education Association, *Estimates of School Statistics, 1971-72*, Research Report 1971-R 13. (Copyright 1971 by the National Education Association, all rights reserved.)

Note: Percentages for total general expenditure, highways, and health and hospitals were derived from U.S. Bureau of the

Census data on expenditures adjusted to exclude federal intergovernmental transfers. State transfers to local governments are included with state expenditures and deducted from local expenditures. The local school percentages were derived from estimated receipts available for expenditure for current expenses, capital outlay, and debt service for public elementary and secondary schools as reported by the National Education Association. The public welfare percentages were derived from unpublished data from the Office of Finance Management, Dept. of H.E.W.

3

State-Local Relations

STATE-LOCAL RELATIONS IN 1972-1973

BY GEORGE S. BLAIR*

STATE-LOCAL RELATIONS were advanced in four major areas during 1972-73 through adoption of constitutional amendments and enactment of new or amended legislation. First, a strong organizational and management capacity for local governments emerged through the strengthening of home rule, providing patterns of jurisdictional options, and the easing of procedures for consolidation. Second, state assistance was expanded and extended to a number of specific program areas administered at the local level. Third, States encouraged interlocal action to meet area problems particularly in planning for land use and preserving environmental quality. Fourth, States provided a more flexible fiscal framework for their local governments. Of particular significance in this last area was the initiation of federal revenue sharing with state and local governments.

HOME RULE

Some form of home rule or flexibility in local governmental structure was granted in at least 10 States. The Pennsylvania Legislature enacted in 1972 a "Home Rule Charter and Optional Plans Laws" to implement the home rule section of a constitutional amendment approved in 1968. The legislation sets procedures by which the State's 2,600 local governments can carry out the constitutional mandate

which states, "A municipality which has a home rule charter may exercise any power or perform any function not denied by this constitution, by its home rule charter or by the General Assembly at any time." If a local government wishes to change its governmental form, a local study commission is elected to consider the adoption of a home rule charter or one of the five optional plans of government available. The commission's recommendation must be submitted to the local electorate for approval. An innovative feature of the legislation is an attempt to resolve the problems of overlapping powers among the different levels of local government by permitting a community to opt in or out of any county program or service adopted as a part of a county home rule charter. Voters in 66 local governments have approved the creation of study groups as the first step toward home rule.

The new Montana constitution, ratified in 1972, contains a progressive local government article which states that local governments have all powers except those specifically prohibited by legislation. Unless the Legislature enacts the necessary implementing legislation within two years, the local governments are authorized to set up their own procedures. The measure further provides that procedures be established that will permit "a local government unit or combination of units to frame, adopt, amend, revise or abandon a self-government charter with the approval of a majority of those voting on the question."

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A home rule constitutional amendment for cities and towns also was approved by voters in Wyoming in 1972. Local units may adopt home rule by charter ordinance, but voters may petition for an ordinance referendum. Home rule authority is limited as the State retains the powers to establish debt limits, control boundary changes, and determine procedures for the merger, consolidation, or dissolution of localities. New Iowa legislation to implement a home rule amendment of 1968 grants local governments all powers and authority not inconsistent with the laws and the state constitution except in areas of taxation. A new local government article approved by South Dakota voters provides self-executing home rule provisions for cities and counties to adopt any form of executive, legislative, and administrative structure the unit elects. Home rule units are authorized to exercise any power and to perform any function not specifically denied by general law or the constitution.

Alternatives for counties were provided in at least four States. Kentucky legislation grants functional home rule to counties and the City of Louisville. An "Optional County Charter Law" enacted in New Jersey provides four optional forms of government, which may be adopted after charter study and public referendum. A similar plan offering three major structural forms with four administrative variations under each was authorized by the Utah electorate. A Wisconsin amendment repealed the requirement of uniform county government structure and directed the Legislature to establish optional systems of government from which counties may choose. Dane and Winnebago Counties in Wisconsin adopted elected county executive forms by county ordinance. A new Georgia amendment provides functional and financial flexibility for county and municipal governments.

In other actions, Cook County voters approved a home rule charter for the largest Illinois county. Harford became the seventh home rule county in Maryland, and voters in Niagara and Rensselaer Counties in New York adopted charters providing for a strong elected

county executive. The National Association of Counties reported that charter commissions were at work in 30 counties in 17 States.

STRENGTHENING LOCAL GOVERNMENTS

New or expanded jurisdictional options for local governments were provided in a number of States. New legislation in Colorado authorizes two or more counties to create and operate local government service authorities in a number of service areas. Service authorities may be formed at the initiation of the local governments involved or by petition of 5 percent of the qualified voters of the area in question with subsequent approval by a majority of the voters in each participating county. Indiana and Kentucky both passed legislation permitting the formation of fire protection districts, and Kansas included sewage disposal and refuse disposal as services which may be provided jointly. Indiana legislators also passed a law to encourage local governments to take advantage of existing provisions for interlocal cooperation.

The new local government articles of the Montana and South Dakota constitutions also encourage intergovernmental cooperation. Both provide that any local government, unless prohibited by law or charter, may cooperate in the exercise of any function, power, or responsibility with other governmental entities within the State. South Dakota further permits such joint action with entities in other States. Three acts relating to interlocal cooperation were approved in Louisiana: (1) local governments may perform an activity or exercise a power jointly which any one of the units could perform independently; (2) parish school boards may enter voluntary compacts with each other to offer educational programs for public school children; and (3) two or more communities may contract with each other to combine the use of administrative and operative personnel and equipment.

Indiana legislation authorizes the creation of communities within Unigov, the consolidated city-county government of Indianapolis and Marion County. The communities would be governed by elected community councils with powers

to spend funds received from Unigov, enact limited transportation ordinances, and utilize certain hiring and contractual authority.

An amendment in Nevada gives the administration of the offices of county surveyor and county superintendent of schools to the counties. Cook County, Illinois, voters approved a medical examiner system to replace the elected office of coroner, and the office of coroner was abolished in Wisconsin counties. North Dakota legislation established a tax appeals board to hear complaints from county boards of tax equalization and grants county commissioners the authority to discontinue the office of county school superintendent or combine it with another office. Cities and boroughs in Alaska were empowered to annex adjacent military reservations.

In Washington, a constitutional amendment authorizes city-county consolidation throughout the State. The measure also permits the retention or establishment of other municipalities within the city-county. Voters in Lexington and Fayette County, Kentucky, approved a city-county consolidation charter to become effective January 1, 1974. The charter provides for a strong executive-council form of government. Another city-county consolidation occurred in the area of Nansemond-Suffolk County, Virginia; and the city of Brunswick and Glynn County, Georgia, consolidated city and county voter registration offices.

A constitutional amendment in North Carolina limits the incorporation of new cities in the area of any city with a population of 5,000 or more. Wyoming legislation permits cities and towns to annex adjacent territory that falls within an existing water or sewage district.

The new judicial article of the Florida constitution establishes four uniform levels of courts for the State, and a unified court system was created by constitutional amendment in Minnesota. In Virginia, action was taken to reorganize and combine lower courts, while in Iowa the minor courts were restructured by the abolition of justice of the peace, and mayors and police courts. A constitutional amendment in Kansas eliminates all references

to probate courts and the office of the justice of the peace, and that office was abolished by amendment in Alabama. Court reform in Nebraska abolished the police magistrate and justice of the peace functions. New legislation in Idaho requires all local law enforcement personnel to be certified by the Police Officers Standards and Training Academy. A Police Standards Council was established in the Governor's office in Alaska to establish minimum standards of training and education for all law enforcement personnel. Minimum qualifications for the office of county sheriff were established in Kansas and those officers now are required to attend law enforcement training schools. New Oregon legislation requires that all meetings of local government be in public except for some executive sessions for specific purposes.

PROGRAM AREA ASSISTANCE

A large number of States took action to improve health services. The new Department of Health and Social Services in Delaware has the responsibility of establishing priorities and improving the delivery of health care services throughout the State. The Comprehensive Health Planning Agency in Maryland has the authority to designate local agencies to assume a regional health planning function. Similar action to hold down health costs through certificate of need legislation was adopted in Florida, Kansas, Kentucky, and Massachusetts. A detailed local drug abuse program was enacted in New York. Comprehensive alcohol treatment and control services were enacted in Ohio, Tennessee, and Washington. Community or regional mental health centers were established by legislation in Georgia, Maryland, and West Virginia. County commissioners in Nevada were granted the authority to establish, equip and maintain limited health facilities in outlying areas.

Uniform state building codes to supersede local codes and regulations were enacted in Massachusetts and Virginia. Governing bodies of counties and cities were empowered to adopt building, housing, plumbing, and gas codes in South Carolina; and Indiana counties having a de-

partment of buildings and an office of building commissioners are permitted to adopt a minimum housing code for unincorporated areas within the county. By executive order, the Governor of Mississippi created a State Housing and Community Development Division in the executive office to coordinate and assist local governments in the area of housing.

A number of States took major steps to resolve the financial crisis of public schools. New programs to aid private and church-related schools were passed in Connecticut, Illinois, Louisiana, Maryland, New York, and Ohio. Legislation authorizing cooperative educational services between and among local governments was enacted in Connecticut, Georgia, Louisiana, and West Virginia. At least 10 States passed legislation to provide or expand educational services and opportunities for exceptional or handicapped children. Governor Rockefeller of New York appointed an inspector general to oversee how state funds for local schools were spent.

Programs to aid in the development of urban transportation systems were enacted in Massachusetts and Michigan. In Utah, counties were permitted to levy up to two mills in property tax upon voter approval for public mass transit. Utah also authorized the allocation of state liquor profits on a per capita basis to finance transit districts in cities and counties. Washington legislation authorizes state matching of local monies for transit systems.

AREAWIDE PROGRAMS

Idaho and Maine acted during 1972 to establish substate regional planning and development districts on a statewide basis, bringing to 39 the total number of States that have done so. The new State Planning Office in Tennessee has a local planning section to provide coordination and assistance to local governments through four regional offices. Rhode Island legislation requires towns and cities to establish planning boards. New Nevada legislation will speed the development of master planning for all areas within the State. The Governor is empowered to prescribe and administer land

use plans in any area which has not been made subject to a comprehensive land use plan and zoning regulations by July 1, 1975.

Land use policies and regulations were enacted or strengthened in several States. The Florida Environmental Land and Water Management Act of 1972 empowers the State to exercise some control over land use decisions which will have a substantial impact outside the boundaries of the local government in which the land is located. The act enables the Governor and the cabinet to designate areas of "critical state concern" in which state guidelines will be in effect if the local governments fail to adopt appropriate development regulations for those areas. At least six States—California, Mississippi, Rhode Island, Texas, Virginia, and Washington—moved to protect endangered shorelines and the Hawaii Legislature established forest and water conservation zones.

Considerable state activity centered around the setting and enforcing of standards for preserving environmental quality. State environmental agencies were created or reorganized in at least 14 States. Air pollution controls were enacted in Colorado, Massachusetts, and Michigan; and local governments in Texas were authorized to issue bonds for the construction and operation of facilities to prevent air and water pollution. Six States passed legislation controlling and regulating strip mining or for reclaiming land ruined by strip mining.

FISCAL FLEXIBILITY

The milestone State and Local Fiscal Assistance Act of 1972 provides for the transfer of federal funds to States, counties, and cities and was the most visible step in efforts to achieve better fiscal balance and flexibility. The landmark legislation will provide more than \$30 million over the next five years and has few strings attached as to how the money can be spent.

Concern over the impact of property taxes on the poor and the elderly led to action in a number of States. Known as "circuit breaker" programs, these acts prevent a family's property tax from ex-

ceeding a fixed percentage of income. The tax relief typically takes the form of a state rebate or an income tax credit. Such legislation in Illinois, New Mexico, and West Virginia brings to 13 the number of States with circuit breaker plans. Other States acted to provide other forms of property tax relief for the elderly.

Arizona rescinded the authority of cities and towns to levy income or luxury taxes, but the voters did approve a revenue sharing and tax stabilization plan under which the State sets aside 15 percent of its annual income tax revenue to be distributed to incorporated cities and towns according to population. A state revenue sharing plan in Florida establishes separate trust funds for counties and municipalities. Distribution will be determined by formulae.

In other actions, Kansas assumed county welfare programs and their costs and authorized state aid in constructing sewage treatment facilities. New Mexico approved state loans to local governments for water supply systems. The Georgia Legislature allowed local governments to issue revenue bonds for solid waste disposal programs.

SUMMARY

Any recapitulation of activities covering state-local relations is necessarily

selective in its coverage and incomplete in its reporting. This effort clearly shows, however, that state concern for its local governments continues to grow and that efforts to ameliorate service and fiscal problems are a matter of increasing legislative and citizen action.

The record of actions during 1972-73 gives firm ground for optimism that cooperative state-local efforts will continue. This will enable both the state and local levels to meet the needs of citizens more adequately.

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STATE AID TO LOCAL GOVERNMENTS IN 1972*

STATE PAYMENTS to local governments in fiscal 1972 amounted to \$36.8 billion or \$177 per capita. The 1972 sum was up \$4.1 billion, or 12.6 percent, from the 1971 amount. This represents a considerable rise in state intergovernmental expenditures since 1957, when the total was \$7.4 billion, or \$44 per capita. But other state expenditure was going up at a similar pace, so that the proportion of total state general expenditure represented by distributive payments to local governments was changed relatively little—37.2 percent in 1972, 35.3 percent in 1957.

During the period from 1950 to 1972, the annual amount of state payments to local governments was multiplied almost ninefold, moving up from \$4.2 billion to \$36.8 billion. Throughout this period, however, such payments made up a fairly consistent fraction of the annual nationwide total of state general expenditure. Between 1950 and 1960, this percentage relationship ranged between 33.4 and 36.8, and since then the percentage has varied between 34.6 and 37.3. Since 1961, the proportion of all general revenue of local governments supplied by state distributive payments has shown wider variation, ranging between 28.2 and 35.7 percent.

Table 1 provides a historical nationwide summary of state intergovernmental expenditure, showing data for each fiscal year from 1950 on and for selected earlier years back to 1942.

NATURE OF EXPENDITURE

The terms, "state payments to local governments" and "state aid" are used

interchangeably in this article with the more technical phrase "state intergovernmental expenditure." Such expenditure includes not only grants-in-aid and state-collected locally shared taxes, but also reimbursements paid to local governments by States for services rendered by them to state governments. State intergovernmental expenditure also includes extension of contingent loans of which the repayment by local governments is on a conditional basis.

By definition, state intergovernmental expenditure involves the actual payment of money to local governments. It thus excludes state transactions or activities which benefit localities without involving the flow of funds to local governments such as the following:

1. Nonfiscal assistance by a State to local governments in the form of advisory or other services or aid in kind (e.g., free provisions of commodities or textbooks, or the loan of equipment).

2. Contribution by a State to trust funds it administers for financing of retirement benefits to local government employees.

3. Shares of state-imposed taxes which are collected and retained by local governments.

STATISTICAL FINDINGS

Individual state governments differ widely in the amounts they pay to local governments. As indicated by the figures in Table 2, state intergovernmental expenditure in 1972 ranged from more than \$200 per capita in eight States to less than \$100 in five States.

The per capita amount of fiscal aid was higher in 1972 than in 1971 for 47 States, but with considerable variation in the rates of change involved. During the five-year period 1967 to 1972, as Table 2 shows, state aid per capita at least doubled in 15 States and rose by three fourths in

*Adapted by Mr. Maurice Criz, Assistant Chief, Governments Division, U.S. Bureau of the Census, from the Census report *State Payments to Local Governments* (Volume 6, No. 3 of the 1972 Census of Governments) and annual report, *State Government Finances*.

11 other States. Two States (Hawaii and Massachusetts) showed a decrease during this period.

Payments to local governments in the Nation as a whole made up 37.2 percent of all state government general expenditure in 1972. This relationship ranged widely from less than 3 percent in Hawaii to more than 50 percent in Minnesota and New York. During the past two decades there has been a considerable decline in the number of States devoting either a relatively very high or very low percentage of their total general expenditure to distributive payments.

The bulk of all state intergovernmental expenditure, as Tables 3 and 4 show, is made available to help finance particularly designated functions or activities. In 1972 only \$3,752 million, or 10.2 percent of the total, was provided without such functional designation—i.e., on terms that made funds available for “general local government support.” There are four States with no distributive programs of this kind, and five States in which only a nominal amount (less than \$2 per capita) was thus made available in 1972. On the other hand, general support grants are highly significant in a number of States, equaling in 1972 \$96 per capita in Wisconsin, \$70 per capita in Minnesota, \$41 per capita in New York, between \$30 and \$40 in six States, between \$20 and \$30 in eight States, and between \$10 and \$20 per capita in eight other States.

Grants for education make up a major proportion of all state payments to local governments, in most individual States as well as in the Nation as a whole. However, there is wide variety in the scale of such state distributions. They ranged in 1972 from more than \$160 per capita in Alaska, Delaware, New Mexico, and New York, down to less than \$40 per capita in Hawaii and New Hampshire. (In Hawaii, however, the state government directly administers and finances the public school system.)

In the Nation as a whole, public welfare ranks second to education as a state-aided function. It accounted in 1972 for about one fifth of all state payments to local governments. This record is dom-

inated, however, by 13 States in which all or most “categorical” public assistance programs are administered by local governments, subject to state (and federal) cost-sharing.¹

State payments to local governments for highway purposes amounted to \$2.6 billion in 1972, or about 7 percent of total state intergovernmental expenditure. Some of such distributive payments were made by all States except four (Alaska, Hawaii, Montana, and West Virginia). The per capita amount was \$12.07 for the median State and ranged up to more than \$27 in Iowa, Maryland, and Michigan.

The total amount of \$2,235 million shown under “Miscellaneous and combined” in Table 4 includes \$147 million for hospitals, \$115 million for housing and urban renewal, \$92 million for libraries, \$80 million for correction, \$34 million for airports, and various amounts for other functions and combined or unallocable purposes.

In Table 5, state aid amounts are shown separately for the several types of local governments which are distinguished in Census Bureau reporting. The 1972 Census study, *State Payments to Local Governments*, presents a cross classification of intergovernmental expenditure, by States, in terms of major functional categories and the various types of recipient local governments.

Tables 2 to 5 afford a basis for comparing amounts of aid to local governments provided by individual States. It is important that such comparisons take adequate account of the aid concept employed and of the great variations which exist in the pattern of state-local responsibility for particular governmental functions throughout the Nation.

Thus, State A directly provides public schools, local highways or public assistance; State B grants to its local govern-

¹The 13 States are California, Colorado, Indiana, Kansas, Maryland, Minnesota, Nebraska, New Jersey, New York, North Carolina, Virginia, Wisconsin, and Wyoming. A more complete picture of the diverse patterns of state government expenditure (direct and intergovernmental) for public welfare purposes is provided by Table 9 of the Bureau of the Census report, *State Government Finances in 1972*.

ments funds for local performance of these functions under state supervision. Total cost to each State may be similar, although involving a different form of state expenditure.

Hasty conclusions and interpretations therefore must be avoided in this area. Interstate comparisons can be made only with caution and usually some qualification.

INDIVIDUAL STATE DETAIL

The concluding portion of the 1972 Census report cited above provides a summary textual description of the distributive programs of each of the 50 state governments, as authorized for fiscal 1972.

For many of the state aid items shown, the description will also make evident the source of financing involved. This is the case, for example, with regard to allocations of particular earmarked taxes, and grant items, that are payable distinctively from federally provided funds. However, it is often impossible to associate a particular distributive program with some specific financing source. This is most obvious for a grant payable from a state "general fund" that is fed by numerous revenue sources. An intermediate situation involves aid payable from a special fund which in turn is fed by two or more earmarked revenue sources. Where the main components of such multiple-source funds could be readily ascertained and briefly stated (e.g., "highway-user revenue"), they are often mentioned in the description of the distributive program concerned. Also, items financed in part from federal resources are commonly described as payable from "state and federal funds." In many of the latter instances, the text also shows the amount of related revenue received from the federal government during fiscal 1972. These features of the presentation provide background about the financing of many individual grant items, but they do not afford a basis for comprehensive classification of all state intergovernmental expenditure by source of financing.

STATE AID FORMULAS

Particular programs of state aid to local governments involve various means by

which (a) the total amount available for a particular fiscal year or biennium is established and (b) the shares payable to various individual governments are determined.

The amount of some items of state intergovernmental expenditure is set by a specific appropriation of such a nature that a particular total sum named will be distributed without reduction or change.

At the other extreme are aid items whose total amount is not explicitly determined or even limited in advance. One example of this type is the distribution of a specified share of some particular state revenue source, with the actual current amount of aid determined by the yield of that source. Another example is the "open-end" authorization of whatever amount is needed to meet the requirements of a particular distributive formula.

Between the absolutely fixed and the completed indeterminate types of aid provisions are numerous gradations and combinations of methods. Thus, a specified share of some revenue source may be authorized for a particular fiscal aid program, but with the total sum for the current period limited also by a specific amount appropriation. Again, a definite amount may be appropriated as a maximum, subject to reduction by the operation of a distributive formula or by administrative action.

The basis for determining individual governments' shares of a particular grant or shared tax is also extremely varied.

The term "shared tax" has sometimes been applied strictly to specified portions of state taxes distributed back to local governments of origin without restriction as to use. On the other hand, some aid thus distributed on a source basis is limited to particular functions or purposes.

More generally, aid for the support of specific local government functions is distributed with reference to some measure of local need or activity—for example, for education, school-age population, enrollment or attendance, or actual local expenditure; for highways, miles of roads, number of vehicles, or particular local

requirements; for public welfare programs, actual or estimated local expenditure.

A broad measure of need finds expression in formulas based on local population and applied to the distribution of money for general local government support.

For many aid programs using a measure of local need, some standard of local

financial ability or effort is also applied, aiming at a degree of "equalization" as between relatively poor and more prosperous local units. A contrasting principle is applied where a "floor" is provided in terms of a minimum amount of aid payable to each local government unit involved. Finally, some aid programs provide an identical amount to all local units of a particular type.

TABLE 1
SUMMARY OF STATE INTERGOVERNMENTAL PAYMENTS TO
LOCAL GOVERNMENTS: 1942-72*

Fiscal year	Amount in millions						Total state payments to local governments	
	Total	For general local government support	For specified purposes				Per capita	As percent of total general revenue of state governments
			Total	Schools	Highways	All other (a)		
1942.....	\$ 1,780	\$ 224	\$ 1,556	\$ 790	\$ 344	\$ 422	\$ 13.37	34.7
1944.....	1,842	274	1,568	861	298	409	13.95	33.7
1946.....	2,092	357	1,735	953	339	443	15.05	33.3
1948.....	3,283	428	2,855	1,554	507	794	22.64	35.5
1950.....	4,217	482	3,735	2,054	610	1,071	28.11	37.4
1951.....	4,678	513	4,165	2,248	667	1,250	30.78	37.7
1952.....	5,044	549	4,495	2,525	728	1,244	32.55	37.6
1953.....	5,384	592	4,971	2,740	803	1,248	34.19	37.1
1954.....	5,679	600	5,079	2,934	871	1,273	35.42	37.1
1955.....	5,986	591	5,395	3,154	911	1,330	36.62	37.0
1956.....	6,538	631	5,907	3,541	984	1,382	39.28	35.6
1957.....	7,439	668	6,771	4,212	1,083	1,476	43.86	36.5
1958.....	8,089	687	7,402	4,598	1,167	1,637	46.76	37.2
1959.....	8,689	725	7,964	4,957	1,207	1,800	49.37	35.5
1960.....	9,443	806	8,637	5,461	1,247	1,929	52.75	34.5
1961.....	10,114	821	9,293	5,963	1,266	2,064	55.51	35.2
1962.....	10,906	844	10,062	6,474	1,326	2,262	58.94	35.0
1963.....	11,885	1,012	10,873	6,993	1,416	2,464	63.31	35.1
1964.....	12,968	1,053	11,915	7,664	1,524	2,727	68.06	34.4
1965.....	14,174	1,102	13,072	8,351	1,630	3,091	73.43	34.6
1966.....	16,928	1,361	15,567	10,177	1,725	3,665	86.79	36.2
1967.....	19,056	1,585	17,471	11,845	1,861	3,765	96.70	36.6
1968.....	21,950	1,993	19,957	13,321	2,029	4,606	110.27	37.1
1969.....	24,779	2,135	22,644	14,858	2,109	5,677	123.20	36.8
1970.....	28,892	2,958	25,934	17,085	2,439	6,410	142.73	37.2
1971.....	32,640	3,258	29,382	19,292	2,507	7,583	158.82	38.4
1972.....	36,759	3,752	33,007	21,195	2,633	9,179	177.16	37.3

*Source: Bureau of the Census, *State Payments to Local Governments* (Volume 6, No. 3, of the 1972 Census of Governments)

and annual report, *State Government Finances*.
(a) Principally public welfare.

TABLE 2
STATE INTERGOVERNMENTAL EXPENDITURE, BY STATE:
1957 TO 1972*

State	Amount (in thousands of dollars)				Per capita amount				Percent increase in per capita amount		
	1972	1967	1962	1957	1972	1967	1962	1957	1967 to 1972	1962 to 1967	1957 to 1962
All States	\$36,759,246	\$19,056,380	\$10,906,400	\$7,439,321	\$177.16	\$96.70	\$58.94	\$43.88	83.2	64.1	34.3
Median State					142.20	77.25	49.15	38.02	73.8	63.2	29.3
Alabama	450,065	292,510	164,425	136,691	128.22	82.62	48.97	43.05	55.2	68.7	13.8
Alaska	102,138	28,523	14,217	(7,531)(a)	314.27	104.86	57.79	(33.03)(a)	199.7	81.5	(75.0)(a)
Arizona	357,569	169,491	96,663	51,718	183.84	103.72	64.06	46.47	77.2	61.9	37.9
Arkansas	219,971	140,427	75,455	46,306	111.21	71.35	41.39	25.80	55.9	72.4	60.4
California	5,321,068	2,774,663	1,642,908	1,130,287	259.97	144.86	96.81	79.40	79.5	49.6	21.9
Colorado	376,089	204,914	145,755	112,929	159.56	103.75	76.43	66.70	53.8	35.7	14.6
Connecticut	442,371	137,135	81,843	38,041	143.53	46.88	31.51	16.55	206.2	48.8	90.4
Delaware	116,729	70,752	39,997	15,840	206.60	135.28	85.28	37.71	52.7	58.6	(b)
Florida	1,024,986	423,343	246,277	137,130	141.20	70.61	45.11	32.30	100.0	56.5	39.7
Georgia	598,776	411,140	203,944	142,882	126.86	91.18	49.74	37.29	39.1	83.3	33.4
Hawaii	19,629	20,900	24,564	(18,989)(a)	24.26	28.28	35.45	(32.46)(a)	-14.2	-20.2	(9.2)(a)
Idaho	87,804	52,133	32,323	20,241	116.14	74.58	46.31	31.68	55.7	61.0	46.2
Illinois	1,627,820	703,314	385,033	246,602	144.68	64.56	37.95	25.80	124.1	70.1	47.1
Indiana	1,024,986	430,294	238,911	165,399	121.69	86.05	50.67	36.43	41.4	69.8	39.1
Iowa	462,338	201,391	123,989	105,487	160.37	73.15	44.65	38.47	119.2	63.8	16.1
Kansas	351,983	199,965	117,478	91,818	155.88	87.89	52.94	43.27	77.4	66.0	22.3
Kentucky	349,173	206,322	123,684	64,427	105.84	64.70	40.13	21.91	63.6	61.2	83.2
Louisiana	660,322	393,555	254,103	187,487	177.51	107.46	76.31	60.07	65.2	40.8	27.0
Maine	103,014	39,662	22,253	14,026	100.11	40.76	22.28	14.87	145.6	82.9	49.8
Maryland	882,168	400,877	256,798	131,090	217.50	108.87	80.48	45.61	99.8	35.3	76.5
Massachusetts	607,661	635,642	319,172	254,294	105.00	117.25	61.84	52.19	-10.4	89.6	18.5
Michigan	1,619,064	978,607	609,724	485,509	178.27	114.00	76.30	64.42	56.4	49.4	18.4
Minnesota	1,117,908	439,975	264,495	165,097	286.94	122.82	76.11	49.82	133.6	61.4	52.8
Mississippi	367,995	191,261	127,409	82,423	162.61	81.45	56.68	38.64	99.6	43.7	46.7
Missouri	475,630	249,571	141,209	91,906	100.07	54.21	32.49	21.58	84.6	66.9	50.6
Montana	68,116	37,709	22,770	14,188	94.74	53.79	32.12	21.43	76.1	67.5	49.9
Nebraska	133,561	78,259	45,624	35,536	87.58	54.53	30.74	25.49	60.6	77.4	20.6
Nevada	98,704	45,036	23,706	12,435	187.29	101.43	70.76	48.39	84.7	43.3	46.2
New Hampshire	57,501	14,463	6,664	4,476	74.58	21.08	10.54	7.77	253.8	100.0	35.6
New Jersey	1,159,957	424,592	197,996	124,878	157.45	60.63	31.70	22.28	159.7	91.3	42.3
New Mexico	225,054	136,212	93,409	55,626	211.32	135.80	91.58	63.94	55.6	48.3	43.2
New York	7,097,255	3,265,275	1,521,419	926,054	386.43	178.08	87.43	57.15	117.0	103.7	53.0
North Carolina	950,625	537,594	336,181	214,478	182.32	106.89	71.06	48.28	70.6	50.4	47.2
North Dakota	86,222	41,794	24,289	19,185	136.43	65.40	37.83	30.50	108.6	72.9	24.0
Ohio	1,102,283	643,155	499,389	376,732	102.22	61.49	49.46	40.59	66.2	24.3	21.9
Oklahoma	321,030	191,357	120,763	93,836	121.88	76.69	49.33	41.28	58.9	55.5	19.5
Oregon	289,258	193,476	101,440	69,036	132.57	96.78	54.42	39.79	37.0	77.8	36.8
Pennsylvania	1,790,977	787,036	461,048	419,588	150.17	67.67	40.53	38.33	121.9	67.0	5.7
Rhode Island	106,556	46,763	27,645	16,049	110.08	51.95	31.96	18.79	111.9	62.5	70.1
South Carolina	341,114	199,472	109,877	95,270	128.00	76.74	45.11	40.91	66.8	70.1	10.3
South Dakota	47,976	24,571	12,724	8,509	70.66	36.45	17.65	12.48	93.9	106.5	41.4
Tennessee	426,544	302,670	169,259	124,848	105.82	77.76	46.58	35.96	36.1	66.9	29.5
Texas	1,227,261	661,533	442,919	274,367	105.35	60.86	43.78	30.08	73.1	39.0	45.5
Utah	164,182	98,622	59,030	28,032	145.81	96.31	61.04	33.45	51.4	57.8	82.5
Vermont	53,832	25,835	12,086	9,868	116.52	61.95	30.99	26.18	88.1	99.9	18.4
Virginia	682,179	333,818	169,612	106,083	143.19	73.59	40.61	27.76	94.6	81.2	46.3
Washington	573,083	385,389	261,628	163,458	166.45	124.84	87.04	59.66	33.3	43.4	45.9
West Virginia	205,165	118,783	72,017	60,721	115.20	66.06	40.62	32.23	74.4	62.6	26.0
Wisconsin	1,106,793	631,414	335,438	247,524	244.87	150.73	81.97	65.10	62.5	83.9	25.9
Wyoming	57,886	35,185	26,838	20,914	167.79	111.69	73.53	64.75	50.2	51.9	13.6

*Source: Bureau of the Census, *State Payments to Local Governments* (Volume 6, No. 3, of the 1972 Census of Governments) and annual report, *State Government Finances*.
(a) Alaska and Hawaii figures appear here for 1957 only as

exhibit data, not included in totals for "All States."
(b) Not computed; amounts involved are not directly comparable.

TABLE 3

PER CAPITA STATE INTERGOVERNMENTAL EXPENDITURE
BY FUNCTION AND BY STATE: 1972*

State	Total	General local government support	Specified functions			
			Education	Highways	Public welfare	Miscellaneous and combined
All States	\$177.16	\$18.08	\$102.15	\$12.69	\$ 33.47	\$10.77
Median State	142.20	10.00	98.02	12.07	0.99	6.76
Alabama	128.22	3.28	101.90	18.63	.....	4.41
Alaska	314.27	37.92	256.57	.....	.....	19.78
Arizona	183.84	38.00	125.98	15.10	.....	4.76
Arkansas	111.21	5.95	83.75	17.60	0.06	3.85
California	259.97	34.46	101.07	17.16	95.46	11.82
Colorado	159.56	.....	79.77	15.61	58.90	5.28
Connecticut	143.53	4.68	99.21	4.55	5.01	30.08
Delaware	206.60	.....	183.61	3.59	.....	19.40
Florida	141.20	5.18	121.67	8.87	.....	5.48
Georgia	126.86	3.41	98.92	9.29	7.31	7.93
Hawaii	24.26	24.04	.....	.....	.....	0.22
Idaho	116.14	11.40	81.21	22.70	.....	0.83
Illinois	144.68	7.50	94.95	17.60	18.71	5.92
Indiana	121.69	6.99	72.05	22.93	16.48	3.24
Iowa	160.37	29.48	95.82	30.99	0.15	3.93
Kansas	155.88	7.31	70.33	14.34	59.85	4.05
Kentucky	105.84	0.68	97.63	1.27	0.02	6.24
Louisiana	177.51	28.57	131.83	8.01	.....	9.10
Maine	100.11	3.54	79.49	4.24	1.49	11.35
Maryland	217.50	11.58	111.13	27.75	45.88	21.16
Massachusetts	105.00	11.37	68.50	1.82	3.21	20.10
Michigan	178.27	24.48	106.18	27.86	8.46	11.29
Minnesota	286.94	70.48	118.37	18.97	70.89	8.23
Mississippi	162.61	23.74	114.84	17.13	.....	6.90
Missouri	100.07	1.34	87.81	5.55	0.26	5.11
Montana	94.74	.....	83.47	.....	1.04	10.23
Nebraska	87.58	13.66	47.08	16.43	5.49	4.92
Nevada	187.29	22.86	140.36	19.56	0.11	4.40
New Hampshire	74.58	37.45	21.96	6.51	0.76	7.90
New Jersey	157.45	21.41	67.82	3.20	51.80	13.22
New Mexico	211.32	31.97	161.75	12.03	.....	5.57
New York	386.43	41.08	161.10	6.78	152.64	24.83
North Carolina	182.32	9.43	135.88	2.40	28.84	5.77
North Dakota	136.43	37.43	64.01	24.28	3.92	6.79
Ohio	102.22	10.56	56.36	20.44	8.14	6.72
Oklahoma	121.88	2.20	90.28	23.00	0.20	6.20
Oregon	132.57	16.81	77.68	24.41	0.95	12.72
Pennsylvania	150.17	2.25	117.01	8.68	3.61	18.62
Rhode Island	110.08	10.86	82.17	0.40	11.60	5.05
South Carolina	128.00	12.60	100.01	5.33	.....	10.06
South Dakota	70.66	4.11	53.51	5.24	0.18	7.62
Tennessee	105.82	9.04	75.07	17.01	0.10	4.60
Texas	105.35	0.36	102.68	0.63	.....	1.68
Utah	145.81	0.89	133.81	6.09	.....	5.02
Vermont	116.52	0.02	98.41	12.11	0.06	5.92
Virginia	143.19	3.67	93.77	4.30	30.69	10.76
Washington	166.45	7.58	121.75	24.17	1.34	11.61
West Virginia	115.20	.....	112.70	.....	0.42	2.08
Wisconsin	244.87	95.71	75.32	21.46	35.76	16.62
Wyoming	167.79	22.70	115.74	16.81	2.74	9.80

*Source: Bureau of the Census, *State Government Finances in 1972*. ... Represents zero or rounds to zero.

TABLE 4

STATE INTERGOVERNMENTAL EXPENDITURE BY FUNCTION
AND BY STATE: 1972*
(In thousands of dollars)

State	Total	General local government support	Specified functions				Miscellaneous and combined
			Education	Highways	Public welfare		
All States.....	\$36,759,246	\$3,752,327	\$21,195,345	\$2,633,417	\$6,943,634		\$2,234,523
Alabama.....	450,065	11,523	357,681	65,397	.....		15,464
Alaska.....	102,138	12,323	83,386	.....	.....		6,429
Arizona.....	357,569	73,907	245,037	29,366	.....		9,259
Arkansas.....	219,971	11,760	165,653	34,809	116		7,633
California.....	5,321,068	705,370	2,068,708	351,157	1,953,976		241,857
Colorado.....	376,089	.....	188,029	36,791	138,823		12,446
Connecticut.....	442,371	14,413	305,772	14,025	15,454		92,707
Delaware.....	116,729	.....	103,742	2,026	.....		10,961
Florida.....	1,024,986	37,605	883,175	64,365	.....		39,841
Georgia.....	598,776	16,117	466,880	43,860	34,508		37,411
Hawaii.....	19,629	19,448	.....	.....	.....		181
Idaho.....	87,804	8,616	61,391	17,162	.....		635
Illinois.....	1,627,820	84,345	1,068,321	198,019	210,533		66,602
Indiana.....	643,861	36,998	381,223	121,313	87,197		17,130
Iowa.....	462,338	84,980	276,235	89,339	431		11,353
Kansas.....	351,983	16,505	158,804	32,370	135,138		9,166
Kentucky.....	349,173	2,239	322,087	4,197	59		20,591
Louisiana.....	660,322	106,262	490,412	29,783	.....		33,865
Maine.....	103,014	3,638	81,796	4,368	1,537		11,675
Maryland.....	882,168	46,960	450,738	112,534	186,106		85,830
Massachusetts.....	607,661	65,791	396,386	10,525	18,588		116,371
Michigan.....	1,619,064	222,296	964,337	253,024	76,870		102,537
Minnesota.....	1,117,908	274,579	461,177	73,897	276,201		32,054
Mississippi.....	367,995	53,720	259,885	38,775	.....		15,615
Missouri.....	475,630	6,355	417,373	26,360	1,220		24,322
Montana.....	68,116	.....	60,013	.....	745		7,358
Nebraska.....	133,561	20,835	71,794	25,049	8,365		7,518
Nevada.....	98,704	12,048	73,970	10,306	57		2,323
New Hampshire.....	57,501	28,874	16,929	5,019	583		6,096
New Jersey.....	1,159,957	157,697	499,655	23,607	381,591		97,407
New Mexico.....	225,054	34,049	172,262	12,816	.....		5,927
New York.....	7,097,255	754,519	2,958,740	124,574	2,803,391		456,031(a)
North Carolina.....	950,625	49,180	708,466	12,524	150,380		30,075
North Dakota.....	86,222	23,655	40,456	15,342	2,478		4,291
Ohio.....	1,102,283	113,918	607,773	220,370	87,732		72,490
Oklahoma.....	321,030	5,788	237,792	60,589	537		16,324
Oregon.....	289,258	36,684	169,498	53,267	2,078		27,731
Pennsylvania.....	1,790,977	26,774	1,395,466	103,511	43,040		222,186
Rhode Island.....	106,556	10,510	79,538	387	11,226		4,895
South Carolina.....	341,114	33,591	266,527	14,199	.....		26,797
South Dakota.....	47,976	2,788	36,330	3,558	119		5,181
Tennessee.....	426,544	36,433	302,611	68,548	387		18,565
Texas.....	1,227,261	4,217	1,196,166	7,310	.....		19,568
Utah.....	164,182	1,000	150,668	6,855	.....		5,659
Vermont.....	53,832	9	45,465	5,597	30		2,731
Virginia.....	682,179	17,461	446,725	20,506	146,204		51,283
Washington.....	573,083	26,111	419,190	83,217	4,604		39,961
West Virginia.....	205,165	.....	200,716	.....	741		3,708
Wisconsin.....	1,106,793	432,604	340,436	97,005	161,642		75,106
Wyoming.....	57,886	7,832	39,931	5,799	947		3,777

*Source: Bureau of the Census, *State Government Finances in 1972*.

(a) Includes \$50,983,000 housing subsidies, almost entirely to cities.

TABLE 5
STATE INTERGOVERNMENTAL EXPENDITURE BY TYPE OF
RECEIVING GOVERNMENT AND BY STATE: 1972*
(In thousands of dollars)

State	Total	Counties	Municipalities	School districts	Townships and New England "towns"	Special districts	Combined and unallocable
All States.....	\$36,759,246	\$9,443,282	\$7,601,959	\$16,516,484	\$543,129	\$171,167	\$2,483,225
Alabama.....	450,065	72,889	13,172	357,681	....	208	6,115
Alaska.....	102,138	77,039	24,891	....	....	20	188
Arizona.....	357,569	70,544	40,192	245,037	....	214	1,582
Arkansas.....	219,971	27,513	25,254	165,187	....	....	2,017
California.....	5,321,068	2,796,965	507,066	2,012,706	....	4,331	....
Colorado.....	376,089	113,819	70,304	188,029	....	755	3,182
Connecticut.....	442,371	....	206,407	12,683	217,240	2,069	3,972
Delaware.....	116,729	607	17,761	93,955	....	148	4,258
Florida.....	1,024,986	111,326	29,027	868,402	....	3,360	12,871
Georgia.....	598,776	99,792	24,045	466,829	....	3,766	4,344
Hawaii.....	19,629	10,662	8,967	....	....	....	....
Idaho.....	87,804	20,328	6,085	61,391	....	....	....
Illinois.....	1,627,820	220,209	169,411	1,063,380	27,824	16,852	130,144(a)
Indiana.....	643,861	147,641	92,099	376,558	1,570	936	25,057
Iowa.....	462,338	62,193	42,957	275,086	....	943	81,159
Kansas.....	351,983	169,729	19,806	156,804	477	503	4,664
Kentucky.....	349,173	20,417	715	322,087	....	245	5,709
Louisiana.....	660,322	40,316	43,449	490,412	....	2,282	83,863
Maine.....	103,014	302	402	10,049	....	....	92,261
Maryland.....	882,168	525,261	307,404	....	....	306	49,197
Massachusetts.....	607,661	1,608	2,769	....	....	61,529	541,755(b)
Michigan.....	1,619,064	324,011	254,770	963,337	45,829	234	30,883
Minnesota.....	1,117,908	347,070	40,340	460,840	2,039	2,449	265,170
Mississippi.....	367,995	59,476	48,474	259,885	....	152	8
Missouri.....	475,630	14,921	26,503	417,353	....	2,534	14,319
Montana.....	68,116	4,238	3,342	60,013	....	....	523
Nebraska.....	133,561	26,866	23,760	71,132	....	2,217	9,586
Nevada.....	98,704	14,130	10,390	73,970	....	....	214
New Hampshire.....	57,501	149	20,706	....	14,114	3	22,529
New Jersey.....	1,159,957	433,417	70,363(c)	....	22	678	655,477(d)
New Mexico.....	225,054	18,840	33,843	172,262	....	....	109
New York.....	7,097,255	1,087,710	4,112,204	1,815,956	75,019	5,071	1,295
North Carolina.....	950,625	894,146	41,656	....	....	7,387	7,436
North Dakota.....	86,222	19,003	4,573	40,446	....	11	22,189
Ohio.....	1,102,283	252,846	132,525	541,909	24,717	606	149,680(a)
Oklahoma.....	321,030	55,631	19,918	237,655	....	650	7,176
Oregon.....	289,258	75,125	47,066	164,285	....	1,521	1,261
Pennsylvania.....	1,790,977	134,928	129,345	1,382,392	52,503	40,770	51,039
Rhode Island.....	106,556	....	59,806	2,533	41,723	....	2,494
South Carolina.....	341,114	56,597	16,454	266,527	....	1,414	122
South Dakota.....	47,976	5,287	2,538	36,330	11	....	3,810
Tennessee.....	426,544	238,005	178,146	4,706	....	37	5,650
Texas.....	1,227,261	20,126	8,262	1,192,985	....	5,270	618
Utah.....	164,182	5,661	5,109	150,668	....	....	2,744
Vermont.....	53,832	....	2,748	45,465	5,350	....	269
Virginia.....	682,179	354,904	311,239	....	....	208	15,828
Washington.....	573,083	73,234	79,757	418,453	....	514	1,125
West Virginia.....	205,165	3,116	471	200,637	....	....	941
Wisconsin.....	1,106,793	327,261	256,035	330,538	34,691	....	158,268(e)
Wyoming.....	57,886	7,424	9,433	39,931	....	974	124

*Source: Bureau of the Census, *State Government Finances in 1972*.

(a) Mainly to counties, cities, and townships.

(b) To cities and "towns."

(c) Amount for cities includes some amounts for townships; see also footnote (d).

(d) Amounts for independent school districts and for schools operated by cities and towns are shown under "Combined and unallocable."

(e) Includes amounts to independent school districts and to cities which operate local public schools.

GOVERNMENTS IN THE UNITED STATES IN 1972*

THERE WERE 78,269 governmental units in the United States at the beginning of 1972. The 15,781 local school districts and 23,885 special districts accounted for a little over one half of this total. The remainder includes the federal government, the 50 state governments, 3,044 counties, 18,517 municipalities, and 16,991 townships. The average number of governmental units per State is 1,565, but Illinois has 6,386 while Hawaii has only 20.

More than 3,000 governments are found in each of nine States, as follows: Illinois, 6,386; Pennsylvania, 4,936; California, 3,820; Kansas, 3,716; Texas, 3,625; Nebraska, 3,562; Minnesota, 3,396; New York, 3,307; and Ohio, 3,260. Together, these nine States account for nearly one half (46 percent) of all governmental units in the Nation. The table on page 299 shows the number of governments in each State, by type of unit.

The total number of governmental units in 1972 is 3,030 less than that reported for the 1967 Census of Governments. The following summary comparison of national totals by types of governments for 1972, 1967, and 1962 shows that there has been a continuing sharp reduction in school district numbers during recent years. This decrease has been partly offset by an increase in number of municipalities and special districts.

*Adapted by Mrs. Gertrude A. Whitehouse, Chief, Governmental Organization Branch, Governments Division, U.S. Bureau of the Census, from the Census report, *Governmental Organization* (Volume 1 of the 1972 Census of Governments). This publication provides detailed data on numbers and selected characteristics of governmental units, including a textual description of local governments and public school systems in each State.

A government is defined by the Bureau of the Census as an organized entity having governmental attributes and sufficient discretion in the management of its own affairs to distinguish it as separate from the administrative structure of any other government.

County governments have remained virtually unchanged in number while townships have reflected small decreases over the past 10 years.

Type of government	1972	1967	1962
Total	78,269	81,299	91,237
U.S. government	1	1	1
State governments	50	50	50
Local governments	78,218	81,248	91,186
Counties	3,044	3,049	3,043
Municipalities	18,517	18,048	18,000
Townships	16,991	17,105	17,142
School districts	15,781	21,782	34,678
Special districts	23,885	21,264	18,323

TYPES OF LOCAL GOVERNMENT

The Bureau of the Census classifies local governments by five major types—counties, municipalities, townships, school districts, and special districts.

Counties. Organized county governments are found throughout the Nation except for Connecticut, Rhode Island, the District of Columbia, and limited portions of other States. In Alaska, the counties are officially designated as "boroughs" and in Louisiana as "parishes."

The decrease in number of county governments from 3,049 in 1967 to 3,044 in 1972 reflects the following changes:

1. The creation of an additional borough (county) government in Alaska;
2. The following city-county consolidations counted for Census statistics on governments as municipalities:

Alaska—the consolidation of Greater Juneau Borough with Juneau city to form the city and borough of Juneau, and the consolidation of Greater Sitka Borough and Sitka city to form the city and borough of Sitka;

Florida—the consolidation of Duval County and Jacksonville city to form the city of Jacksonville;

Georgia—the consolidation of Muscogee County and Columbus city to form the city of Columbus;

Indiana—the consolidation of Marion County and Indianapolis city to form the city of Indianapolis; and

Nevada—the consolidation of Ormsby County and Carson City to form the city of Carson City.

The 3,044 county governments shown in the table on page 299 do not include 102 related areas not counted as county governments. Because these exceptional areas include New York City, Philadelphia, and several other of the most populous cities in the Nation (where the municipality operates, in effect, as a composite city-county unit), nearly 12 percent of the total U.S. population is not served by any separately organized county government.

In early 1972, there were 127 county governments, located in 34 States, which served populations of at least 250,000. These 127 county governments accounted for over 48 percent of the population served by all 3,044 county governments. However, the overwhelming majority of county governments (79 percent) each served less than 50,000 persons.

The average population served by a county government was 59,025, but Loving County, Texas, had only 164 inhabitants in 1970, while Los Angeles County, California, had more than 7 million.

Municipalities. For purposes of Census classification, a municipality is a political subdivision within which a municipal corporation has been established to provide general local government for a specific population concentration in a defined area. A municipality may be legally termed a city, village, borough (except in Alaska), or town (except in the New England States, New York, and Wisconsin).

A total of 18,517 municipalities are reported in existence as of early 1972, an increase of 469 over the number reported in the 1967 Census of Governments. Illinois, with 1,267 at the beginning of 1972, had more municipalities than any other State. Pennsylvania had 1,012; Texas, 981; Iowa, 951; and Ohio, 936. At the other extreme are seven States with fewer than 50 municipalities each—Connecticut, Hawaii, Maine, Massachusetts, Nevada, New Hampshire, and Rhode Island.

Five of these seven are New England States, where town government often provides urban services ordinarily provided by municipalities in other States.

More than 132 million of the inhabitants of the United States live in areas with municipal government, and more than 56 million of these municipal residents live in the 153 cities of at least 100,000 population. The majority of municipalities (9,664) have fewer than 1,000 inhabitants.

Townships. The term "townships" is applied here to 16,991 organized governments, located in 21 States. This category includes governmental units officially designated as towns in the six New England States, New York, and Wisconsin, and some "plantations" in Maine and "locations" in New Hampshire, as well as governments called townships in other areas. As distinguished from municipalities, which are created to serve specific population concentrations, townships exist to serve inhabitants of areas defined without regard to population concentrations. Township organization is generally restricted to the Northeastern and North Central States, but there are a few such governments also in one county in the State of Washington.

Township governments serve areas that, in 1970, had 46 million inhabitants, 23 percent of the national total. Only 900 townships had as many as 10,000 inhabitants and three fifths of the townships had less than 1,000. These units range widely in scope of governmental powers and operations. Most of them, particularly in the North Central States, perform only a very limited range of services for predominantly rural areas. However, by general law in New England, New Jersey, and Pennsylvania, and to some degree in Michigan, New York, and Wisconsin, townships (or "towns") are vested with relatively broad powers and, where they include closely settled territory, perform functions commonly associated with municipal governments. In certain of the New England States, the towns are commonly responsible for local schools as well as other governmental functions. Excluded from this count of township governments are unorganized township areas,

townships coextensive with cities where the city governments have absorbed the township functions, and townships known to have ceased to perform governmental functions.

School districts. Of the 17,238 school systems in the United States in early 1972, only the 15,781 that are independent school districts enter into the count of separate units of government. The other 1,457 "dependent" local school systems are regarded as agencies of other governments—county, municipality, township, or State. The number of independent school districts, as well as the number of "dependent" school systems, are shown, by State, in the table on page 299.

Because of the variety of state legislative provisions for the administration and operation of public schools, marked diversity is found in school organization throughout the United States. In 27 States, responsibility for public schools rests solely with school districts which are independent governmental units. In another three States—California, Indiana, and Ohio—all school systems that provide education through grade 12 are independent governments. However, each of these States has an institution of higher education operated by a city or county government. A "mixed" situation is found in 15 States, with the public schools that provide elementary and secondary education operated in some areas by independent school districts and elsewhere by some other type of government. In the District of Columbia and in five States (Alaska, Hawaii, Maryland, North Carolina, and Virginia) there are no independent school districts, and all public schools are administered by systems that are agencies of county, city, or state governments.

The 15,781 school districts recorded for 1972 reflect a continuation of the marked decline that has taken place in number of school districts over the past 30 years, primarily as a result of school district consolidation and reorganization. The present number of school districts is less than three fourths of the 1967 total, less than one half of the total 10 years ago, and only slightly over one eighth of the 1942 total of 108,579.

The seven States having the largest

numerical decreases in school districts between 1967 and 1972, and which accounted for more than three fourths of the total decrease since 1967, are shown below.

State	Number of school districts		Decrease	
	1972	1967	Number	Percent
Michigan	647	935	288	30.8
Minnesota ...	445	1,282	837	65.3
Missouri	636	870	234	26.9
Nebraska	1,374	2,322	948	40.8
Oklahoma ...	657	960	303	31.6
Pennsylvania .	528	749	221	29.5
South Dakota.	228	1,984	1,756	88.5

Despite the substantial decline in the number of school districts, there are still four States each having more than 1,000 school districts—California, 1,132; Illinois, 1,177; Nebraska, 1,374; and Texas, 1,174. These four States account for nearly one third of all school districts in the Nation. The number of States having at least 1,000 school districts has decreased from 25 in 1942, to 20 in 1952, to 15 in 1962, to 6 in 1967, to 4 in 1972.

The reduction in school districts has been concentrated among those with small enrollments. Between 1967 and 1972, each size class of district enrolling 1,200 or more pupils increased while some decrease took place in the number of districts in each class below the 1,200-pupil level. Each of the size classes below the 50-pupil level decreased by more than two thirds as is shown below.

Enrollment size (number of pupils)	Number of school districts		Increase or decrease (—), 1967 to 1972	
	1972	1967	Number	Percent
United States ..	15,781	21,782	—6,001	—28
25,000 or more	149	130	19	15
12,000 to 24,999	342	276	66	24
6,000 to 11,999	783	695	88	13
3,000 to 5,999	1,621	1,440	181	13
1,800 to 2,999	1,755	1,610	145	9
1,200 to 1,799	1,534	1,482	52	4
600 to 1,199	2,495	2,679	—184	—7
300 to 599	2,256	2,582	—326	—13
150 to 299	1,558	1,983	—425	—21
50 to 149	1,333	2,104	—771	—37
15 to 49	882	2,631	—1,749	—66
1 to 14	765	2,367	—1,602	—68
0 (nonoperating) ...	308	1,803	—1,495	—83

School districts vary widely in the scope of their educational responsibilities. In 1972, 10,299 districts provided both elementary and secondary grades, 4,391 elementary grades only, and 853 secondary grades only. In addition, 308 school districts did not operate schools but carried out their responsibilities by providing transportation and paying tuition or reimbursement to other school systems for any public school pupils who lived in their respective area. Some of the districts operating high schools also provide junior college facilities and there are an increasing number of independent local junior and community college districts being established.

Special districts. Special districts make up the most varied area of local government. With the exception of Alaska, these units are found in every State and in the District of Columbia. A majority of special districts are established to perform a single function, but some have been given authority by their enabling legislation to provide several kinds of services.

The 23,885 special districts counted in 1972 reflect a 12 percent increase since 1967, when 21,264 were recorded, and the continuance of an upward trend which has been measured at intervals since 1942 when some 8,300 such units were counted. Special districts now outnumber any other class of local government.

The following 12 States, each having at least 800 special districts, account for nearly two thirds of all such local governments: Illinois, 2,407; California, 2,223; Pennsylvania, 1,777; Texas, 1,215; Kansas, 1,136; Nebraska, 1,081; Washington, 1,021; New York, 954; Indiana, 832; Oregon, 826; Missouri, 820; and Colorado, 812. An additional 11 States have at least 300 districts, 10 States have 200 to 299 such units, eight States 100 to 199, and nine States (and the District of Columbia) fewer than 100.

The special districts counted in 1972 are summarized below.

As these figures show, more than one fourth of all special districts are concerned with natural resources; fire protection districts constitute one sixth of the total; and housing authorities and urban water supply districts each one tenth. A

Function	Number	Percent
Total	23,885	100.0
Natural resources	6,639	27.9
Soil conservation	2,561	10.7
Drainage	2,192	9.2
Irrigation, water conservation	971	4.1
Flood control	684	2.9
Other and composite resource purposes	231	1.0
Fire protection	3,872	16.2
Urban water supply	2,333	9.8
Housing	2,271	9.5
Cemeteries	1,494	6.3
Sewerage	1,411	5.9
School buildings	1,085	4.5
Parks and recreation	750	3.1
Highways	698	2.9
Hospitals	657	2.7
Libraries	498	2.1
Other single-function districts	1,273	5.3
Multiple-function districts	904	3.8

variety of functions account for the remaining number of special districts. Most of the units recognized as multiple-function in nature involve some combination of urban water supply with other services, most commonly sewerage services. More than 3,000 special districts are concerned with urban water supply either as the sole function or as one of a combination of functions. The concept of multiple-function activity has been limited in the above distribution to units of consequential size—those having at least five full-time employees or \$100,000 of long-term debt. Other special districts that reported concern for more than a single function, but which fell below these minimum size standards, have been classed as "single-function" districts, either in terms of their respective primary functions where this was apparent or in the residual "other" group of single-function districts.

LOCAL GOVERNMENTS IN STANDARD METROPOLITAN STATISTICAL AREAS

In early 1972, there were 22,185 local governments located within the 264 Standard Metropolitan Statistical Areas (SMSAs), as designated by the U.S. Office of Management and Budget, in the United States proper, i.e., excluding the four areas defined for Puerto Rico. Slightly over 70 percent of the population of the United States resided in these SMSAs—143 million of the nationwide total of 203

million inhabitants reported by the 1970 Census of Population. The number of local governments in these SMSAs represented 28 percent of all local governments as shown in the following tabulation.

Type of government	United States	Within SMSAs	Outside SMSAs	Percent in SMSAs
All local governments . . .	78,218	22,185	56,033	28.4
School districts . . .	15,781	4,758	11,023	30.2
Other	62,437	17,427	45,010	27.9
Counties	3,044	444	2,600	14.6
Municipalities . . .	18,517	5,467	13,050	29.5
Townships	16,991	3,462	13,529	20.4
Special districts . .	23,885	8,054	15,831	33.7
Dependent school systems ¹	1,457	517	940	35.5

¹Not included in count of governments.

Almost 30 percent of all municipal governments and nearly four fifths of all municipal residents were located in SMSAs in 1972. These areas include all municipalities of 50,000 inhabitants or more, as well as a considerable proportion of all other sizable municipalities. However, within SMSAs as well as elsewhere, the majority of municipal governments are units of relatively small population.

The 4,758 independent school districts and 517 dependent school systems in SMSAs represented less than one third of all public school systems, but had 33.2 million pupils enrolled, 69 percent of the 48 million public school students in the Nation in October 1971.

One third of all special districts are located in SMSAs and a large portion of these districts are, as would be expected, those performing urban-type services such as water supply, sewerage, housing, and fire protection.

Metropolitan areas have experienced much the same developments in local governments as has the Nation as a whole—namely, a decrease in the number of school districts and a net increase in other

local governments. The following figures show the changes that have occurred over the past five years.

Type of local government	Local governments in the 264 SMSAs		Increase or decrease (—), 1967 to 1972	
	1972	1967	Number	Percent
Total	22,185	22,241	—56	—0.3
School districts	4,758	5,421	—663	—12.2
Other local governments	17,427	16,820	607	3.6
Counties	444	447	—3	—0.7
Municipalities . . .	5,467	5,319	148	2.8
Townships	3,462	3,485	—23	—0.7
Special districts . .	8,054	7,569	485	6.4

Individual metropolitan areas differ widely in complexity of local government structure. The number of local governments per area ranges from only a few each in a number of SMSAs, mainly in the South, up to more than 250 in each of 13 SMSAs, as follows:

Standard Metropolitan Statistical Area	Local governments, 1972			Population, 1970 (1,000)
	Total	Central portion	Outlying portions	
Chicago, Ill.	1,172	500	672	6,979
Philadelphia, Pa.-N.J. . .	852	7	845	4,821
Pittsburgh, Pa.	698	313	385	2,401
New York, N.Y.	538	3	535	11,576
St. Louis, Mo.-Ill.	483	6	477	2,364
Houston, Texas	304	170	134	1,985
San Francisco-Oakland, Calif.	302	70	232	3,108
Portland, Oreg.-Wash. . .	298	65	233	1,007
Indianapolis, Ind.	296	52	244	1,111
Denver, Colo.	272	9	263	1,228
Seattle-Everett, Wash. . .	269	269	—	1,422
Cincinnati, Ohio-Ky.-Ind.	260	80	180	1,385
Kansas City, Mo.-Kans. . .	256	48	208	1,256

These 13 areas all had at least 1 million inhabitants in 1970 and together they account for 6,000 local governments or about one in 13 of the nationwide total. For each of 17 other SMSAs, 200 to 250 local governments were reported.

NUMBER OF GOVERNMENTAL UNITS,
BY TYPE AND BY STATE: 1972*

State or other jurisdiction	All governmental units(a)	Local governments except school districts					School districts	Exhibit: Other public school systems(b)
		Total	Counties	Municipalities	Townships	Special districts		
United States.....	78,269	62,437	3,044	18,517	16,991(c)	23,885	15,781	1,457
Alabama.....	876	749	67	396	.....	286	126	.....
Alaska.....	121	120	8	112	.....	.....	.....	29
Arizona.....	407	169	14	65	.....	90	237	4
Arkansas.....	1,284	895	75	454	.....	366	388	.....
California.....	3,820	2,687	57	407	.....	2,223	1,132	1
Colorado.....	1,320	1,132	62	258	.....	812	187	.....
Connecticut.....	429	414	.....	34	149	231	14	155
Delaware.....	159	133	3	52	.....	78	25	1
Florida.....	866	771	66	390	.....	315	94	.....
Georgia.....	1,244	1,054	158	530	.....	366	189	.....
Hawaii.....	20	19	3	1	.....	15	.....	1
Idaho.....	902	784	44	197	.....	543	117	.....
Illinois.....	6,386	5,208	102	1,267	1,432	2,407	1,177	.....
Indiana.....	2,793	2,477	91	546	1,008	832	315	1
Iowa.....	1,819	1,355	99	951	.....	305	463	.....
Kansas.....	3,716	3,384	105	626	1,517	1,136	331	.....
Kentucky.....	1,136	944	120	378	.....	446	191	.....
Louisiana.....	835	768	62	287	.....	419	66	.....
Maine.....	715	636	16	22	472	126	78	213
Maryland.....	404	403	23	151	.....	229	.....	33
Massachusetts.....	683	631	12	39	312	268	51	322
Michigan.....	2,650	2,002	83	532	1,248	139	647	.....
Minnesota.....	3,396	2,950	87	854	1,798	211	445	2
Mississippi.....	797	634	82	270	.....	282	162	.....
Missouri.....	2,808	2,171	114	894	343	820	636	.....
Montana.....	993	440	56	126	.....	258	552	.....
Nebraska.....	3,562	2,187	93	537	476	1,081	1,374	.....
Nevada.....	185	167	16	17	.....	134	17	.....
New Hampshire.....	500	341	10	13	224	94	158	9
New Jersey.....	1,457	929	21	335	232	341	527	82
New Mexico.....	310	220	32	89	.....	99	89	.....
New York.....	3,307	2,560	57	618	931	954	746	34
North Carolina.....	803	802	100	454	.....	248	.....	206
North Dakota.....	2,727	2,340	53	358	1,368	561	386	1
Ohio.....	3,260	2,619	88	936	1,320	275	640	1
Oklahoma.....	1,684	1,026	77	547	.....	402	657	.....
Oregon.....	1,447	1,093	36	231	.....	826	353	.....
Pennsylvania.....	4,936	4,407	66	1,012	1,552	1,777	528	3
Rhode Island.....	116	112	.....	8	31	73	3	37
South Carolina.....	584	490	46	262	.....	182	93	.....
South Dakota.....	1,771	1,542	64	308	1,034	136	228	.....
Tennessee.....	882	867	94	316	.....	457	14	133
Texas.....	3,625	2,450	254	981	.....	1,215	1,174	2
Utah.....	460	419	29	214	.....	176	40	.....
Vermont.....	659	386	14	61	237	74	272	.....
Virginia.....	386	385	96	231	.....	58	.....	134
Washington.....	1,683	1,365	39	266	39	1,021	317	.....
West Virginia.....	509	453	55	226	.....	172	55	.....
Wisconsin.....	2,449	2,031	72	570	1,268	121	417	50
Wyoming.....	384	313	23	87	.....	203	70	.....
District of Columbia.....	3	3	.....	1	.....	2	.....	3

*Prepared by the Bureau of the Census.

(a) Including the federal government and the 50 States, not shown in distribution by type.

(b) School systems operated as part of a state, county, municipal or township government or (in the case of Pennsyl-

vania "joint schools") as an agency of a group of school district governments. The count of "All governmental units" does not include these numbers.

(c) Includes "towns" in the six New England States and in New York and Wisconsin.

Section VII

MAJOR STATE SERVICES

1. Education
2. Transportation
3. Health and Welfare
4. Law Enforcement and
Public Protection
5. Planning, Housing and Development
6. Natural Resources
7. Labor Relations
8. Public Utility Regulation

1

Education

STATE PUBLIC SCHOOL SYSTEMS

By K. GEORGE PEDERSEN*

IN 1972 AND 1973, intense interest continued to be exhibited in the public school systems of the Nation. While it is true to a limited extent that education has become somewhat of a declining industry, both in terms of enrollments and relative priority level within governmental bodies, the desire to develop a better system of quality public schools has persisted. This desire has had to be compromised with the costs associated with such an aspiration, however. The easily anticipated result of this conflict has been an extended awareness and concern about public education. In many cases, serious questions have been raised about current allocation patterns, organizational structures, and curricula to be provided. The press for a variety of alternatives within existing public school systems has resulted in a multiplicity of experimental projects. Although the grandiose expectations for the entire accountability movement have diminished somewhat, the desire for improved productivity remains of paramount concern.

Much of the anxiety about the public schools hinges on the most appropriate method to provide financial support. The financial demands of the public schools, in conjunction with the current infla-

tionary spiral, resulted in a low rate of voter approval of tax levies and bond issues. Escalating demands for support and the related degree of reliance on the property tax have resulted in a variety of strategies for tax action and relief in the majority of States. At present, major tax revisions are being proposed in three States—California, Indiana, and Oregon. It is evident that severe fiscal problems are being realized in many States and, as a consequence, it has become necessary to reduce the range and duration of educational services being provided. Consequently, it has not been possible to take advantage of the improved supply of trained teachers to reduce class sizes or to provide additional needed educational services.

PUPIL POPULATION AND ENROLLMENT

For the first time since the 1943-44 school year, a decline in overall enrollment was experienced. In actual numbers, public school enrollment declined by roughly 66,000 from the 1971-72 to the 1972-73 school year. Of added interest, however, is the fact that the preschool population has continued to decline. In actual numbers, the 5-17 age group declined by roughly 750,000 from 1970-71 to 1972-73.

The 5-17 age cohort also declined in relative terms, dropping from 25.9 percent in 1970-71 to 24.9 percent of the total population in 1972-73. It is anticipated that this pattern of declining public school enrollment will continue for

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some time, thus providing school systems with an opportunity to update existing facilities, add needed support services, and consider alternative forms of organization. This shift in the overall school-age population trend, which began initially between 1970-71 and 1971-72, is quite significant for it marks the first break in an upward spiral in student population which began immediately following World War II. In many States, the important consequences of this shift in numbers were not adequately considered, resulting in a variety of imbalances in their respective public school systems.

In spite of these recently reduced numbers, however, school-age population figures are 5,100,000 higher than they were one decade earlier, a growth factor of 11 percent. When compared with 1950-51, the growth parameters of this youthful segment of the total population can be more fully understood. During the past 20 years, the school-age population grew slightly more than 21 million, an increase of 68.5 percent. The major portion of the growth took place during the 1950s when 13,464,825 individuals joined the school-age group. An outline of the recent trends is provided in Table A.

TABLE A
Total School-Age Population:
1950, 1960, 1970, 1972*

Year	School-age population (5-17)	Percent of total population
1950-51	30,724,284	20.3
1960-61	44,189,109	24.5
1970-71	52,502,000	25.9
1972-73	51,784,000	24.9

*Sources: National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, p. 8; and K. George Pedersen, "State Public School Systems" in *The Book of the States, 1972-73*, vol. XXIV (Lexington, Kentucky: The Council of State Governments, 1972, p. 296).

The changing growth pattern for the population eligible for the public schools has important consequences for state governments and needs to be considered in detail at the state level. While most States recorded a decline, it should be noted that the demand for educational services varies considerably according to State. A number of factors, including mobility patterns and regional variability in

retention capability, contribute to this uneven distribution of demand.

In terms of anticipated enrollment, the preschool-age population is an indicator of importance. From 1960 to 1970, the population less than 5 years of age declined by more than 3 million, a pattern which has continued during this current biennial reporting period. This reduction in numbers is largely a reflection of the declining birthrate. During 1971-72, for example, the estimated number of live births was 3,407,000, the lowest actual increase since 1964. As evidenced by Table B, future projections suggest that this declining trend will continue, at least in the short run.

TABLE B
Estimate of Births for Selected Years:
1956-1976*

Year ending June 30	Estimated number of births (in thousands)
1956	4,167
1961	4,350
1966	3,716
1972	3,407
1976	3,255

*Source: National Education Association, *Financial Status of the Public Schools, 1973*, Research Report 1973-R4, Table 5, p. 9.

It is noteworthy that although preschool- and school-age populations have declined, the overall enrollment pattern has remained relatively constant since 1970. The decline of 1.4 million elementary pupils has been largely offset by the additional 1.3 million secondary students. Thirty-four States experienced an overall drop in the public school enrollment while, on the other hand, Arizona was required to accommodate a substantial 14.8 percent increase.

The fact that the overall percentage reduction is small can be attributed to two factors. First, the retention rate for various age groups enrolled in public or private schools has continued to increase. For example, the enrollment of 5 and 6 year olds increased from 74.4 percent of the population in 1950 to 91.9 percent in 1972; of 7 to 13 year olds from 98.7 percent in 1950 to 99.2 percent in 1972; and of 14 to 17 year olds from 83.3 percent in 1950 to 93.3 percent in 1972. Stated

briefly, the number of 5-17 year olds not enrolled in school has decreased. Also of interest is the fact that 18- and 19-year-old enrollments have increased from 29.4 percent in 1950 to 46.3 percent in 1972. As would be anticipated from these figures, the total number of high school graduates has increased dramatically in recent years with 1973 witnessing the largest number of high school graduates ever (see Table C).

TABLE C
Number Graduating from High School in
the United States: 1963, 1968, and 1973*

Year	Number of graduates	Percentage change over 1962-63
1962-63	1,732,243 (a)	...
1967-68	2,394,535	38.2
1972-73	2,804,038 (a)	61.9

*Source: National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, p. 10.

(a) Combination of figures from the U.S. Office of Education and NEA Research estimates.

A second consideration with respect to school enrollment concerns the attractiveness of the private sector. Until the late 1950s, private elementary and secondary school enrollments were accelerating in relation to the total population of 5-17 year olds. To illustrate, in 1950 the percentage attending nonpublic institutions was 10.9. This figure increased to a high of 14.9 percent in 1959, but it is estimated that in 1972-73 nonpublic enrollment had fallen to 10.3 percent. Between 1965 and 1972, the private school enrollment declined from 6,953,000 to 5,203,000 students. An important but obvious consequence of this shift in preference for educational services is that the public schools enrolled 88.5 percent of the school-age population in 1972-73.

One of the explanations for the declining enrollment of private schools hinges on the matter of fiscal support. In recent years nonpublic schools have been faced with increased costs and declining sources of financial assistance. A reduction in the number of religious order personnel available to teach, a desire to improve the nature of the educational offering, an attempt to reduce the adult-student ratio in their schools, problems

related to the preparation and maintenance of facilities, and the ever-increasing cost factor associated with an inflationary economy have all contributed to the necessity to curtail the nonpublic offering. The earlier trend involving increased state support for nonpublic educational institutions has continued to be explored but has not changed substantially. The traditional separation of church and state has a variety of implications for the funding of nonpublic education, and this remains an area of ambiguity and differential response. A number of important legal cases in this area are before the U.S. Supreme Court.

Differential growth patterns of student enrollment are reflected in part by the volume and direction of population mobility. Since 1958, the propensity of the American population to move has varied relatively little, ranging from 17.9 to 21 percent. The bulk of this movement takes place within each State, however, and consequently is of limited importance at the state level of educational government. Much of the regional preference has diminished with only three States—Arizona, Colorado, and West Virginia—appearing to receive sustained in-migration. The pattern of decline, on the other hand, appears to be general with little or no regional discernment possible. Of the 34 States experiencing reduced enrollment in 1972-73, only 10 had a loss in excess of 1 percent.

As in previous years, the general population shift from rural to urban settings contributed substantially to the problems of large cities. Much of this demographic response has been motivated by perceptions of improved employment possibilities, higher standards of living, and better economic returns for those with minimal levels of education. This educational inadequacy, oftentimes coupled with racial discrimination, has resulted in lower annual fiscal returns for urban-bound rural migrants, thus aiding in the development of social and cultural environments which are less than ideal for sound educational progress.

Closely associated with this massive influx of poorly educated minority groups has been a large-scale exodus from the

cities of many white, middle and upper-middle class families with above average education. Such individuals generally choose to relocate in the surrounding suburbs. Serious consideration has been given to a variety of proposals aimed at providing integrated educational experiences for urban areas and their surrounding suburban rings, but to date little in the way of new programs has been put into operation.

INTEGRATION TRENDS

Results of a national survey by the U.S. Department of Health, Education, and Welfare reveal some promising trends in racial integration. Dating back to the landmark decision of 1954 by the U.S. Supreme Court, the present data reflects a period of activity aimed at the demise of various forms of segregation in the public schools. In all, nearly 2.5 million black pupils were enrolled in majority white schools during the 1972-73 school year—an increase of approximately 2 million since 1968 and a growth of approximately 225,000 students since 1970.

As was evident in earlier surveys, the majority of these racial shifts reflect the change from the dual system employed in the South to a pattern of unit districts. For example, black students in majority white systems increased from 18 percent in 1968 to 39 percent in 1970 and 44 percent in 1972. Similar figures for the six border States revealed that the proportion of black students in predominantly white schools shifted from 28 percent in 1968 to 30 percent in 1970 and 34 percent in 1972. In the 32 States of the North and West, little change occurred from 1968 to 1970, but the percentage of black students in majority white schools did rise to 29 percent in 1972, an increase of 2 percent from the previous period. The effects of desegregation in the South are marked when considering black pupils in total minority schools. This figure decreased from 58 percent in 1968 to 14 percent in 1970 and to 9 percent in 1972.

As in the past, the strategy of relying upon the judiciary, rather than employing a variety of forms of administrative action, has dominated efforts to achieve integration. Court-ordered desegregation

plans have continued to be used extensively in the South. In addition, fiscal assistance and incentives have been provided by both the public and private sectors in an effort to facilitate the transition to racial balance.

It should be noted, however, that not all efforts to achieve integration through legal means have been successful. The recent 4-4 deadlock vote of the Supreme Court on the proposed merger in Virginia of the predominantly black Richmond city school district with its predominantly white suburbs left unresolved the constitutionality of employing mergers to achieve racial integration.

TEACHER SUPPLY AND DEMAND

High quality education and its availability to American youth is a function in large part of the presence of an adequate body of highly skilled, professional educators. Such a group of teachers comes about as a result of a careful analysis of the time-honored criteria of supply and demand and the subsequent needed planning.

Estimates for the 1972-73 school year reveal that 92,200 elementary teachers (8.1 percent) and 81,800 secondary teachers (8.6 percent), a total of 174,000 classroom educators, were needed in order to replace those who left the teaching profession in 1971-72. In overall terms, U.S. Office of Education estimates for the fall of 1972 showed that the number of elementary teachers decreased by about 4,000 while the secondary school teachers increased by 27,000. The latter figures reflect the shift in student enrollments described earlier.

Consequently, without any revision of the current student-teacher ratio and without making provision for qualitative improvements in existing programs, the demand for additional elementary and secondary teachers in 1972-73 was approximately 197,000. In addition, if the decision were made to replace those teachers lacking a bachelor's degree, the estimates for elementary and secondary teachers would be increased by 29,150 and 6,100 respectively. All of these estimates reflect an elementary student-teacher ratio of 24.8:1, a considerable im-

provement over the ratio of 32.8:1 which was experienced in 1962-63. Comparable figures at the secondary level are 16:1 and 17.7:1.

Obviously, these estimated personnel needs will have to be changed significantly if there is a demand for improved instructional services. The reduction of classroom overcrowding, the provision of particular instructional services, and any response to various types of atypical students will result in a higher estimate of the demand for teachers. Major modifications in the school offering and shifts in the assignment loads of teachers also will contribute substantially to the demand side of the personnel equation. Of special concern is the need for specially trained teachers capable of improving the educational programs in urban centers.

Overall, the number of public school teachers available to teach is growing at a faster rate than the number of students. In 1972-73, 309,803 individuals completed professional training which qualified them to teach in the public schools. Of this number, 127,088 were prospective elementary teachers and 182,715 completed secondary school qualifications. In addition, 14,296 prospective teachers of special education completed their professional preparation. A comparison of these supply figures with the demand for such personnel underlines the problem of the increasing number of teachers who are being prepared but for whom no positions exist.

The excess of prospective teachers over vacant positions is beyond 100,000, assuming a constancy of class size and teacher qualifications, along with previously discerned rates of teacher attrition and reentry among experienced educators. In other words, the pattern of a much more favorable supply of teachers which was discerned at the start of this decade continues and may actually be accelerating.

In a state survey conducted by the National Education Association in 1972, only one State reported a shortage of teacher applicants. Twenty States indicated a shortage in certain areas and an excess in others; nine States revealed some excess of applicants; and 15 States indi-

cated they had a substantial excess of applicants. When asked to compare applications in 1972 with those of the previous year, over one half of the States indicated a "larger excess" and four States reported a "much larger excess." Shortages continued to exist but they appeared to be specific to certain population areas or to particular areas of teaching competence.

Regionally, teacher supply appears to have improved considerably. Only one State reported having a limited number of applicants for rural positions and no State indicated this problem in small towns, central core areas of urban centers, or in suburban areas. In fact, 18 States reported an oversupply in central cities, 30 States responded similarly for suburban districts, 16 States indicated the same situation in small cities, and 3 States suggested they had an overabundance of applicants in rural regions.

A shortage of personnel continued to exist in certain assignment areas such as special education (30 States), technical and vocational education (27 States), industrial arts (24 States), language remediation (23 States), educationally disadvantaged education (23 States), library (15 States), and mathematics (14 States). It should be noted, however, that this list of areas of shortage is substantially reduced from previous years, both in terms of areas of need and the extent of demand within each area.

Any attempt to analyze accurately teacher supply and demand on a state or regional basis is difficult. Teacher mobility and attrition rates presumably vary regionally but a paucity of data makes it difficult to make sound interpretations. One factor which influences this process is the extent to which the States are able to employ graduates prepared in their own teacher training institutions. While at one time this was a problem restricted to a few States, such as North and South Dakota, it is now evident that almost all States are graduating more prospective teachers than they are able to employ. One of the results of this competition for positions has been that teachers are seeking to become better qualified than previously, a trend which also has some impact on total costs for instructional services.

In terms of economic returns to teachers, average salaries for all instructional personnel increased by \$430 or 4.2 percent, from \$10,213 in 1971-72 to \$10,643 in 1972-73. A similar increase was gained by classroom teachers with salaries of \$9,705 and \$10,144 in 1971-72 and 1972-73 respectively. Of interest are the extensive regional differences in teachers' salaries. For example, the mean difference between the Southeast and the Midwest in 1972-73 was in excess of \$3,000. Average salaries for beginning teachers, when compared to starting salaries in other occupations, remain unfavorable. When assessed against starting salaries for males in industry, the beginning teacher in 1972-73 earned \$2,291 less. Salaries provided other current female university graduates also were higher than those provided teachers.

SCHOOL FACILITIES

Reduced enrollments and the shifting age-group distributions of the public school population have resulted in a limited overall increase in additional school facilities. Although it remains difficult to gather adequate data related to the issue of facility shortages, it is evident that certain gains have taken place. For example, as indicated in Table 5, during the 1970-71 school year a total of 65,300 additional rooms were provided, including approximately 58,000 newly constructed units. An additional 7,389 rooms were made available for utilization, the result of conversions from other types of use to instructional purposes. The overall total of 65,300 additional rooms made available for occupancy in the public elementary and secondary schools during the 1970-71 school year was 1.2 percent fewer, or roughly 800 classrooms, when compared to the total completions for 1969-70.

During the 1970-71 term, a total of 18,005 instruction rooms were abandoned, approximately 1,200 fewer than were abandoned during the previous year. Thus, during 1970-71 there was a net gain of 47,295 instructional units, a figure which represents an overall increase of 6,507 when compared to 1969-70. Dramatic increases were evidenced in

Colorado, Massachusetts, Mississippi, Nebraska, Nevada, and Vermont, with new classroom development more than doubling in the majority of those States. Abandonment of classrooms takes place for a variety of reasons, including the effects of changing population shifts and school district reorganizations. Other causes include fire, earthquakes, and similar natural phenomena.

As suggested above, the facility needs of school districts vary dramatically, both regionally and within various urban settings. Certain States, such as Colorado, have continued to experience extended in-migration, including relatively large numbers of school-age children. Such added numbers put serious strains on school system accommodations. The latter are costly to provide and many States currently are attempting to develop new procedures to provide financial assistance. Similar needs, the result of mass out-migration of the better educated white population, have been experienced by suburban areas adjoining large cities.

A final area in need of financial assistance for development of classroom accommodation has been the urban districts themselves. Many of these central population cores are faced with rapidly increasing student numbers, the bulk of whom have been housed in obsolete or otherwise inadequate buildings. The general inability of core cities to muster tax resources to overcome these facility deficiencies in recent years has resulted in a major backlog of classroom needs in certain parts of the Nation.

State financial assistance for the development of school facilities is varied. In some States, aid for facilities is included in the basic foundation program, thus ensuring that certain differences in the State's "ability to pay" are adequately considered. In other States, a variety of forms of loan are provided, but the continuation of this form of assistance is being seriously questioned in those districts experiencing extended in-migration. Many of these districts confront legal bonding capacities or tax limitations which preclude further borrowing.

Capital outlay for 1971-72 was estimated at \$4.6 billion and this increased

to \$4.7 billion during the 1972-73 term. These figures represent increases of 4.9 and 3.1 percent respectively over the previous year. From 1962-63 to 1972-73, expenditures for capital outlay increased at an average annual rate of 4.4 percent. Based on the rapidly increasing costs for all forms of materials needed in the development of new facilities, it may be anticipated that this figure will increase substantially in future years.

In 1972-73, the entire expenditure for interest on school debt rose to an all-time high of \$1.6 billion, an increase of 152 percent over the previous decade and 5.2 percent when compared with the previous year. These increases in the costs of public education have resulted in growing voter antipathy toward schools—in 1971-72, only 47 percent of the bond amounts and 44 percent of the number of bond issues received voter support.

DISTRICT REORGANIZATION

There is a great deal of variation in local school districts in the United States when considered in terms of size, organization, and distinguishing characteristics. For example, the organization may range from autonomous local governmental units to agencies of a state, regional, or local government. In 1972-73, the kindergarten through 12th grade school districts in 30 States were independent governmental units; in four States and the District of Columbia all local systems were dependent; and in the remaining States districts of both types were found.

During 1972 and 1973, the previous

pattern of reducing the number of local units of educational government continued. While this overall reduction in the past 40 years has been impressive, there remains a general agreement that further reorganization is needed. Many existing systems are simply unable to attract the resources or leadership needed to provide high quality educational programs. In 1931-32, there were 127,422 basic administrative educational units, while in 1972-73 the figure had become 17,036, a decrease of 86.6 percent.

Since 1951-52, the reorganization has represented a 76 percent reduction while the past decade has witnessed a 48.1 percent decrease. In the period from 1971-72 to 1972-73 alone the number of districts has dropped by 1.4 percent. The incidence of nonoperating school districts has been substantially reduced from 1971-72 to 1972-73 as well, diminishing from 743 to 383, representing a reduction of 48.5 percent. Four States—California, Illinois, Nebraska and Texas—continued to support public educational organizations that included over 1,000 local units, accounting for 27.7 percent of all school districts in the Nation. In terms of geographical regions, the Plains States still lead the country in the number of local school districts, but continued efforts to reduce the number are meeting with limited success (see Table D).

The search for more viable forms of educational government has not been restricted to the smaller, more remote rural parts of the country. For example, large urban centers, in an attempt to overcome

TABLE D
Number of School Districts for Selected Years
in the Plains States Region*

State	1965-66	1971-72	1972-73	Decrease	
				1965-66 to 1972-73	1971-72 to 1972-73
Iowa	1,056	453	453	603	...
Kansas	1,500	311	311	1,189	...
Minnesota	1,374	443	440	931	3
Missouri	909	606	600	303	6
Nebraska	2,547	1,406	1,350	1,141	56
North Dakota	603	385	372	218	13
South Dakota	2,331	233	231	2,098	2

*Sources: National Education Association, *Estimates of School Statistics, 1966-67*, Research Report 1966-R20, Table 1; *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 1.

problems of communication and nonresponsiveness to local needs, continued to seek appropriate means for the decentralization of authority. State governments also have taken the initiative in a number of cases, providing legislative means which will permit greater involvement in the decision-making process as it relates to citizens at the local level.

THE STATE SCHOOL OFFICE

During the past quarter century, a number of important changes have taken place regarding the methods by which state boards of education and chief state school officers are selected. In terms of the procedures used to select the state board of education, the dominant method both in 1947 and 1973 has been gubernatorial appointment. In fact, one more State now handles the matter in this way than was the case in 1947.

Interestingly, a shift has occurred involving the election by the public, with 12 States utilizing this procedure as opposed to only three States in 1947. Both the practices of appointment by the Governor and popular election, which now account for selection procedures in 43 States, have made gains at the expense of a variety of other procedures in selecting a state board of education.

The most popular procedure for the selection of the chief state school officer remains state board appointment. This represents an important change since 1947, when the majority of individuals in such positions were elected by popular vote. The two recent changes have been in Maine and Illinois. In Maine, the decision was made to have the head of the public schools system appointed by the Governor with the advice of the state board of education and consent of the Council, while in Illinois the appointment will involve the state board of education only (see Table 7).

SCHOOL FINANCE

In order to meet the increased costs of educational services, materials, and capital needs for the educational program, all levels of expenditures rose in 1972-73. From 1970-71 to 1972-73, total current expenditures for public elementary and

secondary schools of the Nation increased by \$7.8 billion, or 17.8 percent, to an all-time high of \$43.7 billion. During the same two-year period the increase for total expenditures, capital outlay, and interest was \$9.4 billion, a 22.1 percent rise, resulting in an overall record expenditure of \$51.8 billion for public elementary and secondary schools.

In terms of expenditures per pupil in average daily attendance, similar patterns of escalating costs occurred. During 1972-73, expenditures per pupil were \$1,034, a rise of 138.8 percent over 1962-63 and up 6.6 percent from the 1971-72 figure of \$970. This represents the first time this cost has risen above the \$1,000 level.

In considering the variation of expenditures per pupil among States, it is of concern to note that the highest expenditure State (New York) appropriates 2.7 times the amount allocated by the lowest expenditure State (Alabama). It is quite evident that such a discrepancy has and will have important implications for the equitable distribution of educational services throughout the Nation.

The spiralling costs present impressive demands on state revenue sources. Total 1972-73 revenue for the public schools from all sources, including taxes, earnings, grants-in-aid, and tuition, was estimated at \$51.9 billion, an increase of 7.2 percent from the 1971-72 receipts of \$48.3 billion. Since 1962-63, revenue has increased 176.3 percent, with average annual increases of 10.7 percent during the period. To a much diminished extent, the need for these additional receipts reflects the increased demand for the more costly secondary school services.

Furthermore, concerted demands are being made to improve the quality of the services provided by the public schools, especially in the larger urban context. The latter demands are coupled with an ever-expanding awareness of a multiplicity of new needs and a greater recognition of different levels and forms of educability. Hopefully, through these forms of expanded educational services it will become possible for a variety of individuals to participate more fully in the total life of the Nation.

A further factor which obviously in-

fluences the costs of educational services is inflation. All phases of the educational enterprise—salaries, facilities, equipment, supplies, and support services—have simply become more expensive to provide.

It is anticipated that the efforts of professional teacher groups to raise their relative economic status will intensify. The militant perspective of classroom teachers continues to be an important factor which, when coupled with their increasingly stronger collective bargaining position, will lead to greater demands for economic parity. The renewed insistence of teachers concerning the right to negotiate conditions of employment has important implications for the costs of public education. For example, the size of classes, increased paraprofessional assistance, and the addition of a variety of professional support staff are a few of the factors that could have a bearing on the economics of public education. Insistence on adequate programs of a remedial and compensatory nature also could become important cost factors.

Over the years, the costs of providing public education have been provided by all three levels of government. However, the incidence of support has traditionally fallen on the state and local levels. Prior to the 1965–66 school year, there was a great deal of stability in the relative support extended by the three governments. Beginning that year education became a priority function with the federal government. As a consequence, support from that source more than doubled, a level which has been roughly sustained in recent years (see Table E).

Relative sources of revenue from the local level reached an all-time low in 1972–73. In spite of this minor shift, however, local property tax revenue continues to assume the major burden for supporting the public schools.

It is important to note that many interstate differences exist in terms of the varying support provided by the different levels of government. A brief review of Table 9, for example, reveals that federal support ranged from a high in 1972–73 of 26.9 percent of the total educational public school expenditure in Mississippi to a

TABLE E
Percent of Revenue Received from Three Levels of Government for Public Elementary and Secondary Schools*

School year	Federal sources	State sources	Local sources
1957–58	4.0	89.4	56.6
1959–60	4.4	89.1	56.5
1961–62	4.3	88.7	56.9
1963–64	4.4	89.3	56.3
1965–66	7.9	89.1	53.0
1967–68	8.8	88.5	52.3
1969–70(a)	7.2	40.9	51.8
1971–72(a)	8.0	40.2	51.8
1972–73(a)	7.7	41.0	51.2

*Sources: National Education Association, *Financial Status of the Public Schools, 1971*, Committee on Education Finance, 1971, Table 30, p. 37; *Financial Status of the Public Schools, 1973*, Research Report 1973–R4, Table 35.

(a) NEA Research Division estimates.

low of 3.1 percent in Connecticut; state support levels varied from 72.4 percent in Alaska to 6.1 percent in New Hampshire; and local contributions extended from 89.8 percent in New Hampshire to 11.7 percent in Alaska (with Hawaii ignored in these comparisons since the state government directly administers and finances the public school system). Such variations are further identified in Table F which reveals those States in which there have been important changes in the relationship of state-local contributions to public education.

TABLE F
Local Share of Total State-Local Public School Revenue*
(States showing a shift of at least 5 percent)

State	Percent 1971–72	Percent 1972–73	Percentage change
United States	56.0	55.5	–0.5
Arizona	53.0	58.6	+5.6
Iowa	75.4	66.0	–9.4
New York	49.9	56.0	+6.1
Oklahoma	54.0	47.1	–6.9
Virginia	61.7	55.7	–6.0
West Virginia	43.0	36.2	–6.8

*Sources: National Education Association, *Rankings of the States, 1972*, Research Report 1972–R1, Table 93; and *Rankings of the States, 1973*, Research Report 1973–R1, Table G–11.

The role of the federal government in providing support for public elementary and secondary education has traditionally been limited. For a period in the late 1960s it appeared that massive infusions

of support might be possible but recent trends suggest this to be unlikely. In fact, many informed predictions suggest that federal involvement will decline. It seems that the federal government has other current priorities, including defense and ecology. In addition, Congress traditionally has taken the position that the financing of schools is state business. During 1972-73, of the \$51.9 billion in revenues for the public elementary and secondary schools, \$4 billion was derived from federal sources.

A persistent and troublesome problem faced by educational policy-makers concerns the development of financial provisions for the cost sharing of education between state and local governments.

Most States have some provision for a form of equalization in their educational support programs which eventuates in allocations inversely related to local school district wealth. Recently, a number of judicial rulings, which have challenged the constitutionality of the strategies by which public education is financed, have forced Legislatures to seek other means of raising and allocating educational revenue. Much of this interest was the result of the 1971 decision of the California Supreme Court, in *Serrano v. Priest*, which held the education of children could not be a function of wealth, other than the wealth of the entire State.

In March 1973, the U.S. Supreme Court reversed a similar type of decision relating to the method of financing education in Texas. By the barest of majorities, the Court held, in *San Antonio Independent School District et al. v. Rodriguez*, that the disparities in the methods of financing public schools were not in violation of the Constitution. In other words, it held that the Equal Protection Clause of the Fourteenth Amendment was not violated. However, many States do have equal protection clauses and it is assumed that considerable further litigation on the matter of educational financing can be anticipated. A major task of legislators in the years ahead will focus on this aspect of providing educational services.

In addition to addressing the overall matter of equity in the distribution of educational services, further considera-

tion will have to be given to atypical populations of children. Youngsters in the very remote rural areas, as well as those requiring education in the large urban centers, have particular needs that frequently demand increased expenditures. To some extent, special categorical grants from state and federal sources have addressed problems of this type, but the inadequacy of the current results shows that more careful analysis is clearly needed. Special programs and services must be carefully conceived in response to adequately researched areas of need. In this way, the full value and impact of education can be realized.

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TABLE 1
ESTIMATED SCHOOL-AGE POPULATION, 5 TO 17 YEARS OF AGE:
JULY 1, 1972; SCHOOL-AGE POPULATION AS PERCENTAGE OF
TOTAL POPULATION: 1972; AND TOTAL INCREASE, 1971 TO 1972*

State or other jurisdiction	Population age 5-17, 1972 (in thousands)	Total state population 1972 (in thousands)	School-age population (5-17) as percentage of total population, 1972	Total change 1971 to 1972 (in thousands)	Percent change in school-age population (5-17) 1971 to 1972
Alabama.....	917	3,510	26.1	- 12	-1.3
Alaska.....	87	325	26.8	- 1	-1.1
Arizona.....	478	1,945	24.6	- 6	-1.3
Arkansas.....	489	1,978	24.7	- 6	-1.2
California.....	4,913	20,468	24.0	- 60	-1.2
Colorado.....	580	2,357	24.6	- 5	-0.9
Connecticut.....	764	3,082	24.8	- 1	-0.1
Delaware.....	147	565	26.0	- 1	-0.7
Florida.....	1,583	7,259	21.8	- 19	-1.2
Georgia.....	1,203	4,720	25.5	- 15	-1.2
Hawaii.....	201	809	24.8	- 2	-1.0
Idaho.....	194	756	25.7	- 5	-2.6
Illinois.....	2,835	11,251	25.2	- 12	-0.4
Indiana.....	1,367	5,291	25.8	- 12	-0.9
Iowa.....	729	2,883	25.3	- 10	-1.4
Kansas.....	562	2,258	24.9	- 7	-1.2
Kentucky.....	829	3,299	25.1	- 11	-1.3
Louisiana.....	1,023	3,720	26.8	- 12	-1.2
Maine.....	254	1,029	24.7	- 4	-1.6
Maryland.....	1,036	4,056	25.5	2	0.2
Massachusetts.....	1,399	5,787	24.2	- 1	-0.1
Michigan.....	2,419	9,082	26.6	- 18	-0.7
Minnesota.....	1,033	3,896	26.5	- 13	-1.3
Mississippi.....	623	2,263	27.5	- 9	-1.4
Missouri.....	1,163	4,753	24.5	- 14	-1.2
Montana.....	190	719	26.4	- 5	-2.6
Nebraska.....	379	1,525	24.9	- 8	-2.1
Nevada.....	128	527	24.3	2	1.6
New Hampshire.....	187	771	24.3	- 2	-1.1
New Jersey.....	1,786	7,367	24.2	- 3	-0.2
New Mexico.....	304	1,065	28.5	- 4	-1.3
New York.....	4,336	18,366	23.6	- 1	-0.0
North Carolina.....	1,301	5,214	25.0	- 16	-1.2
North Dakota.....	171	632	27.1	- 3	-1.8
Ohio.....	2,780	10,783	25.8	- 26	-0.9
Oklahoma.....	620	2,634	23.5	- 17	-2.7
Oregon.....	515	2,182	23.6	- 17	-3.3
Pennsylvania.....	2,875	11,962	24.0	- 35	-1.2
Rhode Island.....	221	968	22.8	- 2	-0.9
South Carolina.....	707	2,665	26.5	- 9	-1.3
South Dakota.....	182	679	26.8	- 4	-2.2
Tennessee.....	985	4,031	24.4	- 12	-1.2
Texas.....	2,956	11,649	25.4	- 32	-1.1
Utah.....	307	1,126	27.3	- 3	-1.0
Vermont.....	116	462	25.1	- 1	-0.9
Virginia.....	1,178	4,764	24.7	- 15	-1.3
Washington.....	865	3,443	25.1	- 11	-1.3
West Virginia.....	435	1,781	24.4	- 6	-1.4
Wisconsin.....	1,182	4,520	26.2	- 15	-1.3
Wyoming.....	90	345	26.1	- 1	-1.1
District of Columbia.....	160	748	21.4	- 4	-2.5
50 States and District of Columbia.....	51,784	208,232	24.9	-504	-1.0

*Sources: National Education Association, *Financial Status of the Public Schools, 1973*, Research Report 1973-R4, Table 3;

and *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 2.

TABLE 2

ESTIMATED PUPIL ENROLLMENT, PUBLIC ELEMENTARY AND
SECONDARY SCHOOLS, 1971-72 AND 1972-73, AND
PERCENT CHANGE, 1971-72 TO 1972-73*

State or other jurisdiction	Elementary and secondary 1971-72 (total)	Public school enrollment 1972-73			Percent change in total enrollment 1971-72 to 1972-73
		Elementary	Secondary	Total	
Alabama.....	796,315	407,737	375,646	783,383	-1.7
Alaska.....	83,800	58,155	27,200	85,355	1.8
Arizona.....	461,682	385,278	156,506	541,784	14.8
Arkansas.....	458,235	245,457	213,600	459,057	0.2
California.....	4,601,550	2,750,000	1,820,000	4,570,000	-0.7
Colorado.....	564,502	312,960	265,040	578,000	2.3
Connecticut.....	675,387	478,528	195,001	673,529	-0.3
Delaware.....	135,013	71,950	62,367	134,317	-0.5
Florida.....	1,441,045	769,700(a)	667,500(a)	1,437,200(a)	-0.3
Georgia.....	1,093,407	686,601	397,801	1,084,402	0.8
Hawaii.....	182,463(a)	98,700(a)	81,400(a)	180,100(a)	-1.3
Idaho.....	185,114	91,847	92,816	184,663	-0.2
Illinois.....	2,379,982	1,480,475	907,524	2,387,999	0.3
Indiana.....	1,230,853	656,578	563,370	1,219,948	-0.9
Iowa.....	652,529	449,615	199,259	648,874	-0.6
Kansas.....	502,818	277,675	213,901	491,576	-2.3
Kentucky.....	720,309	450,213	264,394	714,607	-0.8
Louisiana.....	843,586	511,298	335,221	846,519	0.3
Maine.....	246,406	177,393	70,055	247,448	0.4
Maryland.....	922,051	508,312	412,923	921,235	-0.1
Massachusetts.....	1,191,179	670,000	520,000	1,190,000	-0.1
Michigan.....	2,212,523	1,160,128	1,032,610	2,192,738	-0.9
Minnesota.....	913,446	475,839	435,240	911,079	-0.3
Mississippi.....	529,328	302,200	224,118	526,318	-0.6
Missouri.....	1,023,374	737,884	292,124	1,030,008	0.6
Montana.....	173,417	116,980	55,076	172,056	-0.8
Nebraska.....	331,621	183,000	145,000	328,000	-1.1
Nevada.....	131,395	72,756	58,917	131,673	0.2
New Hampshire.....	164,102	96,788	71,265	168,053	2.4
New Jersey.....	1,498,000	991,000	523,000	1,514,000	1.1
New Mexico.....	288,458(b)	155,102(b)	133,725	288,827	0.1
New York.....	3,503,859	1,879,000(c)	1,632,000	3,511,000	0.2
North Carolina.....	1,171,351	799,709	358,840	1,158,549	-1.1
North Dakota.....	144,419	94,319	47,216	141,535	-2.0
Ohio.....	2,432,640	1,465,500	950,950	2,416,450	-0.7
Oklahoma.....	623,740	324,000	290,000	614,000	-1.6
Oregon.....	478,739	278,863	198,724	477,587	-0.2
Pennsylvania.....	2,370,665	1,229,100	1,139,300	2,368,400	-0.1
Rhode Island.....	190,696	116,937	72,756	189,693	-0.5
South Carolina.....	640,547	400,000	240,000	640,000	-0.1
South Dakota.....	165,287	110,222	52,016	162,238	-1.9
Tennessee.....	890,959	541,221	350,554	891,775	0.1
Texas.....	2,711,549	1,475,622	1,218,780	2,694,402	-0.6
Utah.....	305,740	162,775	142,164	304,939	-0.3
Vermont.....	112,193	68,514	44,801	113,315	1.0
Virginia.....	1,074,073	665,310	404,035	1,069,345	-0.4
Washington.....	805,049	412,792	377,710	790,502	-1.8
West Virginia.....	403,115	236,225	177,882	414,107	2.7
Wisconsin.....	999,921	574,918	420,305	995,223	-0.5
Wyoming.....	86,430	45,025	40,992	86,017	-0.5
District of Columbia.....	142,883(d)	83,869	56,049	139,918(d)	-2.1
50 States and District of Columbia.....	45,887,695	26,794,070	19,027,673	45,821,743	-0.1

*Source: National Education Association, *Estimates of School Statistics, 1972-1973*, Research Report 1972-R12, Table 2.

(a) Estimated by the NEA Research Division.

(b) 6,802 kindergarten pupils included in 1971-72, and esti-

mated 7,170 included in 1972-73.

(c) Comprise only grades K-6.

(d) Enrollments for Capitol Page and Americanization Schools not included.

TABLE 3
ESTIMATED NUMBER OF INSTRUCTIONAL STAFF MEMBERS
IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, 1972-73,
AND NUMBER OF COLLEGE STUDENTS COMPLETING
CERTIFICATION REQUIREMENTS, 1972*

State or other jurisdiction	Total instructional staff	Total 1972 graduates prepared for elementary school teaching	Total 1972 graduates prepared for high school teaching	Total 1972 graduates prepared for elementary or high school teaching
Alabama.....	35,432	1,551	3,409	4,960
Alaska.....	4,611	164	97	261
Arizona.....	25,241	1,792	1,730	3,522
Arkansas.....	21,955	704	2,347	3,051
California.....	208,500	8,033	7,847	15,880
Colorado.....	28,714	1,547	2,488	4,035
Connecticut.....	39,623	2,254	2,435	4,689
Delaware.....	7,140	305	395	700
Florida.....	77,300	3,078	3,923	7,001
Georgia.....	52,468	2,675	3,300	5,975
Hawaii.....	9,920(a)	864	600	1,464
Idaho.....	10,580	536	854	1,390
Illinois.....	119,605	6,910	10,988	17,898
Indiana.....	59,350	4,483	6,174	10,657
Iowa.....	38,854	2,098	3,623	5,721
Kansas.....	28,386	1,829	2,908	4,737
Kentucky.....	52,468	2,231	4,038	6,269
Louisiana.....	42,598	2,053	3,178	5,231
Maine.....	12,307	699	935	1,634
Maryland.....	48,006	1,613	1,582	3,195
Massachusetts.....	68,386	5,272	4,985	10,257
Michigan.....	101,090	5,994	8,923	14,917
Minnesota.....	49,070	2,287	3,935	6,222
Mississippi.....	26,295	1,433	4,059	5,492
Missouri.....	52,000	3,068	5,823	8,891
Montana.....	9,651	776	1,210	1,986
Nebraska.....	18,940	1,651	2,452	4,103
Nevada.....	6,238	241	405	646
New Hampshire.....	8,457	483	648	1,131
New Jersey.....	91,750	3,880	4,581	8,461
New Mexico.....	13,772	757	1,540	2,297
New York.....	206,197	12,273	12,616	24,889
North Carolina.....	54,672	2,823	5,214	8,037
North Dakota.....	7,750	544	1,439	1,983
Ohio.....	115,800	6,595	9,636	16,231
Oklahoma.....	30,326	2,023	3,919	5,942
Oregon.....	25,590	1,481	1,941	3,422
Pennsylvania.....	121,800	7,495	10,095	17,590
Rhode Island.....	10,819	617	724	1,341
South Carolina.....	31,200	1,115	1,818	2,933
South Dakota.....	9,079	875	1,675	2,550
Tennessee.....	40,200	2,293	4,241	6,534
Texas.....	142,900	6,812	11,120	17,932
Utah.....	13,624	1,305	1,797	3,102
Vermont.....	7,274	240	288	528
Virginia.....	57,300	2,077	3,328	5,405
Washington.....	39,038	1,932	2,993	4,925
West Virginia.....	18,947	1,204	2,334	3,538
Wisconsin.....	53,543	3,473	5,118	8,591
Wyoming.....	5,162	105	454	559
District of Columbia.....	7,733	545	553	1,098
50 States and District of Columbia.....	2,350,233	127,088	182,715	309,803

*Sources: National Education Association, *Teacher Supply and Demand in Public Schools, 1972*, Research Report 1972-R8, Table A; and *Estimates of School Statistics, 1972-73*, Research

Report 1972-R12, Table 6.
(a) Estimated by NEA Research Division.

TABLE 4

ESTIMATED AVERAGE ANNUAL SALARIES OF TOTAL
INSTRUCTIONAL STAFF AND OF CLASSROOM TEACHERS IN
PUBLIC SCHOOLS, 1972-73*

State or other jurisdiction	Instructional	Classroom teachers		Average
		Elementary	Secondary	
Alabama.....	\$ 8,262	\$ 8,024	\$ 8,184	\$ 8,105
Alaska.....	15,176	14,549	14,409	14,491
Arizona.....	10,863	10,155	11,160	10,460
Arkansas.....	7,613	7,209	7,508	7,363
California.....	12,700	11,360	12,350	11,760
Colorado.....	10,280	9,589	9,963	9,774
Connecticut.....	11,200	10,300	11,000	10,600
Delaware.....	11,100	10,430	10,770	10,610
Florida.....	9,740	9,100(a)	9,400(a)	9,220
Georgia.....	8,644	7,916	8,613	8,204
Hawaii.....	10,900(a)	10,660(a)	10,750(a)	10,700(a)
Idaho.....	8,058	7,491	7,803	7,657
Illinois.....	11,564	10,700	11,865	11,200
Indiana.....	10,300	9,600	10,120	9,856
Iowa.....	10,564	9,101	10,213	9,645
Kansas.....	8,839	8,329	8,669	8,499
Kentucky.....	8,150	7,660	8,075	7,825
Louisiana.....	9,388	8,933	9,297	9,094
Maine.....	9,277	8,699	9,424	8,988
Maryland.....	11,787	10,910	11,417	11,159
Massachusetts.....	11,200	10,440	10,600	10,520
Michigan.....	12,400	11,600	12,200	11,950
Minnesota.....	11,115	9,789	11,231	10,526
Mississippi.....	7,145	6,787	7,100	6,924
Missouri.....	9,329	8,917	9,271	9,074
Montana.....	8,908	8,461	9,696	8,908
Nebraska.....	9,080	8,200	9,300	8,730
Nevada.....	11,472	10,721	11,030	10,882
New Hampshire.....	9,313	8,890	9,238	9,045
New Jersey.....	11,750	11,050	11,460	11,230
New Mexico.....	8,600	8,368	8,537	8,452
New York.....	14,300	12,800	13,500	13,160
North Carolina.....	9,314	8,877	9,454	9,076
North Dakota.....	8,362	7,762	8,664	8,101
Ohio.....	9,800	9,100	9,650	9,300
Oklahoma.....	8,200	7,750	8,000	7,866
Oregon.....	9,949	9,412	9,720	9,567
Pennsylvania.....	11,000	10,400	10,800	10,600
Rhode Island.....	10,800	10,200	10,498	10,326
South Carolina.....	8,310	7,890(a)	8,175(a)	8,005
South Dakota.....	8,034	7,638	8,253	7,908
Tennessee.....	8,450	8,040	8,700	8,305
Texas.....	9,029	8,735	8,735	8,735
Utah.....	8,990	8,500	8,610	8,560
Vermont.....	9,110	8,380	8,890	8,610
Virginia.....	9,842	9,268	10,033	9,596
Washington.....	11,100	10,215	10,988	10,582
West Virginia.....	8,505	7,968	8,430	8,183
Wisconsin.....	10,812	10,130	10,737	10,423
Wyoming.....	9,900	9,300	9,700	9,500
District of Columbia.....	N.A.	N.A.	N.A.	N.A.
50 States and District of Columbia.....	\$10,643	\$ 9,823	\$10,460	\$10,114

*Source: National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 8.

N.A.—Not Available.

(a) Estimated by the NEA Research Division.

TABLE 5

INSTRUCTION ROOMS COMPLETED, ABANDONED, AND AVAILABLE
IN FULL-TIME PUBLIC ELEMENTARY AND SECONDARY
DAY SCHOOLS, BY STATE*

State or other jurisdiction	Completed during 1970-71 school year		Abandoned during 1970-71 school year	Available beginning of 1971-72 school year
	Total	Percent change from 1969-70 completions		
Alabama.....	N.A.	N.A.	N.A.	N.A.
Alaska.....	102	-33.8	16	3,246
Arizona.....	N.A.	N.A.	N.A.	N.A.
Arkansas.....	595	-17.9	493	19,187
California.....	N.A.	N.A.	N.A.	N.A.
Colorado.....	1,404	94.7	256	23,610
Connecticut.....	N.A.	N.A.	N.A.	N.A.
Delaware.....	276	16.0	83	5,642
Florida.....	2,529	-10.2	685	53,517
Georgia.....	1,802	-22.9	941	45,799
Hawaii.....	298	- 3.3	99	7,745
Idaho.....	157	-39.2	103	7,923
Illinois.....	1,900	- 9.5	300	101,800
Indiana.....	1,301	29.2	116	50,238
Iowa.....	425	-74.8	310	29,381
Kansas.....	717	-15.0	360	25,958
Kentucky.....	1,438	14.0	652	29,162
Louisiana.....	N.A.	N.A.	907	36,166
Maine.....	271	-51.4	214	10,463
Maryland.....	2,087	-13.4	375	35,057
Massachusetts.....	3,236	278.5	383	47,659
Michigan.....	1,808	12.9	806	93,085
Minnesota.....	2,445	25.4	542	41,657
Mississippi.....	1,381	226.5	1,297	22,356
Missouri.....	950	N.A.	967	40,182
Montana.....	N.A.	N.A.	N.A.	N.A.
Nebraska.....	684	551.4	120	16,701
Nevada.....	238	255.2	10	5,243
New Hampshire.....	241	-57.9	133	7,059
New Jersey.....	2,621	- 2.6	775	62,734
New Mexico.....	537	- 6.9	189	12,583
New York.....	5,110	21.1	1,226	143,743
North Carolina.....	1,358	-10.5	832	53,842
North Dakota.....	232	- 4	240	7,971
Ohio.....	N.A.	N.A.	N.A.	N.A.
Oklahoma.....	823	-13.7	294	27,198
Oregon.....	675	4.7	60	22,479
Pennsylvania.....	2,985	-26.5	1,010	93,364
Rhode Island.....	454	3.2	176	7,827
South Carolina.....	N.A.	N.A.	N.A.	28,834
South Dakota.....	142	- 5.3	106	7,714
Tennessee.....	900	8.7	432	34,521
Texas.....	2,092	-26.7	429	N.A.
Utah.....	95	-74.5	30	11,548
Vermont.....	441	374.2	61	5,914
Virginia.....	1,728	-38.4	1,001	50,622
Washington.....	927	-30.1	N.A.	35,915
West Virginia.....	556	36.3	359	16,825
Wisconsin.....	1,455	-58.5	593	41,171
Wyoming.....	N.A.	N.A.	N.A.	N.A.
District of Columbia.....	89	-79.3	24	5,845
50 States and District of Columbia(a).....	65,300	- 1.2	18,005	1,918,000

*Source: Betty J. Foster, *Statistics of Public Elementary and Secondary Day Schools: Fall 1971*, U.S. Department of Health, Education, and Welfare, Office of Education (Washington D.C.:

U.S. Government Printing Office, 1971), Tables 11 and 12.
N.A.—Not Available.

(a) Does not include estimates for nonreporting States.

TABLE 6
NUMBER OF SCHOOL DISTRICTS (BASIC ADMINISTRATIVE UNITS)
1951-52 AND 1972-73, AND NUMBER OF NONOPERATING DISTRICTS,
1972-73*

State or other jurisdiction	1951-52	1972-73	Percent change 1951-52 to 1972-73	Number of non- operating districts, 1972-73
Alabama.....	108	126	16.7	0
Alaska.....	27	30	11.1	0
Arizona.....	329	293	-10.9	3
Arkansas.....	425	385	-9.4	2
California.....	2,044	1,135(a)	-44.5	0
Colorado.....	1,333	181	-86.4	0
Connecticut.....	172	166	-3.5	0
Delaware.....	17	26	52.9	0
Florida.....	67	67	no change	0
Georgia.....	204	188	-7.8	0
Hawaii.....	1	1	no change	0
Idaho.....	281	115	-59.1	0
Illinois.....	3,413	1,085	-68.2	7
Indiana.....	1,115	311	-72.1	2
Iowa.....	4,649	453	-90.3	1
Kansas.....	3,704	311	-91.6	0
Kentucky.....	231	190	-17.7	0
Louisiana.....	67	66	-1.5	0
Maine.....	492	292	-40.7	56
Maryland.....	24	24	no change	0
Massachusetts.....	351	432	23.1	47
Michigan.....	4,736	604	-87.2	3
Minnesota.....	6,018	440	-92.7	3
Mississippi.....	1,989	150	-92.5	0
Missouri.....	4,573	600	-86.6	2
Montana.....	1,386	691	-50.1	57
Nebraska.....	6,499	1,350	-79.2	100
Nevada.....	177	17	-90.4	0
New Hampshire.....	238	167	-29.8	11
New Jersey.....	555	603	8.6	23
New Mexico.....	107	88	-17.8	0
New York.....	3,175	757	-76.2	20
North Carolina.....	172	152	-11.6	0
North Dakota.....	2,135	372	-82.6	34
Ohio.....	1,429	621	-56.5	0
Oklahoma.....	2,066	647	-68.7	0
Oregon.....	995	338	-66.0	1
Pennsylvania.....	2,514	567(b)	-77.4	1
Rhode Island.....	39	40	2.6	0
South Carolina.....	521	94	-82.0	0
South Dakota.....	3,390	231	-93.2	4
Tennessee.....	150	147	-2.0	0
Texas.....	2,281	1,157	-49.3	5
Utah.....	40	40	no change	0
Vermont.....	263	273	3.8	1
Virginia.....	127	140	10.2	0
Washington.....	560	316	-43.6	0
West Virginia.....	55	55	no change	0
Wisconsin.....	5,463	441	-91.9	0
Wyoming.....	313	60	-80.8	0
District of Columbia.....	1	1	no change	0
50 States and District of Columbia.....	71,021	17,036	-76.0	383

*Sources: U.S. Department of Health, Education, and Welfare, Office of Education, *Statistics of State School Systems: Organization, Staff, Pupils and Finances, 1951-52*, Table 4; National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 1.

(a) Includes 68 community college districts.
(b) Districts uniting for the operation of vocational-technical programs or special education programs are counted both individually and collectively as administrative units.

TABLE 7

STATE BOARDS OF EDUCATION AND CHIEF SCHOOL OFFICERS
FOR THE COMMON SCHOOL SYSTEMS, 1947-1973*

State	Chief method of selecting state board						Chief method of selecting chief state school officer					
	Elected by people		Appointed by Governor		Other		Elected by people		Appointed by state board		Appointed by Governor	
	1947	1973	1947	1973	1947	1973	1947	1973	1947	1973	1947	1973
Alabama.....	★	★	★	★
Alaska.....	★	★	★	★	★
Arizona.....	★	★	★
Arkansas.....	★	★	★	★
California.....	★	★	★	★
Colorado.....	★	★	★	★
Connecticut.....	★	★	★	★
Delaware.....	★	★	★	★
Florida.....	★	★	★	★
Georgia.....	★	★(a)	.....	.....	★	★	.....	.....	.....	.....
Hawaii.....	★	★	★	★
Idaho.....	★	★	★	★
Illinois.....	No state board(b)						★	★(b)	.....	.....	.....
Indiana.....	★	★
Iowa(c).....	★	★	★	★
Kansas.....	★	★	★	★
Kentucky.....	★	★	★	★
Louisiana.....	★	★	★	★
Maine(c).....	★	★	★(d)
Maryland.....	★	★	★	★
Massachusetts.....	★	★	★	★
Michigan.....	★	★	★	★
Minnesota.....	★	★(a)	.....	.....	.....	.....	★	★	.....	.....
Mississippi.....	★	★	★	★
Missouri.....	★	★	★	★
Montana.....	★	★	★	★
Nebraska(c).....	★	★	★
Nevada.....	★	★	★	★
New Hampshire.....	★	★	★	★
New Jersey.....	★	★	★	★
New Mexico.....	★	★	★	★
New York.....	★	★	★	★
North Carolina.....	★	★	★	★
North Dakota(c).....	★	★
Ohio(c).....	★	★	★
Oklahoma.....	★	★	★	★
Oregon.....	★	★	★	★
Pennsylvania.....	★	★	★
Rhode Island(c).....	★	★	★
South Carolina.....	★	★	★
South Dakota(c).....	★	★(e)	.....	.....	.....	.....
Tennessee.....	★	★	★	★
Texas.....	★	★	★	★(a)	.....	.....
Utah.....	★	★	★
Vermont.....	★	★(a)	.....	.....	.....	.....	★	★(f)	.....	.....
Virginia.....	★	★	★	★
Washington.....	★	★	★	★
West Virginia.....	★	★	★	★
Wisconsin.....	No state board				★	.....	.....	.....	.....	.....
Wyoming.....	★	★	★
Total.....	3	12	30	31	8	5	31	20	11	25	8	5

*Sources: Adapted from the Council of State Governments, *The Forty-eight State School Systems, 1949*, Tables 11 and 12 (data for Alaska and Hawaii since added); questionnaire survey of all state governments by the author in July 1973.

(a) With Senate approval.
(b) No state board as yet but legislation being prepared.
(c) No state board in 1947.

tive 1975.

(c) No state board in 1947.

(d) With advice of the state board of education and consent of the Council.

(e) Effective 1975, to be appointed by the state board of education.

(f) With the approval of the Governor.

TABLE 8
ESTIMATED EXPENDITURE FOR PUBLIC ELEMENTARY
AND SECONDARY SCHOOLS, 1972-73*

State or other jurisdiction	Total amount (in thousands of dollars)	Per pupil in ADA	Capital outlay (in thousands of dollars)	Total current expendi- ture, capital outlay and interest (in thou- sands of dollars)
Alabama.....	\$ 432,282	\$ 590	\$ 52,000	\$ 488,882
Alaska.....	118,563	1,473	31,806	161,664
Arizona.....	518,612	1,110	130,394	662,178
Arkansas.....	269,549	652	24,000	305,439
California.....	4,408,596	1,000	404,613	5,743,483
Colorado.....	513,045	955	81,600	616,045
Connecticut.....	770,000	1,241	55,000	852,500
Delaware.....	143,900	1,162	43,200	196,600
Florida.....	1,238,227	902	173,903	1,443,852
Georgia.....	786,790	782	40,000	862,790
Hawaii.....	173,620(a)	1,046(a)	32,988(a)	215,203(a)
Idaho.....	136,290	772	14,000	153,375
Illinois.....	2,415,130	1,144	248,500	2,853,950
Indiana.....	967,740(a)	878(a)	100,000(a)	1,115,240(a)
Iowa.....	652,731	1,058	96,697	765,513
Kansas.....	410,625	919	48,163	485,925
Kentucky.....	455,000	693	35,653	513,153
Louisiana.....	717,261	927	64,500	806,361
Maine.....	194,800	840	20,000	226,800
Maryland.....	991,484	1,188	304,959	1,341,439
Massachusetts.....	1,240,000	1,102	98,500	1,415,500
Michigan.....	2,339,000(a)	1,183(a)	285,000(a)	2,761,000(a)
Minnesota.....	994,000	1,146	145,000	1,228,500
Mississippi.....	338,875	689	26,000	401,575
Missouri.....	806,993	881	93,417	958,160
Montana.....	150,617(a)	943(a)	5,000(a)	163,417(a)
Nebraska.....	228,000	735	40,000	283,000
Nevada.....	117,500	971	20,000	147,000
New Hampshire.....	138,463	892	20,000	163,901
New Jersey.....	1,834,000	1,352	120,000	2,070,000
New Mexico.....	227,720	829	27,325	267,309
New York.....	5,006,400	1,584	510,000	5,923,000
North Carolina.....	858,131	802	70,000	1,015,179
North Dakota.....	116,760	855	11,000	133,260
Ohio.....	2,112,000	945	150,000	2,337,000
Oklahoma.....	385,000	704	35,000	428,500
Oregon.....	437,208	1,004	54,000	503,208
Pennsylvania.....	2,581,434	1,177	166,100	3,058,900
Rhode Island.....	200,944	1,116	15,471	223,534
South Carolina.....	435,000	751	45,000	497,000
South Dakota.....	128,900	833	11,000	143,800
Tennessee.....	616,850	730	40,000	694,350
Texas.....	2,598,950	1,044	314,208	3,028,835
Utah.....	212,500	739	25,000	248,950
Vermont.....	126,230(a)	1,211(a)	14,000(a)	143,670(a)
Virginia.....	918,434	920	130,000	1,101,194
Washington.....	681,030	929	81,724	857,417
West Virginia.....	289,545	749	26,382	325,093
Wisconsin.....	1,019,962	1,134	61,362	1,133,767
Wyoming.....	77,600(a)	960(a)	5,800(a)	85,000(a)
District of Columbia.....	167,885	1,327	37,780	211,217
50 States and District of Columbia.....	\$43,700,176	\$1,034	\$4,686,045	\$51,762,628

*Source: National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 12.

(a) Estimated by the NEA Research Division.

TABLE 9
ESTIMATED REVENUE RECEIPTS, PUBLIC SCHOOLS, 1972-73, AND
STATE AND LOCAL TAX COLLECTION AS A PERCENTAGE
OF PERSONAL INCOME, 1971*

State or other jurisdiction	Total receipts (in thousands of dollars)	Receipts by source, percentages			Total state and local tax collec- tions as a percentage of personal income
		Federal	State	Local (a)	
Alabama.....	\$ 503,064	17.6	63.6	18.9	3.7
Alaska.....	145,416	15.9	72.4	11.7	7.7
Arizona.....	522,669	7.4	38.4	54.3	5.8
Arkansas.....	308,084	15.3	48.0	36.7	4.0
California.....	5,823,356	6.8	36.7	56.5	5.5
Colorado.....	626,868	7.7	28.0	64.3	5.5
Connecticut.....	935,110	3.1	23.1	73.8	5.5
Delaware.....	178,400	7.3	68.8	23.9	5.9
Florida.....	1,413,770	10.8	53.9	35.3	4.3
Georgia.....	819,841	12.3	53.3	34.5	3.9
Hawaii.....	233,000(b)	8.0	89.0	3.0	5.4
Idaho.....	155,317	12.7	39.3	48.0	5.1
Illinois.....	3,009,770	6.2	38.6	55.2	4.8
Indiana.....	1,253,000	5.0	31.1	63.8	5.5
Iowa.....	753,103	3.7	32.7	63.6	5.9
Kansas.....	508,436	8.0	27.4	64.6	4.8
Kentucky.....	570,700	15.8	55.1	29.1	4.1
Louisiana.....	783,651	14.7	55.6	29.7	5.5
Maine.....	217,425	9.3	34.5	56.2	5.5
Maryland.....	1,345,994	6.9	47.8	45.3	6.1
Massachusetts.....	1,386,500	5.2	24.2	70.7	4.4
Michigan.....	2,430,000(b)	3.8	47.6	48.6	5.8
Minnesota.....	1,313,000	4.5	55.0	40.5	7.0
Mississippi.....	398,700	26.9	48.9	24.2	4.4
Missouri.....	1,028,402	8.3	34.9	56.8	4.8
Montana.....	162,700(b)	8.5	25.2	66.3	5.7
Nebraska.....	252,500	6.7	17.4	75.8	3.8
Nevada.....	146,392	5.9	42.0	52.1	5.0
New Hampshire.....	164,146	4.1	6.1	89.8	4.8
New Jersey.....	2,125,000	4.7	26.6	68.7	5.3
New Mexico.....	257,233	18.2	63.0	18.9	5.7
New York.....	5,972,000	6.0	41.4	52.6	5.8
North Carolina.....	1,059,632	15.6	63.7	20.8	4.8
North Dakota.....	135,010	11.7	29.2	59.1	5.2
Ohio.....	2,408,000	5.7	33.1	61.2	4.6
Oklahoma.....	474,300	10.4	47.4	42.2	4.3
Oregon.....	520,280	4.5	19.9	75.6	5.8
Pennsylvania.....	3,070,000	6.3	47.5	46.2	5.3
Rhode Island.....	202,994	8.9	37.4	53.8	4.4
South Carolina.....	520,000	17.3	54.8	27.9	5.0
South Dakota.....	146,000	12.7	15.1	72.3	5.4
Tennessee.....	704,678	13.1	45.1	41.9	4.3
Texas.....	2,518,633	10.7	46.3	43.0	4.8
Utah.....	262,500	9.1	53.0	37.9	6.0
Vermont.....	136,330(b)	6.1	33.0	60.9	7.7
Virginia.....	1,170,743	10.4	39.7	50.0	4.9
Washington.....	955,318	8.7	47.2	44.0	5.4
West Virginia.....	340,692	12.4	55.9	31.7	4.8
Wisconsin.....	1,193,772	3.8	31.7	64.5	5.9
Wyoming.....	82,000(b)	7.9	30.7	61.3	6.2
District of Columbia.....	211,217	12.8	....	87.2	N.A.
50 States and District of Columbia	\$51,855,646	7.7	41.0	51.2	5.2

*Sources: National Education Association, *Estimates of School Statistics, 1972-73*, Research Report 1972-R12, Table 10, and *Rankings of the States, 1973*, Research Report 1973-R1, Table G4.

N.A.—Not Available.
(a) Includes funds from local and intermediate sources, gifts, tuition, and fees from patrons.
(b) Estimated by the NEA Research Division.

HIGHER EDUCATION

BY RICHARD M. MILLARD AND NANCY M. BERVE*

CHANGING PATTERNS

WHILE THE STUDENT unrest that dominated the period from 1969 to 1971 has abated and even the financial crisis underlined in *The New Depression in Higher Education*¹ has not had as severe an impact as originally forecast,² concern about students remains a paramount issue in postsecondary education. The days of constantly expanding enrollments seem to be over for the foreseeable future if one is talking primarily about the traditional college-age students (18 to 22 year olds) attending colleges and universities. While the population peak of 18 to 21 year olds may not pass until the mid- or late-1970s, the percentage of students going to college is dropping. In 1972, the percentage of male 18 to 19 year olds attending college dropped from a high of 44.7 percent in 1969 to the 1962 level of 37.6 percent, and the percentage of 20- to 22-year-old males dropped from 44 percent in 1969 to 36 percent. The percentage of women students 18 to 21 years old leveled off at 34.4 percent in 1969 and 34.3 percent in 1972. Only the percentage of women 20 to 22 years old has continued to increase but only by 1.6 percent since 1969 to 25.6 percent.

While the decrease in males may be due in part to reduced threat from the draft, the prospects of additional students from the traditional college-age group do not look bright. Between 1960 and 1970 the number of 5 year olds dropped 15

percent. The national birthrate has reached the level of zero population growth and still is dropping.³

In addition to the general population picture, the competition for traditional college-age students from nontraditional and other types of postsecondary educational institutions appears to be increasing. Students seeking skilled training are going to proprietary and industrial schools in increasing numbers. A directory of postsecondary schools with occupational programs in 1971, admittedly incomplete, lists 5,036 proprietary schools.⁴ Unpublished figures from the National Center for Educational Statistics suggest total enrollments in proprietary institutions of over 2 million students, excluding those in in-service training at industrial organizations. Recent federal legislation extending access to federal student aid to students at proprietary schools will continue to reinforce the role of these institutions as an important option for students of college age.

To the extent that postsecondary educational institutions rely primarily upon the traditional college-age population for students, these factors portend decreasing postsecondary educational enrollments, increasing competition for students, and, to the extent that tuition in private institutions and appropriations in public institutions are related to enrollments, decreasing income.

There are, however, counter trends that may offset declining college-age populations. Among these is the increasing interest on the part of the post-

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¹Earl F. Cheit, *The New Depression in Higher Education* (New York: McGraw-Hill Book Company, 1971).

²Earl Cheit, *The New Depression in Higher Education—Two Years Later* (New York: McGraw-Hill Book Company, 1973).

³U.S. Bureau of the Census, *Chronicle of Higher Education* (Washington, D.C.: March 5, 1973), p. 1.

⁴National Center for Educational Statistics, *Directory of Postsecondary Schools with Occupational Programs, 1971* (Public and Private) (Washington, D.C.: U.S. Office of Education, 1973), p. xviii.

college-age population in adult and continuing education—lifelong learning. One conservative estimate says there are 12 to 13 million persons in some form of adult and continuing education.⁵

Added to lifelong learning for adults is a growing tendency by some 18 to 21 year olds to reject or modify the assumption that the appropriate time for postsecondary education is immediately after completion of secondary school. Part-time enrollments are increasing. Some students are delaying the start of their postsecondary education in favor of broadened experience with work, travel, and social service. Others are not only migrating from institution to institution but also are being encouraged to follow a program of "dropping in" and "stopping out."

INNOVATION

Closely related to the changing pattern of student enrollment is the continuing and growing concern for postsecondary educational innovation. The day of the traditional campus as the sole or primary center for learning for many students seems to be waning. The growing emphasis on off-campus programs, external degrees, evaluation of noncollegiate experience through proficiency examinations, utilization of learning centers, two-way microwave as well as regular television exhibit promise not only of changing institutional patterns in colleges and universities but also opening postsecondary educational opportunities to many persons formerly excluded.

The Commission on Nontraditional Study estimates some 1,000 to 1,400 innovative programs were conducted by American colleges and universities in 1972.⁶ The number of such programs continues to grow and includes not only individual

institutions but also state agencies and consortia of institutions. State agency operations are separate from the formal campuses. The commission reports that of 641 institutional programs investigated in some detail only 35 used their campuses as the principal location for their nontraditional programs. The impetus toward such programs has increased even with limited federal appropriations. This trend may call for reconsidering campuses as logistical bases for education rather than as places for resident students.

TUITION

The question of who shall pay for postsecondary education and how much has become a central issue, particularly as it relates to the differential in tuition between public and private institutions. The question of whether, in terms of ability to pay, students should bear more of the cost of their education in traditionally low-tuition public institutions has been a persistent one. The increasing gap between public and private tuitions, coupled with the financial problems of many private institutions, has created additional pressure for increase of tuition at public institutions. While both public and private tuitions have increased the past five years, public tuition has increased more slowly than private tuition so that the historical ratio of 1 to 3 has increased to more than 1 to 4.⁷

The Carnegie Commission on Higher Education and the Committee for Economic Development called in 1973 for increased public tuition accompanied by increased student assistance to preserve postsecondary educational opportunity for the economically disadvantaged. The Carnegie Commission recommended that public tuition be raised to one third the educational cost and that tuition vary by level with upper division and graduate students paying proportionately more than lower division students. This would establish a ratio between private and public tuitions closer to 2.5 to 1. The Committee for Economic Development (CED)

⁵Lyman Glenny, *Statewide Planning and Local Autonomy*. The Commission on Nontraditional Study in *Diversity by Design* (San Francisco: Jossey-Bass Publishers, 1973) on the basis of a sample survey conducted in the summer of 1972 estimates that some 32.1 million people received part-time instruction of some type during the previous year, p. 16.

⁶Commission on Nontraditional Study, *Diversity by Design* (San Francisco: Jossey-Bass Publishers, 1973), p. 44.

⁷The Carnegie Commission on Higher Education, *Higher Education: Who Pays? Who Benefits? Who Should Pay?* (New York: McGraw-Hill Book Company, 1973), pp. 10-11.

recommended that public tuitions be set at 50 percent of instructional costs.⁸ In the case of the CED, the argument rests primarily on ability to pay and increased income to institutions with the public/private differential as a secondary consideration. Those who oppose the Carnegie and CED recommendations suggest that aid to private institutions and tuition in public institutions are separate issues and that there is no assurance that increasing public tuitions would necessarily increase funds available to public institutions particularly in those States where tuitions are paid into general funds. It seems clear that questions of tuition in public institutions and aid to private institutions will have to be faced in most States in the immediate future.

RESIDENCY AND TUITION

Closely related to tuition income is the question of differential tuition for resident and nonresident students at public higher educational institutions. Traditionally, States have set tuition for nonresident students considerably higher than for resident students. Such nonresident tuition has accounted for a considerable amount of income. In 1972, nonresident tuition accounted for over an estimated \$300 million income in the 50 States.⁹

With the lowering of the voting age to 18 years and the lowering of age of majority below 21 years in a number of States, plus court decisions reducing residency requirements for welfare, a number of court cases (e.g., Arizona, California, Connecticut, Minnesota, Washington) have challenged the States' right to charge different tuition rates for nonresidents. Two issues are at stake: first, the right to charge differential tuition; and, second, assuming that right, the further right of a State to rule that a student could not obtain the status of a resident while a student. The Connecticut case, *Vlandis*

v. Kline, reached the U.S. Supreme Court. In a decision handed down in June 1973, the court ruled that the State does have the right to charge differential tuition to nonresidents, but that it does not have the right to prevent a student from becoming a resident while a student. In the light of the court's earlier affirmation of the Minnesota case, *Starnes v. Malkerson*, it would appear that the courts do consider a year plus other evidence not unreasonable in order to establish residency. While this will affect nonresident income, it will not have the disastrous effect that complete removal of nonresident status would have had for many States.

COORDINATION AND GOVERNANCE

The movement toward more effective statewide planning, coordinating, and governing structures for higher and postsecondary education continues. While three States have no statewide agency, most States have concluded that adequate planning is essential to effectively meet postsecondary educational needs within available resources. In 1972 and 1973 Legislatures in California, Kentucky, Louisiana, Maryland, Montana, Rhode Island, Tennessee, and Wyoming strengthened their coordinating or governing agencies. Louisiana currently is reviewing its total educational coordinating and governing structure in constitutional convention.

FEDERAL LEGISLATION

On January 23, 1972, Congress passed and the President subsequently signed the most comprehensive higher education act in the history of the country, the Education Amendments of 1972 (P.L. 92-318). While the law continued most of the programs in the Higher Education Act of 1965, it constituted a new departure with major implications for the States in a number of respects.

First, the act was addressed not just to traditional higher education, but to the range of postsecondary education—public, private, and proprietary—including vocational and technical education. Second, it contained a complex of student aid provisions which, if funded, would have gone far toward meeting the goals

⁸Committee for Economic Development, *The Management and Financing of Colleges* (New York: 1973), pp. 69-70.

⁹Robert Carbone, "Voting Rights and the Nonresident Student," *Higher Education in the States*, vol. 3, no. 7 (Denver, Colorado: Education Commission of the States, 1972), p. 195.

stated by both Presidents Johnson and Nixon that no student should be barred from a college education for financial reasons. In addition to continuing existing programs, it created the Student Loan Marketing Association to serve as a secondary market and warehousing facility for insured student loans. It developed two new programs that constituted major departures for the federal government: the Basic Educational Opportunity Grants Program (BEOG) and the State Student Incentive Grants Program.

The BEOG programs included the concept of entitlement of any student regardless of the institution he planned to attend of up to one half of the actual cost of attendance at that institution with a maximum of \$1,400 less expected family contribution. Unlike other grant programs, entitlement under BEOG does not depend on acceptance at a particular institution. In theory, the student is a free agent to take his various entitlements to the institution of his choice, including proprietary institutions. Part-time students also receive aid on a proportional basis.

The State Student Incentive Grant Program recognizes for the first time the major contribution States make to student aid and is designed to encourage expansion of state grant programs. Under the program, the federal government would match any new state funds appropriated subsequent to 1970 for student aid administered by a single state agency.

Third, the act provided general aid for the first time to nonprofit higher educational institutions through cost-of-education payments based upon the number of students receiving Basic Educational Opportunity Grants in relation to total enrollment of the institution. Fourth, through the Fund for the Improvement of Postsecondary Education, the act provided funds to institutions, organizations, or agencies for experimentation with non-traditional education, innovation, and reform. Fifth, the act called for major reinforcement through the States of planning for and development of community colleges and occupational education.

Sixth, the act recognized the critical importance of the States in comprehen-

sive planning for postsecondary education and provided for the designation of existing agencies or creation of new agencies as state postsecondary education commissions. Responsibilities of state commissions included general comprehensive planning for postsecondary education and specific planning for community colleges and occupational education.

Finally, the act called for the establishment of a National Commission on the Financing of Postsecondary Education to study alternatives for financing postsecondary education. Among other items, the commission specifically was charged with suggesting "national standards for determining the normal per student costs of providing postsecondary education for students in attendance at various types and classes of institutions of higher education." Thus, the act raises the issue of accountability of institutions at the national as well as state levels.

While the act was hailed as landmark legislation by the Congress and the postsecondary education community, subsequent federal action in terms of implementation was disappointing. Through administrative action or inaction most of the new programs and many of the continuing programs under the 1965 act either have been phased out, not implemented, or in effect cancelled. No planning funds have been proposed. Guidelines for the designation or establishment of state postsecondary commissions have not been released. The Administration neither recommended funding for the State Student Incentive Program nor released guidelines for it. In the fiscal year 1973 supplementary budget, the Administration requested funds for the BEOG program but not for the supplementary grants or the National Defense Loan Program. Congress changed the President's request and funded all four national student aid programs, but with the result that to make the BEOG program effective at all it had to be limited to full-time freshmen for fall 1973. Delays in developing guidelines and family contribution schedules under BEOG plus confusion in the Guaranteed Student Loan Program resulted in uncertainty and undersubscription in various student

aid programs. No attempt was made to fund institutions.

Despite failure in federal implementation, the act has had major impact on institutions and States and gives every indication of possibly greater impact in the future.

First, it has focused state and national attention on the range of postsecondary education in contrast to traditional higher education. Second, most States have devoted considerable attention to the question of postsecondary education commissions even though no guidelines have been released. Legislation to create or designate such commissions has been passed in seven States (California, Connecticut, Montana, New Hampshire, New Mexico, South Dakota, and Wyoming). In ten more States, commissions were designated by executive action (Alabama, Louisiana, Maryland, Mississippi, Missouri, Oklahoma, Oregon, Texas, Virginia and Washington). In most other States, plans have been delayed until it can be determined when and if the federal government will act.

Third, the report of the National Commission on the Financing of Postsecondary Education may have major impact on future legislation and funding as well as on the forms of financial accountability of postsecondary educational institutions at state and federal levels.

Finally, the various discussions in relation to the act, its implementation or lack of it, have refocused the attention of both institutions, national higher educational organizations, and the Congress on the role and responsibilities of the States in postsecondary education.

CAMPUS DEVELOPMENTS

Student Enrollments

Preliminary U.S. Office of Education estimates for total enrollment in the fall of 1973 seem to bear out the prediction of a leveling off in the number of high school students going on to traditional postsecondary education. The estimates indicate that enrollments increased in 1973 over 1972 by only 1.85 percent, in contrast to a 2.97 percent increase in 1972 and an increase of 9 percent in 1967.

Total enrollment (degree and nondegree) in public and private institutions in 1971 was 8,949,000; 9,215,000 in 1972; and estimated at 9,385,000 for fall 1973. In 1972, 8,265,000 students were enrolled for degree credit. Of these, 11.4 percent were in graduate work, 66.9 percent in undergraduate and first professional degree programs, and 21.7 percent in two-year degree credit programs. In 1972, the ratio of men to women in degree-credit enrollment was approximating the 50-50 level (57 percent men, 43 percent women), in contrast to a 4-3 ratio in 1968 and a 3-2 ratio in 1969. The percentage of degree-credit enrollments in private institutions continued to drop—from 27 percent in 1970 to 25 percent in 1972—and is predicted to drop at least .5 percent in the fall of 1973.¹⁰

Thirty new junior and community college campuses opened during 1972-73, bringing the total to 964 institutions (732 public, 232 private) as compared with 892 (654 public, 238 private) in 1969.¹¹ Twenty new two-year campuses opened in 1973-74. Eight are announced for 1974-75. In 1972-73, five private two-year institutions were converted to public institutions.¹² However, after several years of rapid growth, a similar trend of decreasing rate of enrollment growth can be noted in the two-year sector. In 1971, the percentage increase over fall 1970 was 11.8 percent, in 1972 7.2 percent, and projections for 1973 are as low as 5 percent. Total enrollment in two-year public and private institutions (degree and nondegree) in the fall of 1971 was 2,486,000, in 1972 2,666,000, and the enrollment for 1973 is estimated at 2,799,000.¹³

State colleges and universities reported a 5 percent decrease in applications for fall 1973. This was the second year of decreases in fall applications, even though the decrease in fall 1972 was only .9 percent. The area of greatest decrease was in freshman applications. Economic factors, particularly the delay in federal student aid funds, appeared the prime reason. As

¹⁰U.S. Office of Education unpublished figures.

¹¹Ibid.

¹²*Chronicle of Higher Education*, vol. VIII, no. 1 (Washington, D.C.: September 24, 1973), p. 2.

¹³U.S. Office of Education unpublished figures.

Type of Charge	Public		Private	
	1973-74 amount	Percent increase from 1971-72	1973-74 amount	Percent increase from 1971-72
Tuition and fees	\$ 424	12.8	\$2,095	15.1
Board (7-day basis)	593	7.6	648	7.5
Room	488	13.5	556	12.6
Totals	\$1,505		\$3,299	

the median range of family income for state colleges and universities fell below \$10,000, it was necessary for almost one half the institutions to provide financial assistance for between 26 and 50 percent of their undergraduates and 18 percent had to arrange aid for more than 51 percent of their undergraduates.¹⁴

In 1971-72, the estimated number of bachelor's and advanced degrees conferred by colleges and universities in the States reached 1,192,000. Of these, 71 percent were bachelor's and first professional degrees (921,000), and 29 percent were graduate (271,000). The percentage increase of master's degrees and doctorates continues to slow with an estimated increase of only 3.2 percent from 1970-71 to 1971-72 and about 5 percent projected for both 1973 and 1974. If the U.S. Office of Education projections prove correct, the number of bachelor's and first professional degrees will pass the million mark in 1973-74 and the number of master's degrees and doctorates will have more than doubled in the 10-year period since 1963-64 (120,041 in 1963-64; 302,000 in 1973-74).

Faculty

The number of regular full-time and part-time instructional staff in institutions of higher education is estimated for fall 1973 at 607,000, an increase of 2.5 percent over 1971. This contrasts with an estimated increase of 8 percent in 1971 over fall 1969.¹⁵

For the first time in several years, the average increase in faculty salaries in 1972 represented an increase in real purchasing power according to an American Association of University Professors survey. Faculty salaries and fringe benefits

increased an average of 5 percent while the Consumer Price Index rose 3.3 percent. The average salary for all faculty ranks during 1972-73 was \$14,552, ranging from an average of \$19,751 for professors to \$9,873 for instructors. In contrast to previous years when faculty salary increases in the public sector averaged 4.7 percent and total compensation increased 5.6 percent, the salaries in the private sector averaged only 3.7 percent, with total compensation increases averaging 4.9 percent.¹⁶

Student Costs

In fall 1973, the average cost of tuition and required fees for undergraduates in private universities and four-year colleges was four and one half times the average cost in public universities and four-year colleges. The average costs in private two-year colleges were six times the average in public two-year colleges in contrast to seven and one half times in 1971. The table above shows the percentage increases (in current dollars) estimated for the period 1972-73 to 1973-74.¹⁷

Total charges for resident undergraduates at state universities and land-grant colleges rose 5 percent in the fall of 1973 over fall 1972. In these institutions, the 1973-74 national median for tuition and required fees, room, and board is \$1,514 for residents and \$2,443 for nonresidents.¹⁸

Higher Education Expenditures

Expenditures from current funds and capital outlay for higher education for 1972-73 were estimated at \$32.5 billion,

¹⁴American Association of State Colleges and Universities, *Memo: To the President*, vol. 13, no. 5 (Washington, D.C.: May 1, 1973), pp. 9-10.

¹⁵U.S. Office of Education unpublished figures.

¹⁶National Association of State Universities and Land-Grant Colleges survey, *Chronicle of Higher Education*, vol. VIII, no. 3 (Washington, D.C.: October 9, 1973), p. 2.

¹⁴American Association of State Colleges and Universities, *Memo: To the President*, vol. 13, no. 7 (Washington, D.C.: July 9, 1973), p. 2.

¹⁵U.S. Office of Education unpublished figures.

an increase of 8.7 percent over the previous year. This compares with an increase of 21 percent from 1968-69 to 1969-70. Projections for 1973-74 show that the rate of increase will continue to diminish to 6.8 percent. Current expenditures and interest for public institutions are estimated at \$19.2 billion for 1973-74 and \$10.3 billion for private institutions, an increase of 3.8 percent over 1972-73 for the public sector and 3 percent for the private sector.

Voluntary Support

A major increase in contributions by foundations raised the value of private gifts in 1971-72 to colleges and universities to a record \$2.02 billion, an 8.6 percent increase over the previous year's total, and reversed a decrease which began in the late 1960s. Foundation grants rose approximately 25 percent over 1970-71 according to the Council for Financial Aid to Education. This increase came about, in part, because the Tax Reform Act of 1969 required foundations to distribute a given percentage of their assets each year. Gifts from alumni, other individuals, business corporations, and other voluntary sources increased in 1971-72. In previous years, only alumni and other individual contributions had shown increases. For example, funds from the business sector increased by 13.6 percent in 1971-72 compared with a 5.7 percent decline in 1970-71.

Private institutions received the major portion of the support with \$1.27 billion awarded to 713 institutions, an increase of 9.6 percent from 1970-71. Public four-year colleges gained 9.5 percent to \$356.3 million. The greatest percentage gain was at private men's colleges, 20 of which received \$28.6 million, or a 25 percent increase. The institutions with the largest private support during 1971-72 were:¹⁹

1. Emory University	\$46.9 million
2. Harvard University	46.5 million
3. Yale University	43.3 million
4. University of California	35.5 million
5. University of Texas	33.1 million

6. Columbia University	33.1 million
7. Stanford University	32.7 million
8. New York University	28.5 million
9. Cornell University	27.4 million
10. Princeton University	27.2 million

Appropriations

During the two-year period 1971-72 to 1973-74, state operating expenditures grew 25 percent, about the same as the previous two years but far below the 40 percent average of the 1960s. According to a comparative compilation, three recent two-year periods show the trend: from 1967-68 to 1969-70, appropriations increased 38.5 percent; from 1969-70 to 1971-72, they increased 24 percent; and from 1971-72 to 1973-74, the increase was 25 percent. The States reported a total of about \$9.7 billion in appropriations for 1973-74, compared with \$8.5 billion in 1972-73 and \$7.7 billion in 1971-72. A state-by-state analysis is contained in Table 6.

California led with the largest amount appropriated, followed by New York, Illinois, Texas, and Michigan. Some of the larger States seem to be maintaining their above-average rate of growth, while the rate of increase in other States has slowed. The largest gainers were Western States, which are growing rapidly in population. Appropriations to community colleges and technical schools are increasing more rapidly than those for other types of institutions. States also are putting more funds into private institutions.

Federal Support

In the fall of 1973, the U.S. Office of Education estimated that federal obligations for higher education would reach \$6 billion by 1974, an increase of \$1 billion over fiscal year 1972 (see Table 5). However, after extensive research, the National Commission on the Financing of Postsecondary Education estimated that by 1971-1972, total federal spending for postsecondary education had reached \$9.2 billion. This rapid growth in federal spending began in the years immediately following World War II when thousands of veterans took advantage of their GI Bill benefits to enroll in colleges, universities, and trade schools. As large as this figure appears, it represents only 17 per-

¹⁹*Chronicle of Higher Education*, vol. VII, no. 30 (Washington, D.C.: April 30, 1973), pp. 8-9.

cent of the total financing for institutions, as compared with 35 percent from state and local support, and 27 percent of the student financial aid support (see Table 1).

Moreover, a majority of these programs are administered by only a few of the total number of agencies involved with postsecondary education. The table adjacent shows the five major agencies, together with their estimated fiscal year 1972 outlays, which account for 90 percent of federal expenditures.

The National Science Foundation reported that federal support awarded directly to higher educational institutions increased 18 percent, or \$643 million, in fiscal year 1972. The 100 universities receiving the largest amounts of federal funds accounted for \$2.6 billion of the \$4.1 billion total in 1972.

Although their total amount increased 11 percent, the concentration of funds going to these 100 institutions in relation to all institutions dropped from 69 per-

cent in 1971 to 65 percent in 1972 (see Table 4).

Selected Postsecondary Education Outlays by
Major Participating Agencies, Fiscal 1972¹
(In millions of dollars)

Agency	Amount	Percent of total
Department of Health, Education, and Welfare	\$4,090.4	44.3
Veterans Administration .	2,006.5	21.7
Department of Defense...	1,082.6	11.7
Department of Labor....	898.2	9.7
National Science Foundation	390.2	4.2
Subtotal	\$8,467.9	91.7
All Other Agencies.....	769.0	8.3
Total	\$9,236.9 ²	100.0

¹National Commission on the Financing of Postsecondary Education unpublished figures.

²Includes an estimated \$1.1 billion in student aid that helps students meet their normal living costs.

TABLE 1
ESTIMATED TOTAL FINANCING FOR POSTSECONDARY EDUCATION,
1971-72, BY SOURCE AND MAJOR FINANCING MECHANISM*
(In millions)

Financing category	Tuition and fees	State and local support	Federal support	Gifts and endowment	Auxiliary enterprises and other	All sources	
						Amount	Percent
Institutional support							
General institutional support..	\$6,200	\$7,950	\$ 457	\$ 900	...	\$15,507	53
Categorical aid (current).....	...	350	2,978	1,050	\$3,500	7,878	27
Construction aid.....	...	500	442	550	...	1,492	5
Tax benefits.....	...	(a)	(a)	...	...	(a)	...
Other institutional aid.....	...	...	308	...	...	308	...
Total institutional support..	6,200	8,800	4,185	2,500	3,500	25,185	85
Percent of total.....	24	35	17	10	14	100	
Student financial aid							
Grants and scholarships.....	...	290	3,334	195	...	3,819	13
Loans (subsidized).....	...	10	568	5	...	583	2
Tax benefits.....	...	(a)	(a)	...	...	(a)	...
Total student aid.....	...	300	3,902	200	...	4,402	15
Percent of total.....	...	7	88	5	...	100	...
Total financing.....	6,200	9,100	8,087	2,700	3,500	29,587	100
Percent of total.....	21	31	27	9	12	100	

*National Commission on the Financing of Postsecondary Education unpublished figures.

(a) No estimate available.

TABLE 2
TOTAL ENROLLMENTS, 1972*
(Including degree credit and nondegree credit students)

State or other jurisdiction	Total enrollment		First-time enrollment	
	Number of students 1972	Percent change 1970-72	Number of students 1972	Percent change 1970-72
United States.....	9,214,860	8.4	2,119,018	1.6
Alabama.....	118,755	15.6	26,950	7.8
Alaska.....	13,745	37.2	2,415	3.2
Arizona.....	123,722	12.4	30,294	- 8.9
Arkansas.....	53,923	4.4	13,732	4.0
California.....	1,374,976	9.5	288,311	- 1.2
Colorado.....	129,153	6.2	29,954	1.4
Connecticut.....	131,012	4.9	29,552	- 5.6
Delaware.....	27,761	16.4	8,189	3.4
Florida.....	260,148	11.1	59,844	2.3
Georgia.....	141,179	11.9	28,873	3.9
Hawaii.....	42,542	16.5	9,959	-10.2
Idaho.....	35,127	1.2	11,136	.07
Illinois.....	486,384	7.2	115,946	- 1.5
Indiana.....	201,424	5.4	45,075	3.6
Iowa.....	109,470	1.1	30,374	3.4
Kansas.....	107,858	6.5	25,706	- 4.1
Kentucky.....	108,178	11.6	23,142	4.3
Louisiana.....	134,389	11.3	29,222	4.2
Maine.....	34,551	7.4	8,486	-10.3
Maryland.....	168,011	13.1	35,322	4.0
Massachusetts.....	321,939	6.2	77,609	- 1.4
Michigan.....	406,688	3.2	99,358	7.3
Minnesota.....	158,005	- .7	34,637	- 5.2
Mississippi.....	80,276	9.8	22,493	- 1.2
Missouri.....	188,851	2.9	40,457	- 5.1
Montana.....	28,195	- 5.1	6,960	-17.5
Nebraska.....	66,054	- .5	14,782	- 5.8
Nevada.....	17,271	33.3	4,628	11.1
New Hampshire.....	30,199	4.0	7,181	- 5.2
New Jersey.....	240,891	14.5	60,545	8.5
New Mexico.....	48,493	10.9	9,450	- .7
New York.....	850,478	9.5	173,277	2.0
North Carolina.....	198,510	15.7	59,520	9.3
North Dakota.....	29,765	- 2.4	9,209	.02
Ohio.....	390,271	5.1	89,114	.8
Oklahoma.....	122,183	11.5	28,849	10.4
Oregon.....	123,209	7.8	35,482	8.1
Pennsylvania.....	429,691	4.7	98,002	8.5
Rhode Island.....	50,004	10.9	20,641	-13.9
South Carolina.....	93,796	33.6	25,269	4.1
South Dakota.....	28,900	- 6.0	7,063	- 4.8
Tennessee.....	147,299	8.7	30,788	3.2
Texas.....	487,642	11.2	103,340	4.2
Utah.....	82,278	4.0	17,755	4.7
Vermont.....	25,712	16.3	6,476	3.0
Virginia.....	176,484	18.3	47,179	.8
Washington.....	193,122	7.1	56,449	5.9
West Virginia.....	63,608	.6	14,696	-12.6
Wisconsin.....	217,835	8.1	55,216	5.7
Wyoming.....	17,651	17.5	4,880	-14.1
District of Columbia.....	80,472	6.0	11,133	- 1.3
U.S. Service Schools.....	16,780	- 1.5	4,098	- 6.5
Outlying Areas.....	82,927	21.6	16,929	3.1
American Samoa.....	848	(a)	(a)	
Canal Zone.....	1,476	18.6	612	7.6
Guam.....	3,351	42.7	767	29.6
Puerto Rico.....	75,355	19.3	15,284	.9
TTPI.....	121	(a)	(a)	
Virgin Islands.....	1,776	22.8	153	31.9

*Source: U.S. Office of Education unpublished figures.

(a) Not available.

TABLE 3

EARNED DEGREES CONFERRED BY INSTITUTIONS OF
HIGHER EDUCATION BY LEVEL OF DEGREE AND BY STATE:
1970-71 AND 1971-72*

State or other jurisdiction	1970-71		1971-72 (a)	
	Bachelor's and first professional	Master's and doctor's	Bachelor's and first professional	Master's and doctor's
United States				
Alabama	13,425	2,826	14,100	2,920
Alaska	369	243	400	250
Arizona	8,473	3,551	8,850	3,660
Arkansas	7,490	1,301	7,840	1,340
California	77,737	24,446	81,520	25,220
Colorado	12,903	4,227	13,500	4,360
Connecticut	11,948	4,871	12,530	5,030
Delaware	1,602	547	1,700	570
Florida	21,599	5,771	22,590	5,950
Georgia	15,886	4,997	16,710	5,150
Hawaii	3,051	1,182	3,200	1,220
Idaho	2,778	519	2,940	540
Illinois	44,322	15,853	46,620	16,360
Indiana	24,508	9,987	25,730	10,310
Iowa	15,382	3,368	16,110	3,480
Kansas	12,747	3,236	13,360	3,340
Kentucky	13,303	2,955	14,000	3,050
Louisiana	14,871	3,734	15,670	3,860
Maine	4,540	771	4,770	800
Maryland	13,226	3,796	13,910	3,910
Massachusetts	32,743	13,027	34,500	13,440
Michigan	38,273	15,054	40,160	15,530
Minnesota	19,412	3,394	20,380	3,510
Mississippi	9,011	1,881	9,430	1,970
Missouri	20,938	6,654	22,070	6,860
Montana	4,026	758	4,240	780
Nebraska	10,278	1,597	10,780	1,650
Nevada	1,253	279	1,300	290
New Hampshire	4,328	652	4,500	680
New Jersey	20,373	6,245	21,310	6,440
New Mexico	4,409	1,483	4,600	1,530
New York	76,430	33,341	80,370	34,400
North Carolina	20,584	4,166	21,570	4,300
North Dakota	4,051	783	4,240	810
Ohio	46,055	11,181	48,250	11,540
Oklahoma	12,840	3,365	13,420	3,480
Oregon	10,558	3,745	11,080	3,860
Pennsylvania	52,460	14,070	54,930	14,510
Rhode Island	5,107	1,511	5,300	1,560
South Carolina	8,317	1,217	8,730	1,260
South Dakota	4,854	918	5,070	940
Tennessee	17,443	3,720	18,330	3,840
Texas	45,441	10,961	47,600	11,310
Utah	9,552	2,410	10,000	2,490
Vermont	3,091	732	3,250	760
Virginia	15,570	3,546	16,360	3,660
Washington	16,943	4,001	17,760	4,130
West Virginia	8,085	1,367	8,420	1,410
Wisconsin	23,314	5,775	24,430	5,960
Wyoming	1,349	417	1,440	430
District of Columbia	7,541	5,208	8,130	5,370
U.S. Service Schools	2,887	977	3,000	1,010
Outlying Areas				
Canal Zone	7	0	(b)	0
Guam	97	63	100	70
Puerto Rico	6,558	920	6,890	950
Virgin Islands	48	0	100	0

*Source: U.S. Office of Education unpublished figures.

(a) Estimated.

(b) Less than 50.

TABLE 4
TOTAL FEDERAL OBLIGATIONS TO 100 UNIVERSITIES AND COLLEGES RECEIVING
THE LARGEST AMOUNTS, BY AGENCY, FISCAL YEAR 1972*
(In thousands of dollars)

<i>Institution</i>	<i>Total</i>	<i>USDA</i>	<i>AEC</i>	<i>DOD</i>	<i>EPA</i>	<i>HEW</i>	<i>NASA</i>	<i>NSF</i>	<i>DOT</i>	<i>Other (a)</i>
Total.....	\$2,670,143	\$187,721	\$80,445	\$200,226	\$17,069	\$1,646,089	\$102,480	\$352,192	\$11,400	\$72,521
1. Massachusetts Inst. of Technology.....	112,472	10	7,254	46,797	660	14,916	20,088	18,557	1,413	2,777
2. University of Washington.....	73,284	214	2,505	5,412	596	50,327	980	10,845	176	2,229
3. University of Michigan.....	66,810	141	2,288	8,131	617	37,248	5,414	8,772	1,025	3,174
4. Harvard University.....	65,072	25	1,834	2,474	493	45,075	4,487	9,181	165	1,338
5. University of Minnesota.....	64,246	5,478	1,440	2,056	737	42,844	2,590	4,541	115	4,445
6. Univ. of California—Los Angeles.....	63,893	...	4,772	4,117	143	45,329	1,573	6,383	772	804
7. Univ. of Wisconsin—Madison.....	62,512	5,471	2,731	2,424	631	35,059	2,410	8,807	...	4,979
8. Stanford University.....	62,224	...	619	8,560	242	34,075	3,579	14,838	115	196
9. Columbia University.....	60,654	10	3,545	5,020	40	34,666	2,797	13,313	70	1,193
10. Univ. of California—San Diego.....	57,693	...	1,639	10,989	128	17,615	4,688	21,952	55	627
11. Univ. of California—Berkeley.....	57,305	6,578	632	5,785	403	23,584	4,111	13,309	368	2,535
12. Johns Hopkins University.....	54,681	...	1,022	1,731	84	41,680	2,803	3,211	...	4,150
13. Howard University.....	51,069	6	86	55	80	46,158	204	190	...	4,290
14. Ohio State University.....	47,875	7,497	480	3,232	321	30,548	508	3,477	283	1,529
15. Cornell University.....	45,868	7,714	1,416	2,047	645	18,924	972	12,671	...	1,479
16. University of Pennsylvania.....	44,875	55	1,564	1,979	47	33,572	132	6,688	178	660
17. Yale University.....	44,504	...	2,888	2,602	12	33,222	270	5,246	...	264
18. New York University.....	44,093	...	2,098	2,022	276	33,817	637	4,625	122	496
19. Univ. of Illinois—Urbana.....	42,433	6,910	3,568	6,432	733	11,827	1,053	11,086	238	586
20. University of Chicago.....	42,369	...	4,196	964	84	25,103	2,805	8,882	...	335
21. Univ. of California—San Francisco.....	36,472	...	861	301	...	34,916	186	208	...	...
22. University of Colorado.....	35,587	10	827	953	137	24,867	2,681	4,979	50	1,083
23. Duke University.....	35,266	...	809	1,927	102	29,265	145	2,989	...	29
24. Univ. of North Carolina—Chapel Hill.....	34,005	...	389	763	347	27,435	15	3,970	...	1,086
25. Washington University.....	33,548	...	265	1,168	20	29,153	817	2,115	...	10
26. University of Utah.....	32,342	2	1,445	2,040	219	24,079	1,032	2,719	111	695
27. Univ. of Southern California.....	31,698	...	164	3,228	480	23,106	822	2,677	400	821
28. Yeshiva University.....	29,950	...	66	655	...	27,613	...	1,190	...	426
29. University of Pittsburgh.....	29,701	...	366	1,167	78	23,453	639	3,801	...	197
30. Pennsylvania State University.....	28,831	8,090	246	1,183	459	13,359	747	3,669	159	919
31. Michigan State University.....	28,349	6,393	1,598	164	419	14,164	321	4,870	...	420
32. Purdue University.....	27,895	5,654	1,145	2,026	160	8,542	1,438	7,373	200	1,357
33. University of Miami.....	27,830	...	316	2,896	166	17,706	260	4,102	236	2,148
34. University of Florida.....	27,552	4,295	496	2,183	653	16,206	435	2,447	...	837
35. University of Rochester.....	27,531	...	4,783	1,544	5	17,588	127	3,104	205	175
36. Univ. of Alabama—Birmingham.....	26,077	...	...	210	7	25,507	...	353	...	...
37. Case Western Reserve Univ.....	25,378	8	656	1,422	39	19,241	671	3,080	...	261
38. University of Iowa.....	24,864	11	52	641	...	20,417	1,769	1,441	111	422
39. University of Arizona.....	23,011	2,224	293	2,298	199	13,131	1,782	2,360	...	724
40. University of Texas—Austin.....	22,761	...	1,087	5,358	189	9,595	1,239	4,673	154	466
41. University of Hawaii.....	22,451	1,376	634	1,641	...	11,155	2,198	3,758	...	1,689
42. Univ. of California—Davis.....	22,389	1,016	1,936	323	109	15,312	191	3,356	...	146
43. Northwestern University.....	21,829	...	105	798	393	15,417	217	4,203	336	360
44. Texas A&M University.....	21,301	11,501	681	1,430	259	2,056	764	2,403	356	1,851
45. University of Kansas.....	21,113	...	186	154	...	17,997	794	1,982	...	...

46. University of Kentucky.....	21,086	7,636	37	172	17	11,751	521	610	100	242
47. Vanderbilt University.....	20,872	...	139	151	142	17,724	100	2,616	...	...
48. Univ. of Missouri—Columbia.....	20,632	6,253	72	502	138	11,740	193	1,347	...	387
49. Boston University.....	20,478	...	...	413	...	19,594	97	353	20	1
50. Rutgers University.....	20,072	2,824	58	367	285	14,180	30	2,073	32	223
51. California Inst. of Technology.....	19,908	...	2,189	2,099	87	6,024	3,498	5,863	...	148
52. Temple University.....	19,829	...	62	204	7	18,663	33	788	...	72
53. Woods Hole Ocean Institute.....	19,527	...	455	7,585	146	131	127	10,594	...	489
54. University of New Mexico.....	18,597	10	67	1,167	...	15,203	537	740	224	649
55. Princeton University.....	18,438	...	2,025	2,312	198	4,516	2,975	5,023	526	863
56. Univ. of Maryland—College Park.....	17,764	2,815	1,992	1,111	35	4,395	2,276	4,668	...	472
57. Indiana Univ.—Bloomington.....	17,573	...	177	351	136	11,135	488	5,058	...	228
58. University of Georgia.....	17,261	7,217	537	288	86	6,858	16	2,223	...	36
59. Baylor College of Medicine.....	17,155	...	...	107	100	16,518	368	62	...	...
60. Colorado State University.....	16,951	2,818	223	561	208	5,046	653	5,387	...	2,055
61. Oregon State University.....	16,879	2,959	467	1,070	648	5,267	271	3,963	...	2,234
62. SUNY State Univ.—Buffalo.....	16,844	...	117	78	...	15,000	185	1,464	...	...
63. Univ. of Tennessee—Knoxville.....	16,817	6,925	1,520	465	29	6,416	256	753	...	453
64. North Carolina State Univ.—Raleigh.....	16,439	9,885	336	360	259	5,425	273	1,165	234	502
65. University of Virginia.....	16,174	...	787	722	38	12,250	478	1,805	...	94
66. Georgetown University.....	15,715	45	39	482	100	14,410	30	605	...	4
67. George Washington University.....	15,385	...	21	1,599	187	11,552	956	824	...	246
68. University of Cincinnati.....	15,211	...	55	772	503	13,043	193	645	...	...
69. Tulane University.....	14,791	...	20	233	24	13,467	154	802	35	56
70. Univ. of Texas—M. D. Anderson Hosp. & Tumor Inst.....	14,636	...	61	66	...	14,308	76	125	...	...
71. Wayne State University.....	14,461	...	143	544	...	12,584	15	1,135	40	...
72. University of Connecticut.....	14,323	1,521	83	357	68	10,585	247	1,220	...	242
73. Emory University.....	14,139	...	76	92	5	13,122	182	662	...	...
74. Indiana Univ.—Indianapolis.....	13,730	...	...	...	...	12,231	...	192	1,307	...
75. University of Oklahoma.....	13,371	...	42	440	197	10,914	76	1,387	90	225
76. Meharry Medical College.....	13,368	...	...	...	...	13,368	...	...	...	...
77. Univ. of Illinois—Medical Center.....	13,111	...	...	...	...	13,093	...	18	...	...
78. Univ. of Nebraska—Lincoln.....	12,966	3,701	48	78	...	7,995	199	739	...	206
79. Tufts University.....	12,905	...	315	310	...	11,599	27	497	...	157
80. Gallaudet College.....	12,744	...	...	...	...	12,657	...	87	...	...
81. Florida State University.....	12,614	...	983	559	7	6,127	124	3,550	147	1,117
82. Iowa State Univ. of Science & Tech.....	12,275	5,675	155	124	95	3,818	60	1,865	192	291
83. CUNY Mt. Sinai School of Medicine.....	12,274	...	32	149	...	11,899	17	177	...	...
84. Univ. of Massachusetts—Amherst.....	12,253	2,639	228	668	248	5,505	284	2,461	...	220
85. Oklahoma State University.....	12,158	4,500	15	1,252	178	4,446	779	812	27	149
86. Univ. of Maryland—Baltimore.....	12,075	...	...	966	...	11,057	48	4	...	...
87. New Mexico State University.....	11,681	2,148	5	3,745	...	3,461	1,595	304	...	423
88. West Virginia University.....	11,675	3,670	...	74	294	6,219	57	269	370	722
89. Univ. of Texas Southwestern Medical School.....	11,554	...	7	191	...	11,237	77	42	...	...
90. Univ. of Oregon—Eugene.....	11,453	...	222	269	...	8,478	164	1,992	...	328
91. Louisiana State Univ.—Baton Rouge.....	11,392	5,668	112	777	243	2,248	366	1,157	...	821
92. Auburn University.....	11,199	6,722	1	584	26	2,814	568	206	...	278
93. Virginia Polytechnic Institute.....	11,184	6,123	61	429	75	1,827	549	1,193	443	484
94. University of Mississippi.....	11,057	168	20	166	...	9,784	15	834	...	70
95. St. Louis University.....	10,920	...	...	384	...	9,710	10	437	...	379
96. Rockefeller University.....	10,769	...	71	189	...	9,394	...	1,115	...	...
97. Univ. of Arkansas—Fayetteville.....	10,671	5,328	88	...	36	4,185	4	767	...	263
98. Utah State University.....	10,401	1,755	52	2,201	178	2,355	40	2,022	200	1,598
99. Mississippi State University.....	10,363	6,967	...	42	518	2,286	132	291	...	127
100. University of Alaska.....	10,360	1,060	247	3,097	116	1,606	670	2,805	...	759

*Source: National Science Foundation.

(a) Includes Agency for International Development, Office of Economic Opportunity,

the Department of Housing and Urban Development, the Department of Labor, the Department of Commerce, and the Department of the Interior.

TABLE 5
FEDERAL FUNDS FOR HIGHER EDUCATION: OBLIGATIONS FOR
FISCAL YEARS 1966 TO 1974*
(In thousands of dollars)

	1966	1967	1968	1969	1970	1971	1972	1973	1974
1. General.....	\$2,830,400	\$3,634,494	\$3,262,988	\$3,318,177	\$3,814,332	\$4,745,192	\$4,963,464	\$5,760,253	\$5,937,467
Basic research in U.S. educational institutions proper.....	940,300	1,032,823	1,061,818	1,020,905	985,784	1,054,385	1,199,980	1,325,335	1,350,000
Research facilities.....	194,000	250,568	199,790	238,516	225,130	227,908	186,864	213,601	218,000
Training grants.....	365,500	363,608	381,116	404,990	704,689	769,295	982,008	1,143,343	1,010,851
Fellowships and traineeships.....	264,900	350,162	320,303	247,840	191,271	267,907			
Facilities and equipment.....	668,900	822,203	549,382	482,387	513,162	518,944	400,147	263,201	254,260
Other institutional support.....	163,800	169,925	139,637	173,066	178,156	266,090	292,291	352,474	350,441
Other student assistance.....	214,200	590,586	608,883	740,498	1,003,594	1,631,185	1,902,174	2,462,299	2,753,915
Other higher education assistance.....	18,800	54,619	2,059	9,975	12,546	9,478	...	...	...
2. Loans, total (higher education).....	611,700	741,583	603,281	532,227	606,296	484,837	576,635	630,547	405,917
Student loan program, National Defense Education Act.....	235,900	237,954	226,303	259,641	295,173	382,102	515,072	595,400	380,341
College facilities loans.....	375,800	503,629	376,978	272,586	311,123	102,735	61,563	35,147	25,576
3. Vocational-technical and continuing education (not classifiable by level).....	857,400	939,152	971,181	1,366,553	1,589,093	1,973,253	2,505,095	2,591,577	2,462,660
Vocational, technical and work training..	817,900	827,303	851,683	1,163,444	1,269,254	1,515,741	1,941,281	1,895,683	1,768,225
Veterans' education.....	6,300	54,000	79,645	123,970	244,634	357,414	429,229	534,889	555,364
General continuing education.....	19,200	29,200	28,701	60,364	65,855	88,305	125,715	147,087	122,244
Training state and local personnel.....	14,000	28,649	11,152	18,775	9,350	11,793	8,870	13,918	16,827

*Source: U.S. Office of Education unpublished figures.

TABLE 6
 APPROPRIATIONS OF STATE TAX FUNDS FOR
 OPERATING EXPENSES OF HIGHER EDUCATION,
 WITH DOLLAR GAINS AND PERCENTAGE GAINS OVER
 MOST RECENT TWO YEARS AND OVER TEN YEARS*

(In thousands of dollars)

State	Fiscal Year			1972-74		1964-74	
	1963-64	1971-72	1973-74	Two-yr. gain	Percent	Ten-yr. gain	Percent
Alabama.....	\$ 29,133	\$ 106,807	\$ 147,526	\$ 40,719	38.50	\$ 118,393	406
Alaska.....	4,817	19,500	23,399	3,899	20	18,582	385.75
Arizona.....	25,683	97,514	135,998	38,484	39.50	110,315	429.50
Arkansas.....	20,369	52,177	73,411	21,234	40.50	53,042	260.50
California.....	301,304	853,623	1,141,554	287,931	33.75	840,250	278.75
Colorado.....	35,279	113,463	134,044	20,581	18	98,765	280
Connecticut.....	18,585	111,695	119,918	8,223	7.25	101,333	545.25
Delaware.....	5,831	23,091	33,573	10,482	45	27,742	476
Florida.....	68,143	247,540	346,056	98,516	40	277,913	408
Georgia.....	35,270	162,953	218,660	55,707	34.25	183,390	520
Hawaii.....	10,867	59,866	57,295	-2,571	-4.25	46,428	427.25
Idaho.....	11,203	34,167	40,566	6,399	18.75	29,363	262
Illinois.....	148,170	475,179	550,904	75,725	16	402,734	272
Indiana.....	70,866	201,345	233,379	32,034	16	162,513	229.25
Iowa.....	48,275	119,881	142,389	22,508	19	94,114	195
Kansas.....	38,390	84,313	108,927	24,614	29.25	70,537	183.75
Kentucky.....	32,164	120,489	148,214	27,725	23	116,050	360.75
Louisiana.....	55,847	139,916	158,855	18,939	13.50	103,008	184.50
Maine.....	9,099	30,741	40,153	9,412	30.50	31,054	341
Maryland.....	34,812	141,913	172,826	30,913	21.75	138,014	396.50
Massachusetts.....	19,874	130,212	176,707(a)	46,495	36	156,833	789
Michigan.....	115,604	379,409	464,029	84,620	22	348,425	301
Minnesota.....	49,710	164,566	187,552	22,986	14	137,842	277.25
Mississippi.....	19,873	84,112	112,868	28,756	34.25	92,995	468
Missouri.....	44,526	149,109	180,719	31,610	21.25	136,193	306.75
Montana.....	12,177	30,635	36,792	6,157	20	24,615	202
Nebraska.....	18,820	51,915	68,000	16,085	31	49,180	261
Nevada.....	6,042	18,642	26,632	7,990	42.75	20,590	340.75
New Hampshire.....	5,146	12,419	17,403	4,984	39.75	12,257	237.50
New Jersey.....	40,020	184,679	257,708	73,029	39.50	217,688	544
New Mexico.....	15,960	45,307	54,902	9,595	21.25	38,942	244
New York.....	182,918	903,913	983,941	180,028	22.50	801,023	438
North Carolina.....	46,768	223,486	287,115	63,629	28.50	240,347	514
North Dakota.....	12,079	26,998	31,730	4,732	17.50	19,651	162.50
Ohio.....	60,670	285,677	345,759	60,082	21	285,089	470
Oklahoma.....	33,505	79,331	96,038	16,707	21	62,533	187
Oregon.....	39,923	103,000	123,476	20,476	20	83,553	209.25
Pennsylvania.....	66,064	347,483	420,867(b)	73,384	21	354,803	537
Rhode Island.....	7,963	30,443	42,439	11,996	39.50	34,476	433
South Carolina.....	17,360	84,278	143,402	59,124	70.25	126,042	726
South Dakota.....	10,133	21,844	25,977	4,133	19	15,844	156.25
Tennessee.....	28,324	114,034	147,253	33,219	29	118,929	419.75
Texas.....	114,924	418,369	487,874	69,505	16.50	372,950	324.50
Utah.....	19,154	50,422	66,373	15,951	31.50	47,219	246.50
Vermont.....	4,986	15,856	18,453	2,597	16.25	13,467	270
Virginia.....	35,858	153,433	206,458	53,025	34.50	170,600	475.75
Washington.....	69,913	109,467	232,343	122,876	22	162,430	232.25
West Virginia.....	21,875	69,388	81,796	12,408	18	59,921	274
Wisconsin.....	51,490	226,403	304,546	78,143	34.50	253,056	491.50
Wyoming.....	6,707	18,316	22,758	4,442	24.25	16,051	239.25
Total.....	\$2,182,473	\$7,710,319	\$9,657,997	\$1,947,678		\$7,475,524	
Weighted average....					25		342.50

*Source: Dr. M. M. Chambers, Department of Educational Administration, Illinois State University, Normal, Illinois.

(a) Massachusetts may be understated; supplementary sums

may come later in the session.

(b) The total for Pennsylvania is an estimate, in advance of actual appropriations.

EDUCATION FINANCE

BY RICHARD E. MERRITT*

THE MANNER in which public elementary and secondary education is financed has become one of the Nation's most crucial domestic issues, commanding the attention of the public, the courts, and lawmakers. In spite of increased revenues the past few years, many school systems have been confronted with fiscal crises causing substantial reductions in personnel and programs. Accelerating education taxes and costs, declining services, and increased demands for equal educational opportunity have combined to force a nationwide reassessment of education finance and governance.

What began as an ambitious effort to provide greater equity to taxpayers in the raising of education revenues and to school children in the distribution of those revenues eventually spread to a number of equally complex concerns as well.

The seemingly endless spiral of higher costs for education forcing larger taxes has been met by a substantial taxpayer revolt. The local property tax traditionally has carried the major burden for providing revenue for the operating costs of public school systems. Of the total revenue collected for public schools—from local, state and federal sources—45 percent comes from the property tax. Of the \$28 billion in local spending for schools in 1972-73, almost 90 percent was derived from the property tax. In most States, the property tax is the only local revenue source available to a school district and a vote of the people is usually required before the tax can be increased. In 1965, of the more than 2,000 school bond issues placed before the people, 75 percent were approved. By 1971 the approval rate for school bond issues had dwindled to only 46 percent.

COST OF EDUCATION

Constitutional and historical imperatives have placed the ultimate responsibility for public education in the hands of the States. States, however, vary tremendously in the degree to which they exercise fiscal authority over education. All States except Hawaii, in which the State administers public schools, act in partnership with school districts in providing revenue for public education.

The national average shows local school districts accounting for 51 percent of the total education revenues, with States assuming 41 percent and the federal government about 8 percent. In 1972-73, not including Hawaii, the proportion of public school revenue provided from local sources ranged from 11.7 percent in Alaska to 89.8 percent in New Hampshire and in 26 States it was 50 percent or above. The proportion of revenue provided by the States varied from 6.1 percent in New Hampshire to 72.4 percent in Alaska, with only 13 States (seven of which are in the Southeast) contributing more than 50 percent. (See Table 9, page 321.)

In every State at least one dollar out of three and in many States two dollars out of every five spent by state and local governments go for education. Expenditures for public elementary and secondary students in 1972-73 range from a low of \$590 per pupil in Alabama to \$1,584 per pupil in New York, the national average being \$1,034 per pupil. As many as 31 States spend below the national per pupil average. (See Table 8, page 320.)

The money a local school district can spend on each student is a function of two factors: the ability of the district to generate revenues (crudely measured in terms of the per pupil value of taxable property) and the degree to which the district is willing to tax itself (expressed by a

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millage levy). Upon examining the abilities of various school districts to raise education revenue, it is not uncommon to find districts within the same State having 10 to 100 times the fiscal capacity of others. Nor is it unusual to find wide variations in tax effort among school districts—even among those districts possessing similar fiscal capacities. The willingness of a particular community to support education depends on a number of determinants, chief among which would be how highly that community values education and the degree to which noneducational demands compete for revenue.

The interplay between fiscal ability and tax effort has frequently resulted in school finance systems wherein districts that make the smallest tax effort have the highest per pupil property values while those that tax heavily have the lowest property valuation behind each student.

THE COURTS

The now famous decision in *Serrano v. Priest* on August 30, 1971, touched off a trail of judicial litigation on education finance, the end of which cannot be foreseen. The California opinion, as well as future opinions, noted that almost all States operate the same general school finance structure (i.e., the State guarantees a minimum spending floor to which local education districts are free to "add-on" additional expenditures, chiefly through the local property tax). The focus of the court's concern was not on the minimum foundation program provided by the State but rather the local supplements, for it is at that level that the greatest inequities exist.

The fundamental complaint asserted in *Serrano*, as well as in most subsequent cases, is that the amount of revenue available per pupil for a school district's education program is determined chiefly by the amount of assessed valuation per pupil in the school district. Hence, districts with small tax bases are unable to provide as much money for each student as districts with large assessed valuations. Expressed in a different fashion, a poor district (one with a small assessed valuation per pupil) is required to tax itself at immoderate or even confiscatory rates in

order to approach the amounts spent by the wealthiest districts.

The challenge in *Serrano* was that the present finance system makes the quality of a child's education a function of the wealth of the child's parents and neighbors and therefore fails to comply with the constitutional guarantee of equal protection under the law. The court, in *Serrano*, found irrefutable the proposition that the present California system classifies, and therefore discriminates, on the basis of wealth.

The court concluded that the California school finance system "invidiously discriminates against the poor" by making the quality of a child's education dependent upon the wealth of the school district in which the child lives and therefore violates the equal protection of the law.

Subsequent to the *Serrano* decision, similar challenges to state school finance systems were filed in approximately 30 state and federal courts. Less than four months following *Serrano*, on December 23, 1971, a U.S. district court in Texas declared the Texas Minimum Foundation Program for financing public education failed to satisfy the equal protection of the law requirement of the U.S. Constitution. The federal court applied essentially the same judicial criteria in reaching its conclusion as used by the California Supreme Court. The Texas court observed that for poor school districts, education financing in Texas is a "tax more, spend less system." The court held that the Texas school finance system "discriminates on the basis of wealth," that wealth is indeed a suspect classification, and that education is a "fundamental interest" protected by the U.S. Constitution.

The Texas case (*San Antonio Independent School District et al. v. Rodriguez*) was appealed and on March 21, 1973, the U.S. Supreme Court issued its opinion. By a 5 to 4 decision the Court reversed the ruling of the lower federal court. The majority found no evidence to support the contention agreed upon by the lower court that the Texas system operates to the peculiar disadvantage of any suspect class. Nor did the Court agree

that education is a fundamental right protected by the U.S. Constitution. The test of what is a fundamental right, Justice Lewis F. Powell said, is not to be found in the importance of the service performed by the State or in its social significance, but lies rather in assessing whether the right is explicitly or implicitly guaranteed by the Constitution. The Constitution affords no explicit protection to education; as for the argument that education is implicitly guaranteed since it is essential to the effective exercise of First Amendment freedoms, the majority was not persuaded that the Texas system fails to provide school children with an opportunity to acquire the basic minimal skills necessary to enjoy these rights.

Defendants argued that Texas, through its school finance structure, seeks to assure a basic education for every child in the State and encourage a large measure of participation in and control of each district's schools at the local level. The Court felt that the Texas system was responsive to those two objectives and decided that the State's school finance structure, in spite of its "conceded imperfections," furthers a legitimate state purpose and, therefore, is constitutional.

Due to the tremendous attention which had focused on this case and preceding ones, Justice Powell added a "cautionary postscript" in which he emphasized that the Court's opinion must not be interpreted as siding with the status quo. "The need is apparent," wrote Justice Powell, "for reform in tax systems which may well have relied too long and too heavily on the local property tax."

The Court's decision reflected the belief that while reform may be necessary, the Supreme Court is not the proper institution to promote these changes—instead, the initiatives and solutions must come from the lawmakers in the separate States. The Court's opinion, while defusing some of the immediate pressures for change, did not make the need for reform any less urgent. The basic injustices and inequities remained to be dealt with by the cross currents of the political process.

Following the landmark *Rodriguez* ruling, the New Jersey Supreme Court over-

turned that State's school finance system. The significance of that ruling is highlighted by the fact that it is the first school finance ruling by the highest court of a State based solely on state constitutional protections. Practically all States have education clauses in their constitutions similar to that of New Jersey.

It is important to recognize that all of the court decisions to date have been essentially negative in character. The courts have never mandated any particular kind of school finance system into operation; they simply have maintained that education spending be divorced from affluence in whatever system is developed. Moreover, none of the opinions can be interpreted as outlawing the property tax as a revenue source for education, nor have any dictated that the same amount of dollars must be spent on every pupil.

In developing an alternative school finance system for their State, decision-makers must confront a host of complex issues raised by the courts, which undoubtedly will affect both the pace and the nature of school finance reform in the United States.

LOCAL CONTROL

One of the strongest and certainly most protected traditions in education is that of local control of schools. States have delegated tremendous responsibilities to local school districts for the determination of such matters as curriculum, level of expenditures, textbooks, staffing, teacher salaries, and innovative approaches. Defenders of local control fear that equalization efforts will mean greater assumption of financing responsibilities by the State and hence the undermining or even the destruction of these local decision-making prerogatives. Others insist, however, that financial control over education by the State in order to eliminate fiscal discrimination in no way has to interfere with continued local administration and policy control of schools.

SPENDING V. EXCELLENCE

Several problems arise when trying to establish a relationship between spending and excellence. One is the near impossibility of separating learning contributed

by the in-school environment from learning contributed by the out-of-school environment. Moreover, student scores on various so-called "standardized achievement tests" frequently measure only a specialized type of learning and hence represent only one part of what the school is attempting to achieve. While test scores may provide a crude indication as to how effective public schools are, they are not relevant in determining the extent to which equal educational opportunities are afforded to public school children. And since it is money that pays teachers and purchases new textbooks, comfortable schools, good libraries, experimental programs, language laboratories, band equipment, etc., there can be no question as to the relationship between expenditures and educational opportunities.

Enough is not yet understood as to how to allocate resources to assure a positive relationship between school programs and learning; what is known, however, is that present finance systems enhance the gap in the opportunity to learn between students in wealthy and poor neighborhoods.

REVENUE AND DISTRIBUTION

There are two major components to a school funding system: revenue raising and distribution. In order to break the connection between expenditures and district wealth, many proposals rely on state rather than local taxes. The income tax is frequently supported chiefly because of its perceived progressivity; on the other hand, the tax has been largely preempted by the federal government and carries with it high political risks for those who are willing to campaign on its behalf. The sales tax has received more generalized acceptance due to its relatively uncomplicated administrative quality. Opposition to greater reliance on it, however, is based generally on the tax's regressive nature, i.e., it impacts more heavily on low- and moderate-income levels than on the wealthy.

Reform of the property tax is still another possibility. It bears repeating that the *Serrano*-type decisions did not throw out the property tax as a revenue source for public education. What the decisions

have implied is that to the extent the property tax is utilized, the tax burdens must be shared equitably. This suggests tremendous reform in property tax administration. Many reform proposals suggest levying the property tax at the state rather than the local level.

The two major distribution alternatives presently under discussion are Full State Funding (FSF) where the State assumes the complete responsibility for the distribution of all nonfederal education revenue, and Partial State Funding, which assumes a continued partnership between the state and local districts.

Under an FSF approach, very little if any local district discretion is permitted regarding taxing and spending. An FSF approach implies a need for considerably greater amounts of state revenue, especially where wide variations in district wealth require substantial upward equalization. Without an appreciable enhancement of their tax systems or a significant federal financial commitment to assisting intrastate equalization, most States could not afford an FSF system.

Partial State Funding systems maintain the traditional cooperative relationship between the State and local school districts in sharing educational costs. However compliance with the *Serrano* principle will require that certain restrictions be applied to the more affluent districts. Perhaps the most widely discussed partial state funding approach is that of power equalization. Under a power equalization scheme the number of dollars available per pupil becomes a function of effort alone. The local school district decides how much it wishes to spend per pupil. The amount chosen requires a predetermined tax rate and if the tax fails to provide sufficient revenue for expenditures permitted for that rate, the State makes up the difference. On the other hand, the State recaptures any excess yield above the guaranteed expenditure level.

The distinguishing feature between power equalization and FSF is that under the former the school district remains the basic decision-making unit for determining tax rates and expenditure levels. Power equalization has received a good

deal of support because it does no harm to the strong tradition of local fiscal autonomy and would require relatively small amounts of additional state funds to implement. On the other hand, while power equalization divorces spending from district wealth and ties it to tax effort, it still relates educational offering to how highly a child's parents and neighbors value education, as expressed by their willingness to tax themselves. It is unclear, therefore, whether power equalizing systems would comply with equal protection of the law guarantees found in many state constitutions.

In addition to supplying differing types of educational programs for different students, distribution formulas should also be sensitive to the fact that tax dollars do not have equal purchasing power within all localities in a State. Greater research is required in order to equalize the purchasing power of educational funds, i.e., to compensate for the varying costs among school districts for providing essentially equivalent services.

STATE ACTION

Subsequent to the *Serrano* decision a number of significant education finance reforms took place.

Minnesota—Under a tax plan adopted in October 1971, the State assumed more than 65 percent of the current education operating costs compared with 43 percent previously. The new plan relied heavily on state income and sales taxes while reducing local property taxes an average of 15 percent. The effect of the new plan has been to diminish substantially the disparities in tax burdens between districts.

Kansas—Under a 1973 revision, each Kansas school district retains authority to determine the level of educational expenditures it desires and the State makes up the difference between what a particular tax base will generate and the guaranteed spending level. The new formula is designed to provide more state aid to districts with low wealth per pupil than to districts with high wealth per pupil. The state share of school operating costs is increased from 29 to 48 percent.

Utah—A new finance law changed the basis for distributing school funds to a

"weighted pupil" concept. Every school district is guaranteed a basic school program if it has a minimum property tax levy, with the State making up the difference between what the levy raises and the guaranteed amount per weighted pupil. The legislation increases educational outlays by 12 percent over 1972 and raises the state share of operating costs to 72 percent.

Florida—The Florida Education Finance Act of 1973 perhaps goes further than any other legislation toward assuring equity in the manner in which education funds are raised and distributed. The formula changed the allocation base from an instructional unit—chiefly teacher costs—to full-time student equivalent. There also is a cost-of-living adjustment factor giving a metropolitan county a higher figure than a rural county. State revenues for Florida schools increased almost 20 percent from 1972-73 to 1973-74 under the new law.

In order to fulfill the reform objectives of the new legislation, two additional measures were necessary. The Property Assessment Administration and Finance Law made Florida a leader in property tax reform by giving the State the means to assure the uniform assessment of property. Additionally, the Education Finance Act established a cost-accounting and assessment network designed to provide the necessary information to determine if educational programs are operating efficiently and objectives are being fulfilled.

Michigan—The new formula in Michigan is based on the belief that tax effort should produce the same dollars per pupil in every school district. The effect of the new formula would be to give every school district the opportunity, through its own local effort, to finance a level of educational program heretofore enjoyed by only 3 percent of the students. The bill increased state support per pupil by 14 percent over the previous year's spending.

Finally, the Legislatures in Montana, North Dakota, and Colorado all approved legislation designed to improve their respective state aid programs. Montana raised its total state support for operational expenditures to more than 30 percent through a bold equalization plan.

The State guarantees a certain foundation level for a mandated 40 mill levy. If 40 mills yields more than the foundation level, the State recaptures the excess and distributes it to poorer counties. North Dakota raised the level of state support from 42 percent to 70 percent, while Colorado implemented a power equalization scheme which guarantees \$25 per pupil per mill during 1974, increasing to \$29 in 1976.

While much remains to be done, the record shows that substantial strides toward equalizing educational opportunities have been made and that the momentum for further reforms is growing. Perhaps of equal significance is that Legislatures have gone far to explode the myth that they are capable of acting (or reacting) only when compelled to do so.

FEDERAL ROLE IN FINANCE

Although judicial criteria for equity in school finance may point to certain types of revenue sources and distribution formulas, it is certain that no single remedy to current inequalities is politically feasible in all States. The distribution of property wealth, together with variations in educational needs, population, and political-social cultures insure a tremendous diversity by States in arriving at alternative revenue-raising and distribution systems for public schools.

The federal role in the equalization movement has yet to be defined. Traditionally, the federal government has played only a minor, supplementary part in financing school operating costs, providing less than 8 percent of the total receipts for public elementary and secondary education in 1972-73. The national government's limited involvement, how-

ever, based chiefly on the commitment that education is a legitimate local responsibility, is becoming increasingly more difficult to defend. The acceleration of change in American society, the vast mobility of its people, and the extent to which gross disparities in education can reflect adversely on the quality of an individual's life, have combined to make education a matter of concern which cannot be contained within the boundaries of the separate States.

CONCLUSION

Substantial changes in the funding apparatus for public elementary and secondary education is likely to have a profound effect not only on those children who will benefit directly by it but also upon the entire power structure of the States.

Reforming the revenue-raising and distribution systems for public education may well be the acid test of the responsiveness and effectiveness of state government in the 1970s.

True equal educational opportunity may not be possible even if cost was not a factor. Undoubtedly, it is not easy to comprehend how a school could ever equalize adequately the disadvantages of a minority student raised in an urban slum environment with the advantages enjoyed by a child reared in a wealthy suburb by well-educated parents, surrounded by books and other materials to feed his curiosity and constantly exposed to new ideas, experiences, and travel. Nevertheless, the extreme difficulty of the task does not make the effort less worthwhile. Five to 10 years hence, political scientists and others will be looking backward, evaluating how the States responded to the challenge.

THE CHANGING ROLE OF THE STATE LIBRARY AGENCY

BY GERALD M. BORN*

CURRENT THEORIES and practices of federal funding of libraries are having a dramatic effect on the role of the state library agency as a coordinating unit within state government and as an agent in the development of statewide library service. Much uncertainty exists as to the impact that general revenue sharing will have upon state library development. The general revenue sharing program was devised in order to eliminate intermediate levels of governmental structure and place federal monies at the local level where, in theory, they could be better utilized for pressing problems and thereby save many costs of administering programs and of accounting for the monies that were spent. Not only is the middleman removed at the federal level but also, in part, at the state level as well.

In this particular case, the state library agency, which has traditionally been responsible for administering federal funds, coordinating library development, and planning for the total utilization of resources within the State, has, by the removal of federal funds, been cast into a much different role. The Library Services and Construction Act (LSCA), which has received the praise of politicians and laymen alike both for its accomplishments and the judicial manner in which it has been managed, undoubtedly will undergo a number of transformations until it is subsumed into the general revenue act or once more re-emerges in the form of some specified aid for libraries.

POLICY REVERSAL

The Title III provision of LSCA that acts as an incentive to form networks of libraries and to cooperate across governmental jurisdictions has no counterpart in revenue sharing and may force local governmental units to be concerned solely

with local projects. Under the new policy, incentives for library development come generally from the local unit as it sees and interprets local needs. Given the uncertainty of general revenue sharing at the present time, it is not possible to predict what the final results of such a complete reversal of federal policy will be.

One of the most serious ramifications of this change for the state library agency will be felt in any restrictions under Title III, which authorizes grants to the States for development of cooperative networks of libraries at local, regional, or interstate levels and coordination of different types of libraries in order to eliminate duplication of efforts and duplication of resources. Title III enables libraries to cooperate across state boundaries, a necessity in such metropolitan areas that cross one or more state lines. Loss of Title III also will hamper some States in developing networks of information shared by several types of libraries within the State which serves to broaden the base for needed information and hard-to-find research materials. With federal monies going only to local units, incentives for this type of program will be severely curtailed. When minimum use of resources is being advocated by the elimination of duplication, the new federal posture deals a serious blow to the state library agency, which is in a position to bring leadership and direction in this area. Library development within the States will be seriously hampered.

Although it is too early to speak with authority on the impact of general revenue sharing, certain trends seem to be emerging. As of mid-1973 two thirds of general revenue sharing devoted to library purposes has been for capital expenditures; 94 percent has come from units of local government, the rest from state governments. Preliminary information indicates that revenue sharing funds

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for libraries are being used to offset budget cuts by county and municipal units rather than supplementing local library support.

Some States fear that revenue sharing is being used to reduce local tax levies or to meet obligations already incurred. New York State has been concerned because revenue sharing is funded at so many levels and units of government that using these funds for regional libraries and cooperative efforts is almost impossible. Other States such as Indiana and California have found that revenue sharing funds have not been allocated to district libraries as they may not qualify under the provisions of the act.

CHAOS FOR STATE LIBRARY AGENCIES

In comparison with LSCA funds for fiscal year 1972 and the estimated 1972-73 income from general revenue sharing for libraries, for every \$4 received in LSCA funds in 1972-73 only \$1 will be received in general revenue sharing funds in 1973-74. This difference cannot help but curtail the ongoing programs of the state library agency, many of which are financed from federal funds.

The most significant increase occurs in the comparison of LSCA Title II funds for fiscal year 1972 with the estimated revenue sharing funds for 1972-73, in which \$2 are received in general revenue sharing funds for every \$1 in LSCA funds. It should be noted, however, that most of this is a one-time expenditure and in several States almost the entire revenue sharing amount comes from one local government unit for one library construction project and that Title II was not fully funded in 1973. It is anticipated that this configuration will not constitute a trend over a long period of time.

It is evident that the change from LSCA to general revenue sharing will cause a chaotic state for the state library agencies. Since the Library Services and Construction Act is authorized through June 30, 1976, it appears that continued debate on the impoundment of federal monies allocated by Congress will rage for some time. In the 1973 fiscal year \$84,500,000 was authorized for LSCA and \$32,730,000 of this was allocated, thus

leaving some \$51,770,000 that had been impounded by the federal government.

On June 30, 1973, Oklahoma joined with New Mexico and Michigan in a lawsuit against the Department of Health, Education, and Welfare (HEW) for the release of their share of the impounded funds. On June 29, 1973, Louisiana entered a separate suit for the same purpose and on June 30, 1973, a number of other States joined with the Oklahoma suit as interveners. The court ruled in favor of the plaintiff and ordered HEW to release the funds.

Depending upon the outcome of an appeal, it is quite possible that other States will file actions for release of impounded funds. Whatever the result, it is evident the States feel the money is needed for continuing ongoing programs and further development of libraries.

Other library groups were prompt in sensing the results of diminished federal support of libraries. The American Library Association sponsored a public awareness educational campaign, "Dimming the Lights on the Public's Right to Know," to help libraries acquaint users with the possibility of severe cuts in federal aid and the subsequent effect on access to information. The Catholic Library Association deplored the action and urged Congress to assure funding of ESEA, LSCA, CLR, and other titles pertaining to libraries and librarianship. A group of citizens, educators, publishers, authors, and librarians issued a statement on the passage of the National Commission on Libraries and Information Science Act and its implications as an enduring national policy. The document points to a devastating effect of the elimination of federal support to libraries and urged public hearings to analyze the total impact of this proposed reversal of federal policy.

POSITIVE NOTES

On a more positive note, the basic state plans and five-year programs called for under the 1970 amendment of LSCA have been completed and all States are in the process of implementing them. The plans are designed to meet needs of the States as they determine them in a systematic

and orderly way after consulting with respective state advisory councils. This factor is one of the most significant events to happen in state library agencies in a number of years. Such plans are necessary if networks are to be developed that will not only provide better service within each of the States but also reach across state lines.

The fact that the U.S. Office of Education funded training sessions for state library agency heads to participate in the planning process to formulate these plans means that a great deal of uniformity has been achieved in the way in which plans were drawn up—much more than has been possible in the past. This one factor should bring greater compatibility of state library agencies and encourage accomplishment of the first and second *Standard for Library Functions at the State Level* which are: "(1) the state library agency in fulfilling its responsibility at the state level must insure that library functions essential to each state are achieved," and "(2) the state library agency should exercise leadership and participate in the development of state-wide plans involving all types of libraries at all levels within the state; should take the initiative in marshalling qualified individuals, groups, and agencies to engage in such overall planning."

If funds are made available for carrying out these five-year plans, great strides can be made in strengthening the state library agency as called for in the final recommendation of the National Advisory Commission on Libraries: "to strengthen state library agencies to overcome deficiencies in fulfilling their current functions."

Another positive step is that some States are passing legislation in order to fill the vacuum created by the reduction or loss of federal funds. Minnesota, for instance, passed legislation to fund a public library development program at the 1972 LSCA level plus a 6 percent increase in state funding. This placed the entire program on a state-funded basis. In Michigan, state aid to public libraries was increased from \$1,925,000 to \$4,300,000, increasing local public library aid from 5 cents to 30 cents per capita. In contrast to this, California has passed legislation to provide homeowner property tax relief. It imposed a property tax rate limitation on county, city, and special districts at the 1971-72 rate. This tax limitation places libraries in even more competition for their share of the newly limited general funds in cities and counties, while special library districts are henceforth restricted to financing at the 1971 or 1972 level.

Whatever the final resolution of the new problems, the next two years will be a period of transition in which the States will continue to fight for funds that were formally categorical in nature as well as devise ways of tapping general revenue sharing funds for the best advantage of state library development. It may be that an ideal and workable solution will be to have both general revenue sharing for libraries and categorical aid for those areas in which cooperative and networking efforts would not be generated locally. The fact still remains that libraries have never been funded for adequate service. Twenty million Americans are still without library service. It undoubtedly will be a period of great challenge.

MAJOR STATE SERVICES

345

STATE LIBRARY AGENCIES* Structure and Appropriations Fiscal Year 1973

State	Organi- zation struc- ture†	Agency reports to‡	Appropriations					Other sources of income	Total
			State		Federal				
			Agency appro- priation	Direct assistance to public libraries	Library Services and Con- struction Act	Other			
Alabama.....	I	G	\$143,250	\$111,000	\$574,934	...	...	...	\$829,184
Alaska.....	U	E	301,500	92,600	269,385	\$5,000	...	...	668,485
Arizona.....	U	A	764,809	250,000	415,200	30,000	\$5,200	...	1,465,209
Arkansas.....	U	E	256,208	427,000	427,034	...	...	...	1,110,242
California.....	U	G	1,952,687	800,000	2,180,382	...	...	...	4,933,069
Colorado.....	U	E	196,342	600,000	454,650	1,003,321	...	...	2,254,313
Connecticut.....	I	B	1,689,800	475,200	556,052	...	...	...	2,721,052
Delaware.....	U	D	158,113	31,995	293,302	...	...	...	483,410
Florida.....	U	S	878,827	500,000	1,672,455	...	490,552	...	3,541,834
Georgia.....	U	E	498,081	4,906,683	632,743	...	...	...	6,037,507
Hawaii.....	U	E	4,571,000	(a)	430,297	...	...	...	5,001,297
Idaho.....	I	B	147,500	102,500	309,338	...	...	...	559,338
Illinois.....	U	S	1,959,575	7,062,984	1,320,799	16,190	...	...	10,359,548
Indiana.....	I	G	677,095	...	931,008	...	...	...	1,608,103
Iowa.....	I	B	152,387	...	741,749	...	...	...	894,136
Kansas.....	I	G	375,154	...	458,715	...	36,207	...	870,076
Kentucky.....	I	G	2,063,840	245,000	553,076	...	...	...	2,861,916
Louisiana.....	I	C	313,731	...	594,288	16,236	50,000	...	974,255
Maine.....	U	E	272,149	19,000	336,199	...	...	...	627,348
Maryland.....	U	E	620,000	3,400,000	621,441	1,778,776	...	...	6,420,217
Massachusetts.....	U	E	274,804	4,727,033	793,254	2,388,192	...	...	8,183,283
Michigan.....	U	E	1,138,255	1,942,100	2,063,625	4,214,435	...	...	9,358,415
Minnesota.....	U	E	110,000	480,000	610,311	...	394,000	...	1,594,311
Mississippi.....	I	C	375,780	679,040	455,588	7,028	...	...	1,517,436
Missouri.....	I	C	247,507	794,282	1,116,850	...	...	...	2,158,639
Montana.....	U	E	175,000	...	307,530	...	...	...	482,530
Nebraska.....	I	C	336,728	...	384,294	52,447	...	...	773,469
Nevada.....	I	G	321,861	...	287,528	...	...	...	609,389
New Hampshire.....	I	G	362,011	...	311,739	...	...	...	673,750
New Jersey.....	U	E	1,289,562	7,990,457	952,541	3,057,083	...	...	13,289,643
New Mexico.....	I	C	309,000	21,000	338,000	20,603	...	...	688,603
New York.....	U	E	1,189,296	19,028,000	2,008,992	30,907	...	...	22,257,195
North Carolina.....	U	R	875,717	1,984,904	938,231	...	...	...	3,798,852
North Dakota.....	U	I	96,212	...	300,076	...	...	...	396,288
Ohio.....	I	B	570,369	472,829	1,275,875	...	289,283	...	2,608,356
Oklahoma.....	I	B	538,237	148,500	488,879	...	26,723	...	1,202,339
Oregon.....	I	B	798,419	...	443,381	133,769	8,144	...	1,383,713
Pennsylvania.....	U	E	1,080,000	7,516,393	1,587,347	...	...	...	10,183,740
Rhode Island.....	I	G	313,675	637,921	332,316	75,000	...	...	1,358,912
South Carolina.....	I	B	207,657	647,629	536,649	...	...	...	1,391,935
South Dakota.....	U	E	133,483	...	483,561	...	...	...	617,044
Tennessee.....	U	E	750,500	1,200,400	619,910	...	...	...	2,570,810
Texas.....	I	C	849,847	50,000	1,328,847	...	...	...	2,228,694
Utah.....	I	C	265,463	...	343,011	...	163,352	...	771,826
Vermont.....	I	G	491,872	...	391,442	...	18,197	...	901,511
Virginia.....	I	B	1,243,780	1,100,000	692,013	...	...	...	3,035,793
Washington.....	I	C	1,341,543	...	645,067	3,568,269	309,741	...	5,864,620
West Virginia.....	I	C	197,265	410,000	409,622	...	...	...	1,016,887
Wisconsin.....	U	E	835,463	872,000	669,630	...	...	...	2,377,093
Wyoming.....	U	B	115,205	...	272,328	...	26,141	...	413,674
Total.....	...	...	\$34,826,559	\$69,726,450	\$35,161,484	\$16,397,256	\$1,817,540	...	\$157,929,289

*Prepared by the American Library Association.

†Abbreviations: I—Independent; U—Unit within larger unit.
‡Abbreviations: A—Department of Administration; B—Board; C—Commission; D—Department of Community Affairs and Economic Development; E—Department of Education;

G—Governor or Governor's Board; I—Director of Institutions; L—Legislature; R—Department of Cultural Resources; S—Secretary of State.

(a) Hawaii is a totally integrated system; all public and state library support included in previous column.

THE BOOK OF THE STATES

FUNCTIONS AND RESPONSIBILITIES OF STATE LIBRARY AGENCIES*

	Library services to state governments						Statewide library services development																
State	Documents	Information and reference service	Legislative reference	Law library	Genealogy and state history	Archives	Liaison with institutional libraries	Coordination of academic libraries	Coordination of public libraries	Coordination of school libraries	Coordination of institutional libraries	Research	Coordination of library systems	Consulting services	Interlibrary loan, reference and bibliographic service	Statistical gathering and analysis	Library legislation review	Interstate library compacts and other cooperative efforts	Specialized resource centers	Direct service to the public	Annual reports	Public relations	Continuing education
Alabama.....	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Alaska.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Arizona.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Arkansas.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
California.....	★	★	★	★	★	★	★	†	★	★	★	†	★	★	★	★	†	★	†	★	★	†	†
Colorado.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Connecticut.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Delaware.....	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Florida.....	★	★	†	★	★	★	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Georgia.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Hawaii.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Idaho.....	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Illinois.....	★	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Indiana.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Iowa.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Kansas.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Kentucky.....	†	★	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Louisiana.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Maine.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Maryland.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Massachusetts.....	★	†	★	★	★	★	★	★	★	★	★	★	★	†	★	★	★	★	★	★	★	★	★
Michigan.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Minnesota.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Mississippi.....	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Missouri.....	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Montana.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Nebraska.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Nevada.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Hampshire.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Jersey.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Mexico.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New York.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
North Carolina.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
North Dakota.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Ohio.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Oklahoma.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Oregon.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Pennsylvania.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Rhode Island.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
South Carolina.....	†	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
South Dakota.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Tennessee.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Texas.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Utah.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Vermont.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Virginia.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Washington.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
West Virginia.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Wisconsin.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Wyoming.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★

*Prepared by the American Library Association.
★Primary.

†Shared.
..None.

347

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MAJOR FUNCTIONS OF STATE LIBRARY AGENCIES

A. LIBRARY SERVICES TO STATE GOVERNMENT

1. Documents
2. Information and Reference Service
3. Legislative Reference or Information Service
4. Law Collection
5. Genealogy and State History Collection
6. Archives
7. Liaison with Institutional Libraries

A strong collection of federal, state, and local documents maintained for historical research, public affairs, and special informational needs.

A quick information and extensive bibliographic service for state staffs on government assignments.

The research and digesting of information to help state legislators meet their generally increased responsibilities.

An extensive collection of constitutions, codes, statutes, sessions, laws, and legal documents to serve the judicial, legislative, and executive branch of government, the lower courts, students, and the general public.

Primary nonofficial source material to support intensive study of the State's political, economic, and cultural history.

The State's own records preserved, organized, and used for the legal and administrative functions of government.

An effort to facilitate the initial development and growth of libraries in the areas of health, welfare, and correctional programs.

B. STATEWIDE LIBRARY SERVICE DEVELOPMENT

Coordination of total library growth—A responsibility for the development of a statewide plan for library growth in each of the following types of libraries.

8. Academic
9. Public
10. School
11. Institutional
12. Research
13. Coordination of Library Systems
14. Consulting Services
15. Interlibrary Loan, Reference and Bibliographic Service
16. Statistical Gathering and Analysis
17. Library Legislation Review
18. Interstate Library Compacts, Contracts, and Other Cooperative Efforts
19. Specialized Resource Centers
20. Direct Library Service to the Public
21. Annual Reports
22. Public Relations
23. Continuing Education

Coordination of library growth in academic libraries.

Coordination of library growth in public libraries.

Coordination of library growth in school libraries.

Coordination of library growth in institutional libraries.

A means of identifying programs, resources, and other background information on various levels that are needed to further library growth.

The determination and implementation of the most effective structure to provide access to the total library resources.

Individual or small group contact with state and local officials emphasizing special aspects of library service, and to offer guidance and stimulation to all libraries to develop their potential.

Information services designed to supplement community and regional library services.

The gathering, compiling, interpreting, publicizing, and disseminating of annual statistics of all types of libraries in the State to aid in the planning and development of total library service.

The constant scrutinizing of both federal and state legislation affecting library service to foster new legislation to enable the implementation of state plans and to insure the compatibility of library laws.

The effort of the state agency to provide a legal and equitable means for extending cooperation across state lines.

Libraries designated by the state agency to permit more specialized and comprehensive resources that provide backup for the local collection.

The means used in very special circumstances, such as sparse population and low economic base, to provide access to materials, usually by bookmobile or by mail.

The compilation used to show the state library agency's activity as a coordinating agency providing information to legislators and citizenry of the State.

The interpretation of library service to the government and to the public to create a climate of public opinion favorable to library development.

Providing meetings, seminars, and workshops to bring facts and needed information to the attention of librarians and trustees.

C. STATEWIDE DEVELOPMENT OF LIBRARY RESOURCES

24. Long-range Planning
25. Determining the Size and Scope of Collections
26. Mobilization of Resources

Stated goals for developing, coordinating, maintaining, and improving the total library resources which affect the socioeconomic, political, cultural, intellectual, and educational life of the State.

The extent of collections needed in relation to other existing collections and strengths of resources within and without the State.

Cooperative agreements made to insure that materials are made quickly and easily available by various means.

MAJOR FUNCTIONS OF STATE LIBRARY AGENCIES

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| 27. Subject and Reference Centers | Specialized information resource centers located at convenient intervals to enable the serious reader direct access to specialized materials and to provide backup support in the total library program of the State. |
| 28. Defining Types of Resources—Books | Full resources needed for the affairs of state (encompassing the holdings of the state library agency, collections of public libraries, schools, colleges and universities, special institutions, private holdings, and research and industrial centers) form the total library resource often reaching into the millions of volumes. |
| 29. Other Printed Materials | In addition to books, such materials as current journals and newspaper reports in the original or in miniaturized forms are essential for the researcher, the legislator, the student, and all other citizens. |
| 30. Multi-Media | Films, film strips, slides, recordings, and other new forms of communication media are important elements of the total resources of the State. |
| 31. Materials for the Blind and Handicapped | Talking books on discs and tapes and books in braille and in large print are needed in each State. |
| 32. Coordination of Resources | The development of a plan to build and use the total library resources within each State and to foster cooperative agreements to make materials widely and genuinely available through varying means, such as a central record of holdings, bibliographies and indexes of state materials, rapid communication systems among libraries to facilitate location of needed information and resources, interlibrary loan provisions, and duplicating equipment for supplying copies of material that cannot be loaned. |
| 33. Little-used Material Centers | Locations established for the holding of rare and out-of-print materials disposed of by libraries participating in the total state program. |
| D. STATEWIDE DEVELOPMENT OF INFORMATION NETWORKS | |
| 34. Planning of Information Networks | The development and implementation of formal coordinated structures for the optimum utilization of the total library and information resources within a State. |
| 35. Centralized Informational Facilities | The determination of the most advanced techniques for acquiring, recording, and processing all kinds of informational material and the centralizing of these activities to insure the most economical and efficient service possible. |
| 36. Exchanging Information and Material | The opening of new sources and channels for the flow of information through networks. |
| 37. Interstate Cooperation | The responsibility of the state library agency to see that its networks are linked to other networks at the state, regional, national, and international level. |
| E. FINANCING LIBRARY PROGRAMS | |
| 38. Administering Federal Aid | Monies obtained from federal sources to provide incentive money to help States improve the quality of library service. |
| 39. Administering State Aid | Monies voted by the State Legislature to share in the direct cost for library service and facilities in recognition of the library's part of the state educational system. |
| 40. Organization and Reorganization of Library Systems and Networks | State and federal monies devoted to the establishment of library systems, networks, and resource centers in order to utilize the strengths of the State and the constant evaluation and reorganization of the above. |
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2

Transportation

TRANSPORTATION

BY CHARLES G. WHITMIRE*

THE FUNDAMENTAL legal and political structure of each State requires that the agencies of state government respond in every way possible to the needs of the citizenry. Program responses may be in the form of constructing a highway, aiding in the development of a new airport, assisting those who live in large urban areas with better public transit, or bringing together all modes of transportation into a system which enhances the State both socially and economically.

Until recently, the major state response to transportation needs was the development of state highway programs. State departments of transportation, however, are one element in the overall effort to reorganize and modernize state governments. The reorganization is a response to the challenge to traditional institutions of decision-making brought about by urbanization, reapportionment, and environmental concerns. The key common denominator of state departments of transportation is the formation of a single executive agency directly responsible to the Governor.

State departments of transportation are created to serve a variety of functions, including: to assure a unified state policy for transportation; to promote public transit; to enhance the effectiveness of state work with local governments; to facilitate communication and cooperation with the U.S. Department of Transportation;

to provide a stronger state viewpoint in regional and interstate transportation matters; to work closely with state planning agencies to insure transportation planning is consistent with other physical, economic and social planning; to make government agencies more responsive to popular control; to improve communication between state government and its constituency; and to improve efficiency and promote economy in government.

During 1973, Arizona, Kentucky, and South Dakota provided for establishment of departments of transportation (DOTs). The effective date for the Arizona DOT is July 1, 1974. Some 25 States have a DOT, or enabling legislation to create such a department.

Arizona	Michigan
California	New Jersey
Connecticut	New York
Delaware	North Carolina
Florida	Ohio
Georgia	Oregon
Hawaii	Pennsylvania
Illinois	Rhode Island
Kentucky	South Dakota
Maine	Tennessee
Maryland	Virginia
Massachusetts	Wisconsin
Missouri	

Eight other States considered proposals which would have created single transportation departments. The measures failed in five States (Colorado, Nevada, Utah, Vermont, and West Virginia), and in three States (Iowa, Kansas, and Minnesota) have been carried over for con-

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sideration during the 1974 legislative sessions.

The organization and authority of each of these departments varies between the States as do individual problems within each State. Some States (California and Maryland) have organized along the "modal split" in which their departments are organized by transportation modes—a division of highways, a division of public transit, a division of aviation, etc. With the modal approach, normally a coequal division of planning is established to effect coordination between the modes as programs and project schedules are developed.

Other States (New York and New Jersey) have found a functional organization to be more efficient in solving their particular transportation problems.

Another effort to bring comprehensiveness to the different transportation programs is the 1972 National Transportation Report. This report prepared by the U.S. Department of Transportation with the cooperation of the States contains the first all-inclusive tabulation of transportation needs ever made, and includes estimated needs of all forms of transportation including highway, rail, air, and mass transit.

The National Transportation Study (NTS) is the primary multimodal program seeking to improve federal transportation decisions. The NTS is an attempt to summarize the information generated by ongoing planning programs and make it useful at the federal level. The structure of the information requested encourages state and local planners to view transportation system performance and to consider the likely future performance as a result of their plans and programs in relation to present performance. Periodic national-level reports enable planners to view their plans and programs in relation to those of other jurisdictions. Long-term institutionalization of the NTS with a larger share of transportation aid coming to States in multimodal form was recommended. Multimodal planning in a rural State by its very nature is different from that of an urban State. The approach and possible solutions to transportation problems

of a State in which 90 to 95 percent of the travel is by automobile vary significantly from that of a State with urban corridor densities.

In summary, the years are gone in which each of the transportation modes moves its own way, oblivious and insensitive to the needs and problems of other modes. The States have decided that the whole is indeed the sum of its parts, and that to have a viable total transportation program each of the modes—highways, rail, airways, and waterways—are all integral, interrelated parts, pulling together toward a common goal of a well-balanced transportation program.

STATE HIGHWAY SYSTEMS

Our highway system has been and will continue to be the backbone of this Nation's transportation system. Because of our long-term concentration on highways and automobiles, we now have 3.7 million miles of public roads and streets and 100-plus million automobiles. The 1972 National Transportation Report shows how decisively highway travel dominates the Nation's transportation by all modes in a ratio of about 10 to 1. Some 93 percent of all person-miles of travel in the Nation by all modes is performed by highway vehicles, both automobile and buses. Within our urban areas, the ratio is even higher—98 percent (94 percent by automobile and 4 percent by bus). Even in our largest cities where rail and bus mass transit is available, the person-miles of travel by both these modes combined is only 5 percent of the daily travel. While large shares of the travel to the central business district during "rush hours" occur by mass transit, it represents only a small portion of the total travel within the area. Freight and service vehicle movements within urban areas depend almost 100 percent on the availability of a street and highway network.

Highway affairs in this country have traditionally been a partnership between federal, state and local governments. The States and local communities are vital forces in highway affairs. They manage the systems, maintain them, and program their improvements. State and local governments also raise a substantial part of

the total funds required. In fiscal year 1971-72, the Bureau of the Census estimates that total capital outlay for highways was \$12.4 billion. State and local governments accounted for \$12.3 billion of this expenditure. The 1972 National Transportation Report estimates the highway needs during the 1970-90 decades at about \$600 billion. Obviously, this amount of money cannot be available and it will be incumbent upon state highway officials to establish priorities for future highway programs.

Today's highway program is vastly more complex, more sophisticated, more enlightened, and more compassionate. It has to be concerned with the protection of the environment, assistance to the urban citizenry, reduction of pollution, conservation of energy sources, and greater participation of citizens in the planning and development stages.

Safety always has been one of the principal concerns of highway programs. The elimination of safety hazards on older roads is an absolute must. For example, some 24,000 bridges on the federal-aid systems are considered to be in unsafe condition.

At the federal level, the Federal-Aid Highway Act of 1973 provides for the continuation of the 42,700-mile interstate system—now 83 percent completed—with allocations of \$2.6 billion for fiscal 1974, \$3 billion each for fiscal years 1975 and 1976, and \$3.25 billion annually for fiscal 1977 through 1979. Federal-aid primary and secondary road systems in rural areas will receive \$1.07 billion for fiscal 1974 and \$1.10 billion each for fiscal 1975 and 1976. In order to improve the federal-aid primary highways which connect to the interstate system in both rural and urban areas, the act authorizes the creation of a new Priority Primary System with funding of \$600 million for fiscal years 1974-76.

There is little question that the highway system, as we know it today, will continue to be the predominant system of transportation, and that this system will increasingly need to be coordinated with air, rail and new systems, such as exclusive or preferential bus lanes on heavily traveled highways, in order to increase

efficiency and develop a truly intermodal concept of transportation for the benefit of the public.

NO-FAULT INSURANCE

Congressional interest in mandatory state no-fault insurance has spurred States to enact their own no-fault insurance plans. In one State after another, laws affecting auto insurance are being revised and updated. The thrust at both the state and federal levels is the same—to provide benefits to victims of auto accidents without regard to who caused the accident, i.e., "no-fault."

The no-fault insurance system does away with establishing blame except in cases involving serious injury or death, and allows an accident victim to recover damage from his own insurance company without the need to institute legal action.

The first state-type no-fault insurance program was approved by the Puerto Rico Legislature in 1968. It has proven very successful and is being studied by many other state legislators. The Puerto Rico plan is said to return 90 cents in benefits for every dollar of premium collected. In comparison, the present liability-based insurance system is estimated to return 50 cents in benefits for every dollar of premiums.

In 1970, Massachusetts became the first State to adopt a genuine no-fault system, that is, one which limits tort liability for pain and suffering cases. Also, in 1972, the State abolished tort liability for property damage. The Massachusetts law provides no-fault benefits up to \$2,000 for medical expenses, wage-loss coverage, and substitute services.

To date, all of the Legislatures have considered no-fault and other reforms of the motor vehicle insurance system but only 19 States and Puerto Rico have revised their automobile insurance laws. There is a great deal of variation among the state laws. Only 11 of the 19 state laws restrict, at least to some degree, the tort lawsuit remedy for automobile accident injuries. Since restriction of tort lawsuits is a key element in any effort to produce a low-cost, comprehensive, and fair system for compensating motor vehicle accident victims on a no-fault basis, only

10 States can be said to have genuine no-fault laws. They are Massachusetts, New Jersey, Connecticut, and Michigan, where no-fault plans are in operation now, and New York, Kansas, Utah, Nevada, Colorado, and Hawaii, where laws are scheduled to take effect in 1974. No-fault benefits are required but the privilege of suing is not restricted in Florida, Maryland, Delaware, and Oregon.

Five States with laws effective now or in 1974—Minnesota, Texas, South Dakota, Virginia, and Arkansas—require only that no-fault coverage be offered. The decision to buy is left up to the individual motorist. These five States do not restrict suits for negligence.

At the federal level, the Senate Commerce Committee has reported a bill that establishes a national system of no-fault insurance (S.354). This bill sets the minimum national standards that each State must meet or exceed in order to establish its own plan for no-fault insurance. They include:

- Payment of all reasonable medical and vocational-rehabilitation expenses, with no limit on time or total amount.
- Funeral expense up to \$1,000.
- Provision for work-loss benefits of not less than \$15,000.
- Replacement-loss benefits and survivors' loss-compensation, subject to reasonable limitations set by the State.
- Coverage required for all motorists.
- Claims for general damages limited to injuries resulting in death, serious or permanent injury or disfigurement, or total disability of more than six months.

Only Michigan has a sufficiently comprehensive no-fault system to meet the stringent standards being proposed in the federal bill.

If no-fault is to be adopted, individual state action and interstate cooperation could produce a no-fault system uniform enough to meet needs of interstate vehicle accidents and flexible enough to suit the conditions in each State. Traditionally, matters of insurance have been considered to be intrastate in nature and the best possible solution to the problems of auto insurance lies in continued state regulation and experimentation. The urban-rural population mix, the percent-

age of interstate highways in each State, and area driving characteristics and injury ratio, make a national solution unrealistic. The adoption of mandatory federal standards is not an acceptable option to individual state action and would eliminate the flexibility each State needs in developing an appropriate response.

URBAN MASS TRANSIT

In the past 25 years, the number of persons carried by public transit has declined from 23 billion passengers annually to 6.8 billion. The public clearly prefers the automobile at the expense of such public modes as buses, subways, surface rail, and trolleys. The States are beginning to devote more attention to methods to make public transportation economically advantageous, convenient, and efficient. Rail rapid transit systems are in operation, under construction, or planned in 15 American cities. To most States improved mass transit means more buses, using exclusive bus lanes, and other preferential facilities to move large numbers of people quickly, comfortably, and conveniently. Then too, in many communities, large and small, no public transportation at all is available.

The increasing involvement of state government in public transportation is vital. Farebox revenue is unable to support mass transit, and States and the federal government are going to have to increase revenue commitments, possibly assuming total responsibility for capital expenditures. For example, the Maryland DOT has the sole responsibility for providing public transport (bus and rail) in the Baltimore metropolitan area and is contributing most of the local share for the Washington Metro Rapid Rail project.

States have exercised their authority to form area public transit districts and have granted them taxing authority and bonding powers. Financial aid for public transit is varied and includes a cigarette tax in Massachusetts, higher gas and electric rates in New Orleans, Louisiana, a half-penny sales tax in Colorado, a special property tax in Toledo, Ohio, dedicated parking meter revenues in Baton Rouge, Louisiana, and a payroll tax in Portland,

Oregon. Additionally, there are sales and other general taxes in several cities, tax relief or rebates to public operators in at least 15 States, and reimbursement to public operators for discounted fares for school children and senior citizens.

Urban transportation is so complex that state action is a must. The State has the responsibility to give each urban area the technical and financial assistance it requires. It has to insure proper planning and coordination, set the priorities, and help resolve conflicts between city and suburban subdivisions. Only with the proper combination of highways and transit modes is there hope for progress against urban congestion.

The Federal-Aid Highway Act of 1973 authorized for the first time the use of the Highway Trust Fund for public transportation. For the urban system, the act authorizes \$780 million out of the Highway Trust Fund for fiscal year 1974 and \$800 million each for fiscal years 1975 and 1976. By law, these urban projects are to be selected by appropriate local officials and concurred in by state governments. This will require even greater coordination and cooperation between the various levels of government.

Beginning in fiscal year 1975, urban areas have the option of using up to a total of \$200 million of their allocations for purchase of buses; and beginning in fiscal 1976, they can use all or any part of those allocations for buses, rail transit systems, or highways. No federal funds, however, can be used for operating subsidies.

Further, the Highway Act increased by \$3 billion the funding authority for Urban Mass Transportation Administration (UMTA) and established an 80 percent federal, 20 percent local matching ratio. This will amount to about \$1 billion per year to fund capital grants. This act also opened up other possibilities because public transportation can now be substituted on a dollar-for-dollar basis for unbuilt urban interstate highway segments no longer considered essential to the national system. Finally, there is a growing support among federal, state and local officials for a mass transit trust fund similar to the Highway Trust Fund.

STATE AVIATION PROGRAMS

The need to define the proper state role in the development of the national air transportation system was addressed on a broad front during 1973 by federal and state aviation officials. A joint study is being conducted by the Federal Aviation Administration (FAA) and the National Association of State Aviation Officials (NASAO) to examine the advantages of transferring or delegating to the state aviation agencies responsibility for FAA functions such as the Planning Grant Program; the general aviation agencies portion of the Airport Development Aid Program (ADAP); the audit of ADAP projects; inspections for ADAP compliance, compliance with airport certification requirements, and the collection of airport facility data; certain aspects of general aviation safety and pilot proficiency; and registration of aircraft. The Department of Transportation has strongly endorsed this study as being in accordance with "New Federalism" as well as providing closer federal-state cooperation. Then too, substantial economies in project time and costs have been achieved in airport development by the state aviation agencies compared with federally administered projects.

During fiscal year 1972, \$215 million in state funds was made available for airport development. Of that amount, \$116.2 million was actually spent, reflecting the fact that many communities were unable to raise matching funds.

A legislative proposal was submitted to Congress in 1973 by NASAO, calling for a return to the States of 10 percent of the receipts collected in the Airport and Airway Trust Fund to assist States in financing the capital development of their portion of the national and state airport systems. Although the Airport and Airways Development Act of 1970 was amended in 1973 to increase annual ADAP authorization for airport development from \$280 million to \$310 million, and to raise the level of federal participation to a maximum of 75 percent of the cost of eligible projects, state aviation officials have made it clear that state and local funds required for the development, operation, and

maintenance of airports continued to exceed by far the amount of federal funds being made available. All but five States now provide funds at the state level for airport development purposes.

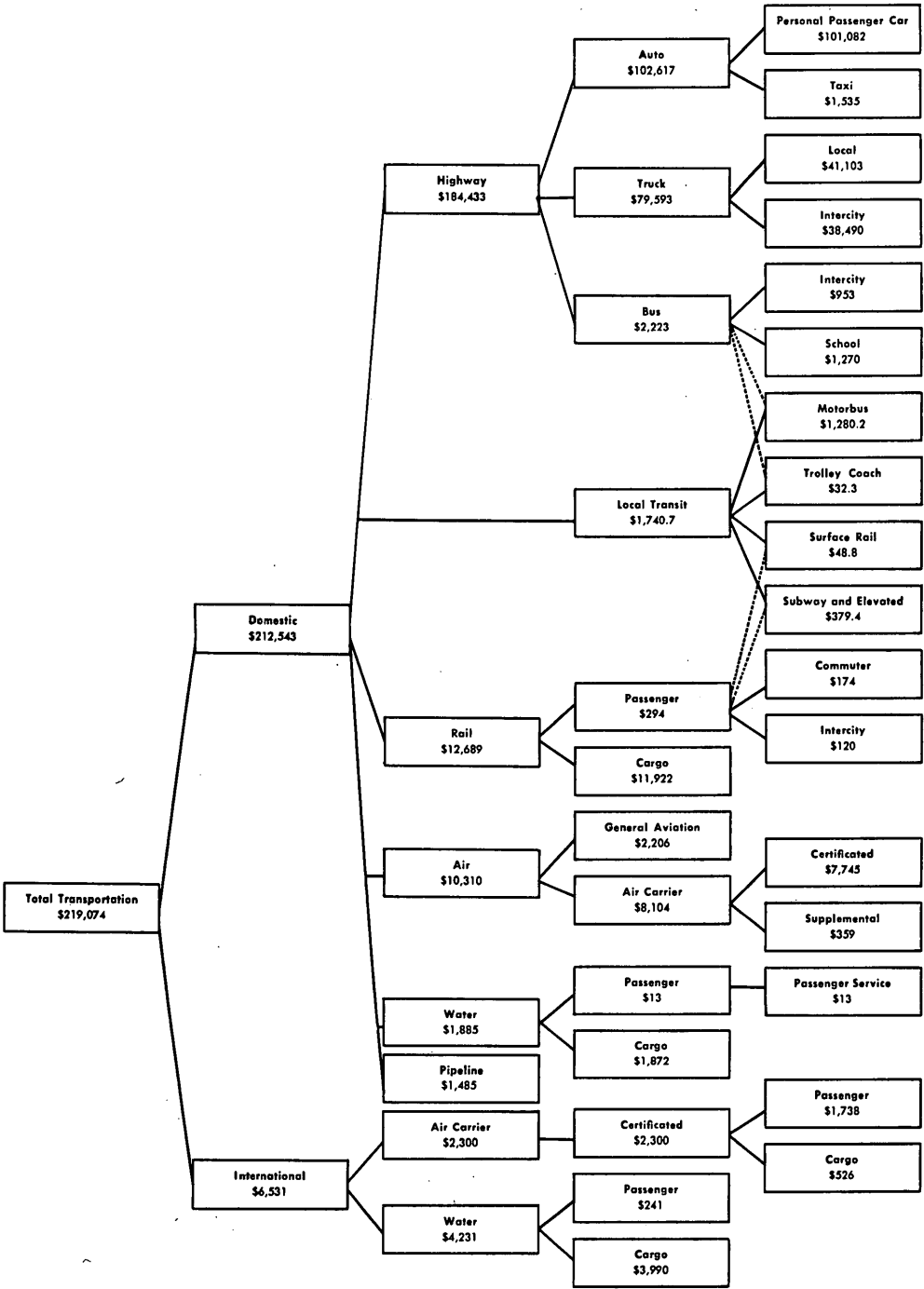
Other major state aviation programs include: the planning of state airport systems; installation, operation, and maintenance of air navigation and landing aids; aviation safety programs and aerospace education; and the regulation of intrastate air carriers. The States also are active in assisting communities to obtain and retain scheduled air service sup-

plied by trunk, regional, and commuter carriers.

The need for the States to play a larger role in the development of the Nation's air transportation system has never been more clear.

The extent to which federal agencies will delegate additional responsibilities to the States depends to a large degree on the willingness of the States to strengthen their aviation agencies and to continue to fulfill their responsibilities for the development of this vital national and state resource.

BREAKDOWN OF NATION'S ESTIMATED TOTAL TRANSPORTATION
BILL, 1971: FREIGHT AND PASSENGER
(Millions of dollars)



RECEIPTS FOR STATE-ADMINISTERED HIGHWAYS—1972*
(In thousands of dollars)

State or other jurisdiction	State highway user tax revenues	Road and crossing tolls (a)	Other state imposts, general fund revenues	Miscellaneous (income)	Federal funds		Transfers from local governments	Bond proceeds (b)	Total receipts
					Federal Highway Administration	Other agencies			
Alabama.....	\$ 185,345		\$ 442	\$ 7,877	\$ 106,991	\$ 127	\$ 1,267		\$ 302,049
Alaska.....	15,009	\$ 7,914	35,485		62,860	662	673	\$ 23,698	146,301
Arizona.....	111,729			335	75,097	1,193	2,482		190,836
Arkansas.....	123,666	513	543	1,690	42,927	4,029	488		173,856
California.....	1,055,441	21,043		25,929	416,724	5,683	5,190		1,530,010
Colorado.....	113,951		1,228	2,516	89,576	1,707			208,978
Connecticut.....	151,219	34,744		16,803	56,279		317	75,093	334,455
Delaware.....	29,183	18,666		3,626	17,061			13,989	82,525
Florida.....	321,814	51,629		31,700	129,559		7,065	63,682	605,449
Georgia.....	174,496			3,618	85,470	3,154	28	44,002	310,768
Hawaii.....	24,745		664	263	32,937		104	13,840	72,553
Idaho.....	51,887			669	39,797	2,929	1,530		96,812
Illinois.....	594,158	61,012		11,929	225,920	19	9,950		902,988
Indiana.....	298,835	20,500	1,611	14,070	88,388		5,849		429,253
Iowa.....	202,202	229	33,496	5,512	55,142	393	670	3,421	301,065
Kansas.....	121,486	15,870		3,868	59,003	87	216	79,996	280,526
Kentucky.....	219,497	17,620	13,149	19,884	93,662	49	1,030		364,891
Louisiana.....	168,921	609	44,174	5,012	112,673	1,662	2,162	25,130	360,343
Maine.....	60,745	12,487	531	2,407	30,642		1,748	13,500	122,060
Maryland.....	221,473	37,151		13,765	74,042	9	7,930	55,685	410,055
Massachusetts.....	217,894	46,983	8,675	6,173	67,185			5,056	351,966
Michigan.....	457,374	5,935	29,982	7,211	195,327	61	17,779		713,669
Minnesota.....	211,529			13,865	93,142	209	2,033		320,778
Mississippi.....	124,480		25,695	2,464	54,547	797	965	83,027	291,975
Missouri.....	219,140	2,147	7,047	131	112,826	593	1,519		343,403
Montana.....	48,123			339	76,450	4,040			128,952
Nebraska.....	103,684		11,973	844	30,804	1,109	4,039		152,453
Nevada.....	32,182			5,189	27,387	70			64,828
New Hampshire.....	51,475	7,335		989	27,740	19	1,236	8,039	96,833
New Jersey.....	259,471	136,526		30,984	127,322		4,297	56,922	615,522
New Mexico.....	62,320			848	61,290	396	845		125,699
New York.....	586,659	203,603		27,043	193,547			335,209	1,346,061
North Carolina.....	341,263	321		13,809	88,360		2,780		446,533
North Dakota.....	40,213		1,697	198	32,240	141	5,719		80,208
Ohio.....	535,334	36,341	500	10,783	173,023	449	12,793	100,002	869,225
Oklahoma.....	152,163	18,442	5,012	5,765	58,933	4,051	4,508		248,874
Oregon.....	121,231	860	1,377	2,687	111,888	24,884	875		263,802
Pennsylvania.....	561,161	97,152	2,649	21,130	199,773	86	5,814	371,257	1,259,022
Rhode Island.....	16,482	2,721		339	23,479			15,034	58,055
South Carolina.....	127,076			312	39,528	31	226		167,173
South Dakota.....	45,608		6,595	213	33,795	64	1,799		88,074
Tennessee.....	213,202		1,571	1,824	112,284	78	3,488	20,032	352,479
Texas.....	486,103	12,906	4,043	6,166	247,568	4,151	8,846		769,783
Utah.....	53,631			5,644	68,535	493	93		128,396
Vermont.....	40,375			187	29,725			13,000	83,287
Virginia.....	294,944	46,463	17,128	8,026	126,292		6,351		499,204
Washington.....	202,449	21,822		8,643	135,947	7,954	5,437	96,185	478,437
West Virginia.....	122,240	9,855	5,105	3,532	197,720	2,615		69,605	410,672
Wisconsin.....	205,021			3,417	59,280	27	9,666	70,583	347,994
Wyoming.....	31,601			1,256	37,896	8,445	335		79,533
Dist. of Columbia.....	25,835		517	938	27,622			8,000	62,912
Total.....	\$10,236,065	\$949,399	\$260,889	\$362,422	\$4,766,205	\$82,466	\$150,142	\$1,663,987	\$18,471,575

*Source: Federal Highway Administration, U.S. Department of Transportation. Compiled for calendar year from reports of state authorities.

(a) Toll receipts allocated for nonhighway purposes are

excluded.

(b) Par value of bonds issued and redeemed by refunding are excluded.

DISBURSEMENTS FOR STATE-ADMINISTERED HIGHWAYS—1972*
(In thousands of dollars)

	Capital outlay				Maintenance and traffic services	Administration and highway police	Bond interest	Grants-in-aid to local governments	Bond retirement (a)	Total disburse- ments
	Federal-aid systems			Total						
	State or other jurisdiction	Interstate	Other federal-aid systems								Other roads and streets
Alabama.....	\$ 105,530	\$ 68,746	\$ 4,915	\$ 179,191	\$ 26,818	\$ 15,135	\$ 14,779	\$ 59,003	\$ 14,940	\$ 309,866
Alaska.....	.....	71,786	3,453	75,239	22,146	32,898	3,853	1,822	2,884	138,842
Arizona.....	69,034	44,216	.....	113,250	23,000	26,538	121	31,693	1,200	195,802
Arkansas.....	29,747	63,323	2,187	95,257	17,018	17,807	267	36,163	5,433	171,945
California.....	377,125	222,052	149,180	748,357	107,365	209,945	6,011	374,071	8,803	1,454,552
Colorado.....	69,593	48,150	219	117,962	22,246	17,339	186	45,775	1,940	205,448
Connecticut.....	44,379	59,851	24,616	128,846	36,685	49,165	32,178	15,215	63,332	325,421
Delaware.....	15,574	10,072	14,157	39,803	10,390	11,287	11,569	2,000	13,123	88,172
Florida.....	115,810	130,421	148,548	394,779	44,966	43,871	38,505	85,984	17,909	626,014
Georgia.....	92,575	81,186	80,606	254,367	43,355	28,592	10,069	9,522	11,252	357,157
Hawaii.....	24,836	22,525	60	47,421	4,776	3,536	3,187	11,655	3,625	74,200
Idaho.....	26,495	24,478	.....	50,973	13,099	11,412	.....	19,655	.....	95,139
Illinois.....	280,707	117,161	87,447	485,315	104,011	93,292	14,646	211,311	13,283	921,858
Indiana.....	92,273	92,992	678	185,943	43,957	54,243	5,557	123,214	7,906	420,820
Iowa.....	48,802	124,653	1,520	174,975	29,119	24,738	156	91,452	.....	320,440
Kansas.....	57,273	41,243	527	99,043	35,099	24,103	4,678	27,175	6,784	196,882
Kentucky.....	85,784	87,969	158,530	332,283	63,376	35,988	42,727	5,039	20,201	499,614
Louisiana.....	108,547	87,598	57,449	253,594	39,780	32,191	19,149	29,234	20,278	394,226
Maine.....	28,062	22,404	7,271	57,737	32,080	11,077	4,404	3,064	5,793	114,155
Maryland.....	74,920	130,685	3,028	208,633	32,538	36,495	23,670	113,247	25,801	440,384
Massachusetts.....	83,811	36,642	5,775	126,228	46,517	74,556	35,146	10,337	56,608	349,392
Michigan.....	159,208	124,217	4,165	287,590	49,497	58,390	16,787	223,582	34,385	670,231
Minnesota.....	77,722	100,166	2,132	180,020	43,745	23,915	4,717	67,896	5,213	325,506
Mississippi.....	38,222	100,568	6,162	144,952	14,299	18,601	8,344	42,035	8,927	237,158
Missouri.....	81,991	107,479	62	189,532	63,420	38,737	30	30,194	1,199	323,112

Montana.....	63,290	24,362	1,446	89,098	11,497	11,965	.....	10,478	.....	123,038
Nebraska.....	17,386	56,252	1,351	74,989	14,073	14,661	1,091	47,072	1,000	152,886
Nevada.....	24,527	13,523	3,605	41,655	9,254	13,251	.....	5,251	.....	69,411
New Hampshire.....	23,135	14,244	2,639	40,018	19,957	11,258	1,770	4,948	7,210	85,161
New Jersey.....	131,576	58,272	161,779	351,627	74,095	80,926	74,680	23,191	47,361	651,880
New Mexico.....	46,582	30,203	1,397	78,182	23,476	11,743	92	7,932	900	122,325
New York.....	385,531	308,902	43,390	737,823	208,432	78,652	88,274	109,958	88,639	1,311,778
North Carolina.....	18,900	112,271	101,630	232,801	92,175	61,248	8,081	27,024	18,000	439,329
North Dakota.....	21,290	23,137	687	45,114	7,719	7,213	.....	15,388	.....	75,434
Ohio.....	148,273	162,842	15,807	326,922	80,275	95,468	32,717	199,693	94,981	830,056
Oklahoma.....	37,712	82,474	14,239	134,425	31,113	22,695	11,560	61,899	3,084	264,776
Oregon.....	110,633	48,625	1,035	160,293	25,610	23,572	2,314	63,491	5,150	280,430
Pennsylvania.....	161,705	196,653	185,749	544,107	268,073	102,491	78,816	101,167	54,831	1,149,485
Rhode Island.....	12,802	13,369	25	26,196	9,684	5,342	7,474	387	8,200	57,283
South Carolina.....	25,070	78,771	14,876	118,717	39,287	17,904	545	13,795	1,909	192,157
South Dakota.....	22,455	33,947	887	57,289	10,671	10,676	.....	10,828	.....	89,464
Tennessee.....	101,079	96,143	13,105	210,327	26,284	24,071	7,084	67,170	12,960	347,896
Texas.....	165,992	287,029	16,004	469,025	113,713	91,147	2,121	41,207	5,790	723,003
Utah.....	69,314	22,835	5,611	97,760	9,564	13,956	.....	7,670	.....	128,950
Vermont.....	29,342	12,740	1,416	43,498	14,273	9,015	3,996	4,560	5,645	80,987
Virginia.....	119,465	160,024	12,883	292,372	79,009	48,480	16,023	22,917	20,660	479,461
Washington.....	81,415	120,752	12,429	214,596	46,524	49,093	16,787	85,235	18,168	430,403
West Virginia.....	164,244	132,574	27,381	324,199	47,739	32,247	25,848	.....	15,592	445,625
Wisconsin.....	28,412	99,622	1,274	129,308	37,676	33,892	5,128	76,959	2,723	278,686
Wyoming.....	29,114	21,282	3,410	53,806	8,430	7,200	.....	6,997	.....	76,433
Dist. of Columbia.....	28,074	6,586	182	34,842	10,024	10,869	4,312	.....	1,752	61,799
Total.....	\$4,255,338	\$4,238,017	\$1,406,924	\$9,900,279	\$2,280,929	\$1,882,886	\$689,449	\$2,685,555	\$765,374	\$18,204,472

*Source: Federal Highway Administration, U.S. Department of Transportation. Compiled for calendar year from reports of state authorities.

(a) Par value of bonds issued and redeemed by refunding is excluded.

APPORTIONMENT OF FEDERAL-AID HIGHWAY FUNDS

Authorized for Fiscal Year 1974*

(In thousands of dollars)

State or other jurisdiction	Interstate	Rural	Urban	Priority primary	Metropolitan planning	Total
Alabama.....	\$ 51,844	\$ 23,027	\$ 13,056	\$ 1,766	\$ 238	\$ 89,931
Alaska.....	...	56,380	4,005	...	117	60,502
Arizona.....	51,016	14,498	9,439	1,236	215	76,404
Arkansas.....	19,046	18,109	5,902	1,186	117	44,360
California.....	171,994	42,541	123,619	7,794	2,996	348,944
Colorado.....	52,045	17,489	11,640	1,476	264	82,914
Connecticut.....	72,848	7,783	15,914	1,146	390	98,081
Delaware.....	12,547	5,163	4,513	372	117	22,712
Florida.....	79,221	20,964	35,992	2,788	767	139,732
Georgia.....	62,434	28,605	17,647	2,259	349	111,294
Hawaii.....	25,972	5,163	4,927	444	117	36,623
Idaho.....	12,547	12,381	4,370	759	117	30,174
Illinois.....	123,688	31,912	62,156	4,540	1,461	223,757
Indiana.....	30,338	24,738	22,230	2,281	445	80,032
Iowa.....	26,750	29,917	10,153	1,763	156	64,739
Kansas.....	30,339	23,666	9,327	1,637	146	65,115
Kentucky.....	37,039	20,750	10,864	1,543	208	70,404
Louisiana.....	76,135	17,706	15,699	1,641	316	111,497
Maine.....	13,224	9,092	4,598	603	117	27,634
Maryland.....	96,059	10,385	20,640	1,503	480	129,067
Massachusetts.....	78,042	10,236	32,595	2,013	804	123,690
Michigan.....	89,686	31,647	44,006	3,683	1,050	170,072
Minnesota.....	58,368	29,265	16,559	2,255	353	106,800
Mississippi.....	22,459	19,870	6,081	1,275	117	49,802
Missouri.....	48,130	28,886	21,656	2,473	478	101,623
Montana.....	25,797	19,577	4,377	1,151	117	51,019
Nebraska.....	12,547	19,155	5,966	1,256	117	39,041
Nevada.....	12,547	11,664	4,504	770	117	29,602
New Hampshire.....	12,547	5,163	4,522	373	117	22,722
New Jersey.....	70,790	10,903	43,769	2,510	1,128	129,100
New Mexico.....	23,287	15,454	5,032	1,050	117	44,940
New York.....	96,461	37,077	106,318	6,824	2,647	249,327
North Carolina.....	45,821	32,639	14,512	2,296	225	95,493
North Dakota.....	12,547	13,963	4,279	806	117	31,712
Ohio.....	77,088	32,233	54,300	4,197	1,232	169,050
Oklahoma.....	18,218	21,099	11,212	1,598	195	52,322
Oregon.....	63,638	17,157	9,058	1,330	183	91,366
Pennsylvania.....	123,362	38,997	56,027	4,607	1,284	224,277
Rhode Island.....	22,459	5,163	5,684	517	138	33,961
South Carolina.....	20,652	17,098	7,653	1,208	121	46,732
South Dakota.....	12,547	15,370	4,248	872	117	33,154
Tennessee.....	34,830	24,432	15,087	1,923	276	76,548
Texas.....	114,930	59,184	59,260	5,892	1,284	240,550
Utah.....	29,310	10,719	5,656	850	136	46,671
Vermont.....	11,292	4,647	3,609	256	106	19,910
Virginia.....	108,983	23,442	19,803	2,105	445	154,778
Washington.....	90,037	17,348	16,430	1,674	348	125,837
West Virginia.....	57,766	12,960	4,943	840	117	76,626
Wisconsin.....	29,285	25,926	19,147	2,201	384	76,943
Wyoming.....	14,203	11,716	4,087	689	117	30,812
Dist. of Columbia...	60,828	...	5,272	256	141	66,497
Puerto Rico.....	...	8,089	9,967	...	201	18,257
Total.....	\$2,600,000	\$1,070,000	\$1,070,000	\$100,000	\$23,462	\$4,840,000

*Source: Federal Highway Administration, U.S. Department of Transportation.

EXISTING MILEAGE OF STATE-ADMINISTERED ROADS
AND STREETS—SUMMARY—1972*
Classified by System

State	Rural roads			Total	Total state municipal	Total primary and secondary roads	Other state roads	Total state- admin- istered roads and streets
	State primary system	State secondary system	Local roads under state control					
Alabama.....	8,532	.....	10,331	18,863	2,002	20,865	875	21,740
Alaska.....	3,377	.....	966	4,343	554	4,897	.....	4,897
Arizona.....	5,484	.....	.....	5,484	328	5,812	.....	5,812
Arkansas.....	12,918	.....	.....	12,918	1,704	14,622	.....	14,622
California.....	12,728	.....	.....	12,728	2,330	15,058	1,550	16,608
Colorado.....	8,394	.....	.....	8,394	591	8,985	.....	8,985
Connecticut.....	328	1,001	.....	1,329	2,351	3,680	189	3,869
Delaware.....	534	1,376	2,289	4,199	243	4,442	140	4,582
Florida.....	10,340	6,794	.....	17,134	2,487	19,621	.....	19,621
Georgia.....	15,659	.....	.....	15,659	2,430	18,089	120	18,209
Hawaii.....	451	374	.....	825	83	908	68	976
Idaho.....	4,664	.....	.....	4,664	317	4,981	70	5,051
Illinois.....	13,270	.....	.....	13,270	3,559	16,829	87	16,916
Indiana.....	10,110	.....	.....	10,110	1,202	11,312	17	11,469
Iowa.....	8,815	.....	.....	8,815	1,227	10,042	251	10,313
Kansas.....	9,721	.....	.....	9,721	748	10,469	397	10,866
Kentucky.....	4,212	7,023	12,532	23,767	1,108	24,875	137	25,012
Louisiana.....	3,846	10,311	.....	14,157	1,778	15,935	32	15,967
Maine.....	3,452	7,221	.....	10,673	864	11,537	263	11,800
Maryland.....	1,009	3,782	.....	4,791	356	5,147	194	5,341
Massachusetts.....	747	.....	.....	747	2,014	2,761	447	3,208
Michigan.....	7,968	.....	.....	7,968	1,277	9,245	.....	9,245
Minnesota.....	10,119	.....	.....	10,119	2,022	12,141	1,264	13,405
Mississippi.....	9,723	.....	.....	9,723	977	10,700	.....	10,700
Missouri.....	6,987	23,081	.....	30,068	1,909	31,977	1	31,978
Montana.....	6,224	.....	5,883	12,107	284	12,391	19	12,410
Nebraska.....	9,307	.....	.....	9,307	488	9,795	287	10,082
Nevada.....	2,039	3,477	635	6,151	226	6,377	.....	6,377
New Hampshire.....	1,253	1,754	.....	3,007	1,338	4,345	42	4,387
New Jersey.....	728	.....	.....	728	1,371	2,099	834	2,933
New Mexico.....	11,668	.....	.....	11,668	974	12,642	36	12,678
New York.....	10,982	.....	.....	10,982	4,348	15,330	1,948	17,278
North Carolina.....	11,831	.....	59,111	70,942	3,732	74,674	62	74,736
North Dakota.....	6,639	.....	.....	6,639	267	6,906	23	6,929
Ohio.....	16,001	.....	.....	16,001	3,076	19,077	946	20,023
Oklahoma.....	10,864	.....	.....	10,864	1,275	12,139	637	12,776
Oregon.....	4,446	2,533	.....	6,979	601	7,580	2,306	9,886
Pennsylvania.....	13,460	25,064	.....	38,524	5,898	44,422	3,848	48,270
Rhode Island.....	286	.....	.....	286	766	1,052	213	1,265
South Carolina.....	8,730	22,933	.....	31,663	4,931	36,594	159	36,753
South Dakota.....	8,382	.....	.....	8,382	258	8,640	354	8,994
Tennessee.....	7,952	.....	.....	7,952	1,632	9,584	347	9,931
Texas.....	61,594	.....	.....	61,594	7,243	68,837	10	68,847
Utah.....	4,828	.....	.....	4,828	654	5,482	.....	5,482
Vermont.....	2,384	.....	.....	2,384	225	2,609	191	2,800
Virginia.....	8,125	.....	41,414	49,539	2,589	52,128	.....	52,128
Washington.....	6,244	.....	.....	6,244	665	6,909	7,827	14,736
West Virginia.....	4,781	.....	26,384	31,165	783	31,948	668	32,616
Wisconsin.....	10,202	.....	.....	10,202	1,723	11,925	586	12,511
Wyoming.....	5,881	.....	.....	5,881	158	6,039	.....	6,039
Total.....	408,219	116,724	159,545	684,488	79,966	764,454	27,605	792,059

*Source: Federal Highway Administration, U.S. Department of Transportation.

TRAVELED WAY OF THE FEDERAL-AID HIGHWAY SYSTEMS MILEAGE CLASSIFIED BY SYSTEM

Data as of December 31, 1972*

State or other jurisdiction	Federal-aid highway systems										
	Interstate highway system			Federal-aid primary highway system			Federal-aid urban system	Federal-aid secondary highway system			Total federal-aid systems
	Rural	Urban	Total	Rural	Urban	Total		Rural	Urban	Total	
Alabama.....	728	202	930	5,434	866	6,300	58	15,098	479	15,577	21,935
Alaska.....	...	...	...	1,695	29	1,724	...	1,931	25	1,956	3,680
Arizona.....	1,133	69	1,202	3,131	167	3,298	186	3,426	456	3,882	7,366
Arkansas.....	438	64	502	3,520	428	3,948	68	14,090	403	14,493	18,509
California.....	1,537	773	2,310	7,374	2,144	9,518	986	13,010	2,087	15,097	25,601
Colorado.....	857	98	955	4,032	482	4,514	230	4,295	96	4,391	9,135
Connecticut.....	145	178	323	728	542	1,270	433	900	340	1,240	2,943
Delaware.....	...	30	30	413	156	569	95	1,210	237	1,447	2,111
Florida.....	1,150	312	1,462	4,250	864	5,114	819	13,279	871	14,150	20,083
Georgia.....	931	196	1,127	7,617	876	8,493	82	19,598	619	20,217	28,792
Hawaii.....	20	29	49	464	78	542	27	424	22	446	1,015
Idaho.....	589	29	618	3,131	107	3,238	8	5,514	94	5,608	8,854
Illinois.....	1,324	425	1,749	9,876	2,320	12,196	269	14,502	913	15,215	27,680
Indiana.....	930	204	1,134	4,779	727	5,506	390	17,485	731	18,216	24,112
Iowa.....	695	113	808	9,186	675	9,861	172	32,921	312	33,233	43,266
Kansas.....	683	114	797	7,267	484	7,751	130	24,173	247	24,420	32,301
Kentucky.....	606	115	721	3,951	518	4,469	78	14,503	402	14,905	19,452
Louisiana.....	570	118	688	2,421	440	2,861	91	8,613	329	8,942	11,894
Maine.....	289	33	322	1,728	205	1,933	57	2,457	112	2,569	4,559
Maryland.....	178	174	352	1,528	653	2,181	44	6,639	935	7,574	9,799
Massachusetts.....	202	252	454	1,224	1,267	2,491	287	1,382	996	2,378	5,156
Michigan.....	726	412	1,138	5,317	1,392	6,709	1,412	25,082	1,371	26,453	34,574
Minnesota.....	671	253	924	6,909	1,033	7,942	139	29,904	856	30,760	38,841
Mississippi.....	544	130	674	5,845	482	6,327	43	16,039	359	16,398	22,768
Missouri.....	890	215	1,105	7,599	715	8,314	419	23,357	353	23,710	32,443
Montana.....	1,166	30	1,196	6,248	168	6,416	28	5,879	85	5,964	12,408
Nebraska.....	447	36	483	5,806	240	6,046	85	17,390	125	17,515	23,646
Nevada.....	516	21	537	2,226	77	2,303	19	3,721	98	3,819	6,141
New Hampshire.....	181	36	217	1,096	152	1,248	17	1,614	122	1,736	3,001
New Jersey.....	139	254	393	933	802	1,735	1,441	1,224	599	1,823	4,999
New Mexico.....	921	83	1,004	3,673	258	3,931	48	5,890	113	6,003	9,982
New York.....	798	577	1,375	8,462	2,960	11,422	1,016	16,135	2,573	18,708	31,146
North Carolina.....	718	168	886	3,883	725	4,608	176	27,643	1,277	28,920	33,704
North Dakota.....	567	12	579	4,648	90	4,738	4	13,902	29	13,931	18,673
Ohio.....	965	561	1,526	5,782	1,977	7,759	176	18,872	2,843	21,715	29,650
Oklahoma.....	621	168	789	6,883	681	7,564	74	13,765	958	14,723	22,361
Oregon.....	602	126	728	3,580	413	3,993	123	8,405	509	8,914	13,030
Pennsylvania.....	1,272	319	1,591	6,747	1,601	8,348	112	12,053	1,705	13,758	22,218
Rhode Island.....	32	68	100	138	287	425	130	302	268	570	1,125
South Carolina.....	676	92	768	4,443	670	5,113	11	20,650	725	21,375	26,499
South Dakota.....	699	16	715	5,620	113	5,733	9	13,626	55	13,681	19,423
Tennessee.....	853	189	1,042	5,715	899	6,614	112	11,498	370	11,868	18,594
Texas.....	2,370	833	3,203	14,510	2,593	17,103	1,339	39,296	1,591	40,887	59,329
Utah.....	877	89	966	2,282	242	2,524	34	3,936	277	4,213	6,771
Vermont.....	315	14	329	1,363	75	1,438	...	1,985	30	2,015	3,453
Virginia.....	846	199	1,045	3,773	752	4,525	22	18,915	892	19,807	24,354
Washington.....	514	217	731	3,308	628	3,936	604	10,648	1,048	11,696	16,236
West Virginia.....	545	60	605	2,357	228	2,585	10	10,697	161	10,858	13,453
Wisconsin.....	491	73	564	5,607	764	6,371	205	18,203	1,104	19,307	25,883
Wyoming.....	901	21	922	3,746	85	3,831	...	2,674	27	2,701	6,532
Dist. of Columbia..	...	28	28	...	138	138	1	...	122	122	261
Puerto Rico.....	...	...	...	374	104	478	56	1,040	77	1,117	1,651
Total.....	33,868	8,828	42,696	222,622	35,372	257,994	12,375	609,595	31,428	641,023	911,392

*Source: Federal Highway Administration, U.S. Department of Transportation.

MOTOR VEHICLE OPERATORS AND CHAUFFEURS LICENSES—1972*

State or other jurisdiction	Operators licenses				Chauffeurs licenses				Estimated total licenses in force during 1972(a)
	Years for which issued	Renewal date	Amount of fees		Years for which issued	Renewal date	Amount of fees		
			New	Renewal			New	Renewal	
Alabama.....	2	Birthday	\$4.25(b)	\$4.25(b)		Not required			1,805,801
Alaska.....	3	Birthday	5.00	5.00	1	September 2	2.00	None	153,631
Arizona.....	3	Birthday	2.50	2.50	2	Birthday	2.50	2.50	1,184,421
Arkansas.....	2	Birth month	6.00	6.00	1	Birth month	5.00	5.00	1,119,004
California.....	3 & 4	Birthday	3.25	3.25	3 & 4	Birthday	3.25	3.25	12,650,000
Colorado.....	3	Birthday	2.25	2.25	3	Birthday	5.25	5.25	1,535,918
Connecticut.....	2	Birth month	8.00(c)	8.00(c)	2	Birth month	8.00(c)	8.00(c)	1,797,821
Delaware.....	4(d)	Birthday	10.00(d)	10.00(d)	4(d)	Birthday	10.00(d)	10.00(d)	348,779
Florida.....	2	Birth month	3.00(e)	3.00	2	Birth month	5.00(e)	5.00	4,360,625
Georgia.....	2 or 5	Birthday	2.50	2.50	2 or 5	Birthday	4.50	4.50	3,205,859
			or 5.50	or 5.50			or 10.50	or 10.50	
Hawaii.....	2 & 4(f)	Birthday	2.00 & 4.00(f)	2.00 & 4.00(f)	1	Issuance	3.00	3.00	491,805
Idaho.....	3	Birthday	7.00	7.00	3	Birthday	9.00	9.00	508,203
Illinois.....	3	Birthday	8.00	8.00	3	Birthday	8.00	8.00	6,003,602
Indiana.....	4	Birth month	5.00	5.00	1	Birth month	2.50	2.50	2,936,579
Iowa.....	2 & 4(g)	Birthday	5.00 & 10.00(g)	5.00 & 10.00(g)	2 & 4(g)	Birthday	10.00 & 20.00(g)	10.00 & 20.00(g)	1,727,257
Kansas.....	4	Birthday	(e,h)	4.00	4	Birthday	(e,h)	8.00	1,564,697
Kentucky.....	2	Birth month	3.00	3.00	1	January 1	2.00	2.00	1,683,984†
Louisiana.....	2	Birthday	3.50	3.50	2	Birthday	9.00	9.00	1,916,845
Maine.....	2	Birthday	5.00	5.00		Not required			556,881
Maryland.....	2	Birthday	8.00	2.00	2	Birthday	8.00	2.00	2,151,407
Massachusetts.....	4	Birthday	10.00(e)	10.00	1	Issuance	2.50(e)	2.50	3,141,000†(i)
Michigan.....	3	Birthday	6.00	4.50	3	Birthday	4.00(j)	11.00	5,311,836
Minnesota.....	4	Birthday	6.00	6.00	1	Birthday	2.50	2.50	2,336,027†
Mississippi.....	2	Birth month	5.00	5.00(k)	2	Birth month	9.00	9.00(k)	1,382,030
Missouri.....	3	Issuance	3.00	3.00	3	Issuance	10.00	10.00	2,775,589
Montana.....	2 & 4	Birthday	4.00 & 8.00	4.00 & 8.00	2 & 4	Birthday	4.00 & 8.00	4.00 & 8.00	444,276
Nebraska.....	4	Birthday	(l)	6.00		Not required			1,007,000
Nevada.....	4	Birthday	5.00	5.00	4	Birthday	5.00	5.00	369,595
New Hampshire.....	4	Birthday	12.00	12.00	2	Birthday	12.00	12.00	461,124
New Jersey.....	1 or 3	Issuance	4.00	4.00	(m)	(m)	None	None	4,124,513†
			or 11.00	or 11.00					
New Mexico.....	2	Birth month	3.75	3.75	1	Birth month	3.25	3.25	637,291
New York.....	3	Issuance	3.00(n)	3.00	3	Issuance	6.00(n)	6.00	8,450,000
North Carolina.....	4	Birthday	3.25	3.25	2	Birthday	4.75	4.75	2,918,709
North Dakota.....	2	Birth month	3.00	3.00	2	Birth month	3.00	3.00	347,310
Ohio.....	4	Birthday	5.00(o)	5.00(o)	4	Birthday	5.00(o)	5.00(o)	6,140,623
Oklahoma.....	2	Birth month	6.00(n)	6.00	2	Birth month	10.00(n)	10.00	1,630,647
Oregon.....	2	Birthday	3.00	3.00	2	Birthday	2.00	2.00	1,512,657†
Pennsylvania.....	2	Birth month	4.00	4.00	1	Issuance	None	None	6,532,145
Rhode Island.....	2	Birth month	8.00(p)	8.00	2	Birth month	8.00(p)	8.00	537,849
South Carolina.....	4	Birthday	2.00	2.00	1	January 1	2.00	2.00	1,563,788†
South Dakota.....	4	Birthday	3.00	3.00		Not required			423,880
Tennessee.....	2	Birthday	4.00	4.00	2	Birthday	6.00	6.00	2,159,499
Texas.....	4	Birthday	7.00	7.00	2	Birthday	13.00	13.00	6,789,721
Utah.....	4	Birthday	5.00(q)	5.00(q)	4	Birthday	5.00(q)	5.00(q)	649,770
Vermont.....	2	Birthday	6.00(r)	6.00		Not required			280,408
Virginia.....	4	Birth month	9.00(s)	9.00(s)	1	Birthday	6.00(s)	6.00(s)	2,670,493
Washington.....	2	Birthday	5.50(r,t)	5.50	2	Birthday	12.50	12.50	2,007,862
West Virginia.....	4	Issuance	5.00(u)	5.00	1	Issuance	3.00(u)	3.00	1,016,060
Wisconsin.....	2	Birthday	5.00(r)	4.00	1	Birthday	4.00(r)	4.00	2,527,731†
Wyoming.....	3	Birthday	2.50	2.50	1	Issuance	2.50	2.50	217,251
Dist. of Columbia	4	Issuance	12.00	12.00		Not required			344,671

*Source: Federal Highway Administration, U.S. Department of Transportation.

(a) Allowance has been made for deaths, emigration, and revocations in the States that were able to do so. Chauffeurs licenses have not been added to operators licenses in the States that require an operators license in addition to a chauffeurs license. Such States are indicated with a dagger (†).

(b) In Jefferson County add 25¢ for all licenses.

(c) There is a \$5 examination fee for original license plus 35¢ per month from date of issuance to last day of next birth month, maximum of \$2 for 6 months. First renewal is \$4 or \$8 depending on year of birth.

(d) A driver who has had a Delaware drivers license for 3 consecutive years and has a motor vehicle operation record that shows no previous arrest or conviction may apply for a permanent license for an initial fee of \$25 plus \$1 photograph fee every 4 years.

(e) There is a \$3 examination fee for original license.

(f) Two years at \$2 for persons 15–24 years old and 65 years old and over; 4 years for persons 25–64 years old.

(g) Two years at \$5 for operators licenses and \$10 for chauffeurs licenses for persons 16–20 years old and 65 years old and over; 4 years for persons 21–64 years old.

(h) Original licenses are issued for 6 to 59 months and expire on licensee's birthday in second even- or odd-numbered calendar year after issuance, depending on licensee's birth year. Original operators license fees range from \$1 to \$5, and chauffeurs from \$2 to \$10.

(i) Data not available from State. Estimated by Federal Highway Administration.

(j) Original license expires first birthday after issue date.

(k) There is a 25¢ service fee added to the cost of renewal licenses.

(l) Original license is \$1.50 per year and expires on licensee's birthday in the first year after issuance that his age is divisible by 4.

(m) Issued for an indefinite period, but evidence of physical fitness, good character, and experience must be furnished every 12 months.

(n) There is a \$2 charge for license application before obtaining the original license.

(o) There is a 50¢ deputy issuance fee for all licenses.

(p) There is a \$5 examination fee for original license.

(q) \$3 for persons 65 years and over.

(r) There is a \$2 examination fee for original license.

(s) For unclassified drivers licenses. A classified operators license may be obtained for \$12 for original and \$11 for renewal; or a classified chauffeurs license for \$7 for original and \$6 for renewal.

(t) The classified license endorsement fee is \$5 plus \$2 examination fee if certification of driving experience cannot be presented.

(u) A drivers license can be obtained without examination by a resident who has a valid out-of-state license by payment of the regular driver license fee plus \$1.

STATE MOTOR VEHICLE REGISTRATIONS—1972*

State or other jurisdiction	Motor vehicles								
	Automobiles			Buses			Trucks		
	Private and commercial (including taxicabs)	Publicly owned (a)	Total	Private and com- mercial (b)	Publicly owned (a)	Total	Private and com- mercial (c)	Publicly owned (a)	Total
Alabama.....	1,739,873	6,645	1,746,518	1,871	6,022	7,893	454,615	18,267	472,882
Alaska.....	99,416	1,664	101,080	579	38	617	42,559	4,500	47,059
Arizona.....	963,822	7,859	971,681	610	1,758	2,368	314,250	13,571	327,821
Arkansas.....	727,557	4,821	732,378	629	4,748	5,377	325,842	6,698	332,540
California.....	10,487,902	72,240	10,560,142	12,297	9,159	21,456	2,157,822	112,808	2,270,630
Colorado.....	1,263,992	7,374	1,271,366	1,139	2,895	4,034	386,935	17,367	404,302
Connecticut.....	1,687,312	8,146	1,695,458	6,476	531	7,007	143,297	14,623	157,920
Delaware.....	266,927	2,749	269,676	1,196	91	1,287	49,382	2,626	52,008
Florida.....	4,111,426	20,910	4,132,336	3,098	5,261	8,359	653,116	42,175	695,291
Georgia.....	2,365,600	6,146	2,371,746	3,023	7,699	10,722	554,314	22,672	576,986
Hawaii.....	388,726	3,732	392,458	1,315	80	1,395	50,155	3,401	53,556
Idaho.....	378,425	3,429	381,854	634	1,405	2,039	154,999	10,942	165,941
Illinois.....	4,880,975	22,985	4,903,960	13,794	5,078	18,872	687,708	33,313	721,021
Indiana (e).....	2,300,370	6,419	2,306,789	7,237	3,200	10,437	576,575	14,742	591,317
Iowa.....	1,442,150	7,488	1,449,638	1,468	6,669	8,137	438,461	20,839	459,300
Kansas.....	1,213,994	6,436	1,220,430	1,326	3,744	5,070	450,248	15,753	466,001
Kentucky.....	1,510,083	5,467	1,515,550	1,596	6,055	7,651	429,944	14,475	444,419
Louisiana.....	1,508,181	10,065	1,518,246	9,118	3,040	12,158	400,780	11,079	411,859
Maine.....	448,746	2,115	450,861	820	1,181	2,001	108,260	3,660	111,920
Maryland.....	1,824,865	7,052	1,831,917	6,599	2,288	8,887	276,199	13,455	289,654
Massachusetts (f).....	2,532,231	10,850	2,543,081	7,214	430	7,644	247,728	23,143	270,871
Michigan.....	4,241,297	23,745	4,265,042	5,657	8,082	13,739	692,559	39,197	731,756
Minnesota.....	1,863,017	8,504	1,871,521	5,111	6,797	11,908	466,759	17,939	484,698
Mississippi.....	917,809	2,158	919,967	2,627	5,777	8,404	309,010	11,771	320,781
Missouri.....	2,021,084	5,819	2,026,903	3,977	5,049	9,026	568,143	14,092	582,235
Montana.....	372,703	1,987	374,690	1,001	737	1,738	200,125	7,563	207,688
Nebraska.....	773,568	4,051	777,619	1,034	2,262	3,296	290,178	9,792	299,970
Nevada.....	293,839	3,985	297,824	239	646	885	92,689	7,648	100,337
New Hampshire.....	366,212	1,644	367,856	1,001	158	1,159	61,982	5,161	67,143
New Jersey.....	3,440,027	23,416	3,463,443	7,822	3,133	10,955	338,612	45,621	384,233
New Mexico.....	494,099	5,594	499,693	2,552	522	3,074	198,449	9,549	207,998
New York (f).....	6,325,000	34,081	6,359,081	17,242	12,939	30,181	672,000	57,304	729,304
North Carolina.....	2,510,291	20,165	2,530,456	7,960	13,995	21,955	617,973	49,392	667,365
North Dakota.....	287,491	2,157	289,648	596	1,204	1,800	166,208	5,966	172,174
Ohio.....	5,470,018	16,733	5,486,751	7,255	12,306	19,561	687,221	30,745	717,966
Oklahoma.....	1,321,330	4,850	1,326,180	1,644	5,463	7,107	535,594	18,329	553,923
Oregon.....	1,218,099	8,958	1,227,057	2,278	3,553	5,831	247,270	15,957	263,227
Pennsylvania.....	5,434,750	25,527	5,460,277	17,901	3,410	21,311	804,415	25,327	829,742
Rhode Island.....	472,885	2,366	475,251	907	113	1,020	56,642	3,371	60,013
South Carolina.....	1,197,229	5,732	1,202,961	2,123	6,601	8,724	272,777	12,927	285,704
South Dakota.....	309,963	1,913	311,876	625	1,283	1,908	140,712	8,117	148,829
Tennessee.....	1,811,489	7,632	1,819,121	2,616	4,992	7,608	446,266	20,640	466,906
Texas.....	5,520,343	32,839	5,553,182	13,490	11,388	24,878	1,659,550	78,101	1,737,651
Utah.....	533,275	5,204	538,479	354	970	1,324	191,959	8,745	200,704
Vermont.....	213,800	1,193	214,993	433	462	895	42,873	2,535	45,408
Virginia.....	2,147,636	19,581	2,167,217	2,284	7,539	9,823	406,238	19,495	425,733
Washington.....	1,688,837	13,575	1,702,412	3,520	6,487	10,007	503,882	25,759	529,641
West Virginia.....	664,402	4,338	668,740	715	2,126	2,841	194,433	7,592	202,025
Wisconsin.....	1,962,591	8,186	1,970,777	6,369	2,981	9,350	374,929	23,780	398,709
Wyoming.....	172,265	1,307	173,572	1,054	745	1,799	93,670	4,567	98,237
Dist. of Columbia	231,915	7,144(g)	239,059	1,900	288	2,188	13,999	4,246	18,245
Total.....	96,419,837	528,976	96,948,813	204,326	203,380	407,706	20,250,306	1,011,337	21,261,643

*Source: Federal Highway Administration, U.S. Department of Transportation. Compiled for the calendar year from reports of state authorities.

Where the registration year is not more than one month removed from the calendar year, registration-year data are given. Where the registration year is more than one month removed, registrations are given for the calendar year.

(a) Includes federal, state, county, and municipal vehicles. Vehicles owned by the military services are not included.

(b) The numbers of private and commercial buses given here are estimates by the Federal Highway Administration of the numbers in operation, rather than the registration counts of the States.

(c) The following farm trucks, registered at a nominal fee and

STATE MOTOR VEHICLE REGISTRATIONS—1972*

Motor vehicles						Motorcycles		
All motor vehicles			Comparison of total motor vehicle registrations, 1971-1972					
Private and commercial	Publicly owned (a)	Total	Total 1971 registrations	Increase or decrease 1972	Percentage change	Private and commercial	Publicly owned (a)	State or other jurisdiction
2,196,359	30,934	2,227,293	2,092,971	134,322	6.4	58,257	425	Alabama
142,554	6,202	148,756	150,655	-1,899	-1.3	10,843	...	Alaska
1,278,682	23,188	1,301,870	1,184,972	116,898	9.9	49,072	105	Arizona
1,054,028	16,267	1,070,295	1,055,373(d)	14,922	1.4	29,818	35	Arkansas
12,658,021	194,207	12,852,228	12,367,181	485,047	3.9	618,831	6,952	California
1,652,066	27,636	1,679,702	1,547,598	132,104	8.5	68,609	209	Colorado
1,837,085	23,300	1,860,385	1,791,011	69,374	3.9	48,808	276	Connecticut
317,505	5,466	322,971	316,512	6,459	2.0	5,107	37	Delaware
4,767,640	68,346	4,835,986	4,534,300	301,686	6.7	132,086	1,403	Florida
2,922,937	36,517	2,959,454	2,752,904	206,550	7.5	70,072	306	Georgia
440,196	7,213	447,409	426,219	21,190	5.0	10,490	122	Hawaii
534,058	15,776	549,834	509,203	40,631	8.0	35,829	112	Idaho
5,582,477	61,376	5,643,853	5,417,021	226,832	4.2	141,980	461	Illinois
2,884,182	24,361	2,908,543	2,868,016(d)	40,527	1.4	92,396	278	(e) Indiana
1,882,079	34,996	1,917,075	1,841,680	75,395	4.1	97,354	151	Iowa
1,665,568	25,933	1,691,501	1,599,109	92,392	5.8	88,117	777	Kansas
1,941,623	25,997	1,967,620	1,859,987	107,633	5.8	36,573	148	Kentucky
1,918,079	24,184	1,942,263	1,832,285	109,978	6.0	36,794	289	Louisiana
557,826	6,956	564,782	536,815	27,967	5.2	16,128	18	Maine
2,107,663	22,795	2,130,458	2,002,976	127,482	6.4	39,004	150	Maryland
2,787,173	34,423	2,821,596	2,699,793	121,803	4.5	59,981	...	(f) Massachusetts
4,939,513	71,024	5,010,537	4,739,639	270,898	5.7	224,484	1,107	Michigan
2,334,887	33,240	2,368,127	2,293,478	74,649	3.3	103,526	238	Minnesota
1,229,446	19,706	1,249,152	1,175,836	73,316	6.2	25,476	11	Mississippi
2,593,204	24,960	2,618,164	2,497,950	120,214	4.8	80,685	51	Missouri
573,829	10,287	584,116	510,696	73,420	14.4	34,611	67	Montana
1,064,780	16,105	1,080,885	1,032,693	48,192	4.7	40,079	70	Nebraska
386,767	12,279	399,046	372,730	26,316	7.1	15,864	231	Nevada
429,195	6,963	436,158	406,699(d)	29,459	7.2	15,672	...	New Hampshire
3,786,461	72,170	3,858,631	3,737,308	121,323	3.2	63,978	1,250	New Jersey
695,100	15,665	710,765	661,129	49,636	7.5	29,700	87	New Mexico
7,014,242	104,324	7,118,566	6,890,844	227,722	3.3	81,000	751	(f) New York
3,136,224	83,552	3,219,776	3,001,520	218,256	7.3	75,711	460	North Carolina
454,295	9,327	463,622	444,066	19,556	4.4	15,744	38	North Dakota
6,164,494	59,784	6,224,278	6,043,109	181,169	3.0	225,566	476	Ohio
1,858,568	28,642	1,887,210	1,789,483	97,727	5.5	84,536	138	Oklahoma
1,467,647	28,468	1,496,115	1,431,732	64,383	4.5	73,230	336	Oregon
6,257,066	54,264	6,311,330	6,023,575(d)	287,755	4.8	175,342	788	Pennsylvania
530,434	5,850	536,284	509,047	27,237	5.4	14,794	396	Rhode Island
1,472,129	25,260	1,497,389	1,382,965	114,424	8.3	25,946	133	South Carolina
451,300	11,313	462,613	441,689	20,924	4.7	16,605	19	South Dakota
2,260,371	33,264	2,293,635	2,135,635	158,000	7.4	70,115	168	Tennessee
7,193,383	122,328	7,315,711	6,984,269	331,442	4.7	216,510	1,685	Texas
725,588	14,919	740,507	711,267	29,240	4.1	45,597	103	Utah
257,106	4,190	261,296	237,153	24,143	10.2	9,209	...	Vermont
2,556,158	46,615	2,602,773	2,410,216	192,557	8.0	52,517	212	Virginia
2,196,239	45,821	2,242,060	2,163,117	78,943	3.6	80,678	637	Washington
859,550	14,056	873,606	826,154	47,452	5.7	49,904	68	West Virginia
2,343,889	34,947	2,378,836	2,230,174	148,662	6.7	69,835	442	Wisconsin
266,989	6,619	273,608	257,337	16,271	6.3	13,857	30	Wyoming
247,814	11,678	259,492	260,108	-616	-0.2	3,569	543	Dist. of Columbia
116,874,469	1,743,693	118,618,162	112,988,199	5,629,963	5.0	3,780,489	22,789	Total

restricted to use in the vicinity of the owner's farm are not included in this table: Connecticut, 4,557; New Hampshire, 3,504; New Jersey, 7,088; New York, 16,000; and Rhode Island, 1,473.

(d) Additional information required the revision of the 1971 data for Arkansas, Indiana, New Hampshire, and Pennsylvania.

(e) Final motor-vehicle registration data for 1972 were un-

available at the time of publication. The figures shown are estimates by the State.

(f) The State was unable to provide motor-vehicle registration data for 1972. The figures shown are estimates by the Federal Highway Administration.

(g) Includes 3,900 automobiles of the Diplomatic Corps.

MOTOR VEHICLE LAWS*

As of January 1973

State or other jurisdiction	New license plates can be used on	Driving license		Financial responsi- bility law (a)	Safety inspec- tion	Certificate of title required	Chemical test for intoxi- cation
		Minimum age	Renewal				
Alabama.....	Oct. 1	16	2 years	★	(b)	..	★(c)
Alaska.....	Jan. 1	16(d)	3 years	★	Spot	★	★(c)
Arizona.....	Jan. 2	16(d)	3 years	★	..	★	★(c)
Arkansas.....	(e)	14(s)	2 years	★	★	★	★(c)
California.....	(e)	16(f)	3 or 4 years	★(g)	Spot	★	★(c)
Colorado.....	Jan. 1	18(h)	3 years	★	★	★	★(c)
Connecticut.....	(e)	16(f)	2 years	★(p)	Spot	★	★(c)
Delaware.....	(e)	16(f)	4 years	★(l)	★	★	★(c)
Florida.....	July 1	16(d,f)	2 years	★(l,p)	★	★	★(c)
Georgia.....	Jan. 1	16	2 or 5 years	★	★	★	★(c)
Hawaii.....	(e)	15(d)	2 or 4 years	★	★	★	★(c)
Idaho.....	(e)	16	3 years	★	★	★	★(c)
Illinois.....	Dec. 1	16(f,d)	3 years	★	Trucks only	★	★(c)
Indiana.....	Jan. 1	16½(d,h,l)	2 or 4 years	★	★	★	★(c)
Iowa.....	Dec. 1	16(f)	2 or 4 years	★	Spot(b)	★	★(c)
Kansas.....	(e)	16	2 or 4 years	★	..	★	★(c)
Kentucky.....	Dec. 29	16(d)	2 years	★	★	★	★(c)
Louisiana.....	Dec. 1	15	2 years	★	★	★	★(c)
Maine.....	Dec. 25	15(d,f)	2 years	★	★	(m)	★(c)
Maryland.....	Mar. 1	16(f,k)	2 years	★(n,p)	★(o)	★	★(c)
Massachusetts.....	(e)	16½(d,f)	4 years	★(l,p)	★	★	★(c)
Michigan.....	(q)	16(d,f,r)	3 years	(n)	Spot	★	★(c)
Minnesota.....	Nov. 15	16(f,h)	4 years	★	Spot(b)	★	★(c)
Mississippi.....	Nov. 1	15	2 years	★	★	★	★(c)
Missouri.....	(e)	16	3 years	★	★	★	★(c)
Montana.....	(e)	15(d,f,j)	2 or 4 years	★	..	★	★(c)
Nebraska.....	(e)	16	4 years	★	★	★	★(c)
Nevada.....	(e)	16(d)	2 or 4 years	★	..	★	★(c)
New Hampshire.....	Mar. 1	16(f)	4 years	★(g)	★	★	★(c)
New Jersey.....	(e)	17	1 or 3 years	★(n,p)	★	★	★(c)
New Mexico.....	Dec. 15	15(f)	2 years	★	★	★	★(c)
New York.....	(e)	17(f)	(t)	★(g,i,n)	★	★	★(c)
North Carolina.....	Jan. 1	16(d,f)	4 years	★(l)	★	★	★(c)
North Dakota.....	Feb. 15	16	2 years	★(n)	..	★	★(c)
Ohio.....	Mar. 16	16(f,i)	4 years	★	Spot	★	★(c)
Oklahoma.....	Dec. 11	16	2 years	★(g)	★	★	★(c)
Oregon.....	(e)	16	2 years	★(g,p)	Spot	★	★(c)
Pennsylvania.....	Mar. 15	16(d)	2 years	★	★	★	★(c)
Rhode Island.....	Mar. 1	16(f)	2 years	★(l)	★	★	★(c)
South Carolina.....	Oct. 2	16	4 years	★(g,n)	★	★	★(c)
South Dakota.....	Jan. 1	16	4 years, 1 mo.	★	★	★	★(c)
Tennessee.....	Mar. 1	16	2 years	★	(b)	★	★(c)
Texas.....	Feb. 1	16(f)	4 years	★	★	★	★(c)
Utah.....	Dec. 16	16(f)	4 years	★	★	★	★(c)
Vermont.....	Jan. 1	18	2 years	★	★	★	★(c)
Virginia.....	Oct. 1	16(d,f)	4 years	★(g,n)	★	★	★(c)
Washington.....	Jan. 2	16(f)	2 years	★	Spot	★	★(c)
West Virginia.....	(e)	18	4 years	★	★	★	★(c)
Wisconsin.....	(e)	16(f)	2 years	★	Spot	★	★(c)
Wyoming.....	Jan. 1	16(k)	3 years	★	★	★	★(c)
Dist. of Columbia...	Mar. 1	16(d)	4 years	★	★	★	★

*Compiled from data supplied by the American Automobile Association.

(a) Security and/or future proof requirements.
(b) Certain or all cities may provide for compulsory inspection. In Iowa, required prior to first registration and on all transfers.

(c) Law contains implied consent provision. In Maryland, express consent provision for residents; implied consent for non-residents.

(d) Under 18, need consent of parent or guardian.

(e) When issued.

(f) If approved driver education course passed.

(g) Mandatory uninsured motorist coverage.

(h) Provisional license under 21.

(i) Compulsory insurance.

(j) Provisional license under 19.

(k) Under 21, need consent of parent or guardian.

(l) Minimum age 16 plus 1 month if driver education course passed.

(m) Upon transfer of ownership, registration expires and seller must return registration card to Secretary of State with written notice of transfer.

(n) Unsatisfied claim and judgment fund.

(o) Required only for purposes of titling used vehicles.

(p) Has no-fault insurance law.

(q) At discretion of Secretary of State.

(r) Under 18, can be cancelled upon written request of parent or guardian.

(s) Under 17, driver must be accompanied by licensed driver.

(t) Staggered.

MAJOR STATE SERVICES

STATE AVIATION AGENCIES

SOURCES OF INCOME AND EXPENDITURES

367

State	Fiscal year 1972 budget	Principal sources of income	State airport development funds		Navigation aids	Regulation, safety, and education
			Available	Spent		
Alabama.....	\$ 450,000	(b)	\$ 350,000	\$ 350,000	...	\$ 5,000
Alaska.....	11,044,500	(a, e)	27,845,500	27,767,141	...	...
Arizona.....	545,758	(a, b, c, e)	478,000	478,000	\$ 30,000	65,000
Arkansas.....	173,342	(b)	120,635	89,285	3,246	3,000
California.....	1,504,998	(b)	2,549,494	877,919	49,317	96,005
Colorado.....	...	...	...	...	...	...
Connecticut.....	2,338,000	(a)	7,520,000	6,920,000	...	72,000
Delaware.....	(f)	(f)	...	...	...	...
Florida.....	3,251,206	(b)	2,800,000	2,800,000	13,250	31,000
Georgia.....	1,060,000	(a)	976,347	976,347	...	11,300
Hawaii.....	23,630,775	(a, e)	34,364,606	34,364,606	...	877,300
Idaho.....	545,000	(a, b, c, g)	564,280	564,280	33,000	...
Illinois.....	54,904,300	(a, c, e)	100,000,000	9,649,113	...	493,400
Indiana.....	85,655	(a)	...	...	...	...
Iowa.....	459,496	(b, c, e)	314,900	281,000	2,000	24,742
Kansas.....	50,000	(a)	...	...	...	12,000
Kentucky.....	N.A.	N.A.	1,635,000	904,000	32,000	13,000
Louisiana.....	(f)	(f)	578,812	578,812	...	16,218
Maine.....	262,605	(a)	500,000	100,000	10,000	N.A.
Maryland.....	115,473	(a, c, e)	151,200	151,200	...	53,000
Massachusetts.....	559,995	(a, c, e)	413,459	393,419	49,500	57,500
Michigan.....	1,200,000	(b, c, e)	3,588,200	3,571,380	84,700	45,000
Minnesota.....	3,494,000	(b, c, d)	3,914,000	3,914,000	606,000	40,000
Mississippi.....	279,389	(a, b, h)	116,228	116,228	...	...
Missouri.....	200,000	(a)	100,000	100,000	5,000	...
Montana.....	946,500	(b, e)	165,000	165,000	5,000	30,562
Nebraska.....	709,496	(a, b, e)	815,884	815,884	...	68,700
Nevada.....	...	...	...	...	...	...
New Hampshire.....	139,000	(a, b, c)	615,073	467,000	4,000	3,000
New Jersey.....	198,000	(a)	...	...	...	112,500
New Mexico.....	251,719	(b, c)	79,506	78,168	...	28,260
New York.....	(f)	(f)	8,400,000	4,200,000	(k)	...
North Carolina.....	350,000(l)	(a, j)	175,000	175,000	(k)	8,000
North Dakota.....	426,889(l)	(a, b)	75,000	75,000	9,000	25,000
Ohio.....	242,000(l)	(a, c)	1,300,000	1,150,000	50,000	...
Oklahoma.....	341,000	(a, b)	305,000	249,726	...	36,597
Oregon.....	630,508	(b, c, e)	417,740	417,740	7,000	35,000
Pennsylvania.....	N.A.	N.A.	4,410,000	4,322,000	76,100	N.A.
Rhode Island.....	1,852,607	(a)	2,900,000	2,900,000	170,000	45,000
South Carolina.....	453,721	(a, c)	265,000	265,000	...	3,900
South Dakota.....	840,906	(a, b)	1,791,047	1,709,739	...	2,246
Tennessee.....	1,141,300	(a)	940,000	940,000	35,000	140,000
Texas.....	1,081,842	(a, b)	500,000	500,000	(k)	26,436
Utah.....	1,585,000	(b)	477,000	477,000	118,000	11,500
Vermont.....	N.A.	N.A.	435,633	435,633	N.A.	N.A.
Virginia.....	557,029	(b, c, e)	178,000	173,200	...	12,420
Washington.....	N.A.	N.A.	62,000	62,000	...	N.A.
West Virginia.....	750,000	(a)	750,000	595,200	...	...
Wisconsin.....	648,200	(b, c, d)	894,725	894,725	...	25,700
Wyoming.....	456,634	(a)	150,000	150,000	25,000	8,750
Total.....	\$131,251,343	...	\$214,982,269	\$116,161,145	\$1,417,113	\$2,539,036

*Source: National Association of State Aviation Officials.
N.A.—Not available.
(a) General fund.
(b) Fuel tax.
(c) Aircraft registration fee.
(d) Airline flight property.
(e) Other.
(f) These aviation agencies are part of other state departments, with the aviation budget not specifically established.
(g) General fund appropriation is "1-shot" only for fiscal year

1972. Funds not normally available from this source.
(h) General fund appropriation, \$7,500 earmarked for Civil Air Patrol.
(i) Figures shown are biennial rather than annual budgets.
(j) Amount shown for budget for airport construction and improvement only. Aviation agency is placed under state department and administrative costs for aviation are not broken down.
(k) Included in airport development funds column.

3

Health and Welfare

STATE HEALTH PROGRAMS

BY W. ROBERT PROCTOR*

HEALTH has become a \$75 billion national enterprise. In the last decade, governmental investment in health has increased nearly tenfold, to a point where 10 cents of every federal dollar disbursed was spent on health in 1972.

These enormous sums—roughly \$25 billion in public funds and \$50 billion in private dollars—are an economic measure of the value placed on health by our society. In recent years, medical science has responded to society's mandate for action with spectacular technological advances. And although health services have failed to progress at an equal pace, there has been, nevertheless, a trend of gradual improvement.

A baby born in the United States in 1972, for example, could expect to live 71.2 years, or 23.9 years longer than one born in 1900 and three years longer than the child born in 1950. The past decade has shown a gradual rise in life expectancy from 70 years in 1962. The 1972 rate is the highest ever attained in the United States.

An estimated 1,962,000 deaths occurred in the United States in 1972, for a death rate of 9.4 per 1,000 population. This was a slight increase from the 1971 rate, but a 1 percent reduction from the final 1969 rate of 9.5. For the past 10 years, except for minor fluctuations, the annual death rate has remained relatively stable, with the highest monthly rates occurring

in the winter and the lowest in the summer months.

Heart disease, cancer, and stroke, with respective death rates of 361, 167, and 101 per 100,000 population, together accounted for two thirds of all deaths in the United States in 1972. Accidents, with a rate of 55 per 100,000 population, ranked fourth as a cause of death.

Although rates for these four causes have not changed greatly in the last 10 years, provisional figures for 1972 showed a slight increase for deaths from diseases of the heart, stroke, and accidents, compared with 1971. The death rate for cancer also continued to increase.

In 1972 there were approximately 60,200 infant deaths, resulting in an infant mortality rate of 18.5 per 1,000 live births. This was the lowest annual rate ever recorded in the United States, and it represents a decrease of 3.6 percent from the estimated rate of 19.2 in 1971. Recently, the annual rate of decline has been small, compared with earlier years.

The maternal mortality rate increased in 1972. The rate was 24 deaths per 100,000 live births, or one maternal death for every 4,174 live births. The corresponding ratio for 1971 was estimated at one death for every 4,875 live births.

In 1972 there were an estimated 3,256,000 births in the United States, 9 percent less than in 1971. The birth rate for 1972 was 15.6 births per 1,000 population, and the fertility rate was 73.4 births per 1,000 women 15-44 years of age. These rates were 10 and 11 percent lower,

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respectively, than in 1971. The decline in the rates was more than enough to offset the increase in the number of women in the childbearing ages (assumed to be 15-44 years), resulting in a decline of about 300,000 births.

HEALTH SERVICE REORGANIZATION

The Department of Health, Education, and Welfare (HEW) made significant changes in the organization of its health programs in 1973, elevating one Health Services and Mental Health Administration (HSMHA) program, the Center for Disease Control, to agency status; restructuring another, the National Institute of Mental Health, and renaming it the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA); and dividing the remaining HSMHA programs into two new agencies, the Health Resources Administration and the Health Services Administration. The effect of this reorganization was consolidation of the department's health programs, known collectively as the Public Health Service, into six major agencies: Health Resources Administration, Health Services Administration, Center for Disease Control, Food and Drug Administration, Alcohol, Drug Abuse, and Mental Health Administration, and the National Institutes of Health (NIH). Because the emphasis in this chapter is on state health services, the biomedical research programs and activities of NIH will not be discussed.

HEALTH RESOURCES ADMINISTRATION

The mission of the Health Resources Administration is to help develop the Nation's health care resources and to improve the use of those resources. The administration is made up of three major bureaus: health statistics, health resources development, and health services research and evaluation. Since the latter bureau is primarily federally oriented, its activities will not be discussed.

HEALTH STATISTICS

The National Center for Health Statistics, principal federal source of health data in the United States, works cooperatively with the States to produce national vital statistics. Through a number of

other data collection systems, the center obtains national data on illness, disability, and health services received, as well as on the availability of health manpower and facilities.

The 1970 amendments to the Public Health Service Act authorized research and development leading to the design and implementation of a cooperative federal-state-local health statistics system. When fully developed, this system will provide an economical and effective method of maintaining a data base to guide decisions on health care at all levels of government.

While the research and development phase of the system is in its second year, actual implementation began in mid-1973 with negotiation of the first contracts between the National Center for Health Statistics and state agencies. Under terms of these contracts, the States will provide vital statistics to the federal government according to national standards relating to content, quality, and format. Plans call for the negotiation of similar contracts with all States in the area of vital statistics and other health statistics components.

RESOURCES DEVELOPMENT

Allied Health Training

Allied health professions training programs in 138 junior colleges and universities were strengthened by grants totaling \$7 million. Advanced training grants totaling \$3.3 million were awarded to 163 public programs and private, nonprofit organizations to support traineeships for allied health professionals who were preparing for positions as educators, administrators, supervisors, and non-research specialists.

Grants and contracts were initiated for special projects to plan, establish, develop, demonstrate, or evaluate programs, methods, or techniques for training allied health personnel. A total of \$8.7 million was awarded for 120 special project grants.

Public Health Training

The number of schools of public health rose to 18 with the opening of a new school at the University of Illinois in

Chicago. Grants for curriculum development totaled about \$8 million. Traineeships totaling \$6 million were awarded to approximately 8,000 students enrolled in full-time academic training and short courses in public health nursing, preventive medicine and dentistry, public health aspects of nutrition, population planning, hospital/health services administration, engineering, and environmental health.

Health Professions Education

Selected Contract Activities—The University of California at Berkeley received support to undertake an experimental program designed to prepare graduate students for entry in advanced standing to medical school. Aspiring medical students are to receive two years of preclinical training in regular graduate facilities before being admitted to medical school as third-year students.

The University of Illinois at Champaign-Urbana was awarded funds to develop and test computer-assisted teaching materials for use in its School of Basic Medical Sciences. The school will devise materials for first-year medical students for use in its Programmed Logic for Automated Teaching Operation System.

Educational Improvement Program—More than \$152 million was awarded in basic support grants to 286 schools of the health professions (medicine, osteopathy, dentistry, optometry, pharmacy, podiatry, and veterinary medicine) in 47 States, the District of Columbia and Puerto Rico. Health professions schools expected to receive a first-year enrollment in the fall of 1973 of almost 31,000 students, about 400 more than the preceding year.

Student Assistance Program—Some \$30 million in loans and \$15.5 million in scholarships were awarded to 283 health professions schools. An estimated 30,000 health professions students received federal assistance in the 1972-73 school year.

Nursing Education

The Division of Nursing in the Bureau of Health Resources Development has helped States to increase their nurse supply and improve the quality of nursing education.

From 1965 to June 1973, nursing edu-

cation programs and health organizations in 49 States and two Territories received 626 grants and contracts for special projects to improve nurse training. Located in 48 States and three Territories and sponsoring 195 educational programs in nursing, 171 educational institutions received 176 matching grants for the construction, renovation, expansion, or equipping of nursing education facilities.

Since 1972, 1,823 basic support grants in 50 States and two Territories have been awarded to encourage schools of nursing to increase their enrollments and to offer advanced training to prepare nurses for expanded roles as specialized nurse practitioners.

From the enactment of the Nurse Training Act of 1964 until June 30, 1973, 19,275 registered nurses throughout the country received traineeships for long-term academic study to prepare for teaching, supervisory, and nurse-specialist responsibilities. In addition, 190,000 loans and 95,000 scholarships were awarded to nursing students.

Comprehensive Health Planning

The Comprehensive Health Planning and Public Health Services Amendments of 1966 are regarded as landmark achievements in federal support of the efforts of States and communities to meet their health needs. A continuous program, comprehensive health planning identifies health needs, inventories resources, establishes priorities, and recommends courses of action.

Grant programs are administered by the 10 Regional HEW Offices. Grants authorized include those for comprehensive state health planning and areawide comprehensive health planning. All 50 States and Territories eligible to participate in the program are conducting comprehensive health planning. As of July 1, 1973, 218 areawide comprehensive health planning programs were being supported.

HEALTH SERVICES ADMINISTRATION

The Bureau of Community Health Services provides a focus for the federal government's efforts to improve the organization and delivery of the Nation's health services.

Neighborhood Health Centers

HEW's Neighborhood Health Center Program was authorized by Congress in 1966 under the Comprehensive Health Planning and Public Health Services Act. Priority for grants was given to the development of health centers providing comprehensive care in medically under-served areas. At present, some 67 centers are serving over a million people annually. Another 50 centers are being transferred to HEW from the Office of Economic Opportunity in fiscal year 1974 to provide care for some 335,000 patients.

Maternal and Child Health

The Social Security Act of 1935 established programs to help States extend and improve maternal and child health services and services for crippled children. Federal funds help each State get new services started, reach more mothers and children, and improve the quality of health care they receive.

Six of every 1,000 children in the population receive crippled children's services each year through this federal-state partnership. In fiscal 1972, nearly one fifth of the Nation's infants received health checkups in well-child conferences. In addition, 18 percent of school-age children (5-17 years) got vision screening tests, 12 percent received hearing tests, and 5.7 percent were given dental examinations under the program.

Twenty-nine States and Territories have 59 special projects for the comprehensive health care of children and youth. These programs offer screening, diagnosis and preventive services and treatment, correction of defects, and aftercare services for children from low-income families or for children who for other reasons beyond their control would not receive health services.

In addition, eight projects providing intensive care for high-risk infants during the first year of life are under way at several universities and hospitals throughout the United States.

Migrant Health

The Migrant Health Act seeks to assure quality health care in rural areas for mi-

grant and seasonal farmworkers and their families. Grants are awarded to public or nonprofit private agencies, institutions, and organizations, including organized farmworker groups. In the current fiscal year, 114 migrant health projects in 34 States provide care to over 350,000 people.

Each year a million farmworkers and family dependents follow migrant streams as they harvest the Nation's crops. Two million more seasonal farmworkers reside in the areas where the migrants work. Project funds are used to strengthen existing health services as well as to support new programs of comprehensive health care. Some projects operate as clinics with a full medical staff on a daily year-round schedule, while others are seasonal.

Health Maintenance Organizations

The Health Maintenance Organization (HMO) is an organized system of health care which accepts the responsibility for providing comprehensive health maintenance and treatment services to its voluntarily enrolled membership. HMOs emphasize prevention and early care; they provide incentives for holding down costs and for increasing the productivity of resources; they offer opportunities for improving the quality of care; and they provide a means for improving the geographic distribution of care. At a minimum, each HMO is expected to provide directly or arrange and pay for physician services, inpatient patient care, emergency care, and outpatient preventive medical services.

In 1973, 60 HMOs provided health care services to almost 8 million clients. Using seed money furnished by the Department of Health, Education, and Welfare, 20 sponsors have developed operational HMOs with an enrollment of some 72,000 clients.

National Health Service Corps

The National Health Service Corps was formed to carry out provisions of the Emergency Health Personnel Act of 1970. This act authorizes the corps to assign health professionals in areas where health services are inadequate because of critical shortages of health manpower and pro-

vides primary health care services to these areas.

Selection of eligible communities is based on an application process to determine demonstrated need and the possibility of self-sufficiency at a later date. Local medical society certification of a community's need is required. By April 1973, 263 communities had been approved for participation in the program, with 231 health professionals placed in 117 sites.

Family Planning

Family planning activities of the Bureau of Community Health Service are carried out under auspices of the Family Planning Services and Population Research Act of 1970, and Title V of the Social Security Act as amended by the Child Health Act of 1967. Through this program, comprehensive (excluding abortion) family planning information and services may be made available to all persons wanting freedom of choice in spacing their children and deciding on the size of their families. The number of grants for family planning services grew to 350 in fiscal year 1973 with 1,800 counties having organized programs. The projects have the capacity for serving 1.9 million individuals.

Formula Grants to States

Under Section 314(d) of the Comprehensive Health Planning and Public Health Service Act, formula grants are awarded to state health and mental health authorities for public health services. These funds offer the States an opportunity to initiate new and different methods of providing health protection where innovation is needed, particularly where health services cannot be supported with existing state or local funds. The monies may also support established health programs. The amount of the grant is based on each State's population and per capita income. At least 15 percent must be allocated for mental health activities.

FOOD AND DRUG ADMINISTRATION

The Food and Drug Administration (FDA) has the broadest mandate of any

federal agency concerned with consumer safety. FDA's responsibilities are so extensive and varied that it would be impossible for the agency to carry out its missions without the cooperation of local and state officials and agencies with coinciding objectives.

FDA is charged with insuring that foods are safe, pure, and nutritious; that drugs and medical devices are safe and effective; that cosmetics are harmless; and that all these products are honestly and informatively labeled and safely packaged.

The FDA is also empowered to see that counterfeiting of drugs is stopped, that products giving off radioactive emissions are controlled, and that sanitary regulations are observed on all types of interstate carriers.

Finally, FDA monitors injuries resulting from misuse of products and inspects imported foods and drugs for compliance with federal regulations.

These functions are carried out administratively through five bureaus—foods, drugs, biologics, veterinary medicine, and radiological health. However, to facilitate state and local cooperation and to be more accessible to consumers, the agency maintains 10 regional offices, 19 field offices equipped with laboratory facilities, and 102 resident inspector stations, whose staffs and services are accessible to state and local authorities. FDA also has 48 consumer specialists strategically located who provide information and respond to inquiries from consumer groups and individuals.

State and local cooperation is not only desirable but necessary if the safety of consumers is to be assured. Most localities have laws and regulations covering some aspects of FDA's total mission, but all do not parallel the federal laws and regulations. FDA encourages States to enact the Uniform State Food, Drug, and Cosmetic Act, which would guarantee closer and more effective cooperation between state agencies and FDA.

In 1973, FDA began negotiating contracts with qualified state agencies that have similar responsibilities. The new program has so far been for food and medicated feed plant inspections which

FDA would not be able to accomplish with its own resources. Contracts in the food area have been for inspections of bakeries, bottling plants, grain elevators, and grocery warehouses. Other food inspection contracts will furnish added coverage for foods served to interstate travelers through inspections of caterers and related facilities and conduct extensive sample analyses of canned foods in market channels. FDA hopes to extend its contracts with state agencies into other program areas if the present contracts are effective in providing the desired consumer protection.

CENTER FOR DISEASE CONTROL

The Center for Disease Control (CDC) cooperates with state and local health departments to reduce the toll of illness and death from communicable and vector-borne diseases and from certain other preventable, but noninfectious, conditions.

CDC provides these health agencies, hospitals, industry, and foreign countries, at their request, with specialized services for which staff, facilities, and equipment can be maintained best and most economically by a central agency. These include the national surveillance of disease incidence and trends, epidemic aid, investigations of disease vectors and environmental health problems, laboratory diagnostic services for unusual problems, production of biological reagents that are unavailable commercially, and licensure of clinical laboratories engaged in interstate commerce. Laboratory services are backed up by applied research to develop improved diagnostic and control methods and to establish national standards for performance of diagnostic procedures.

Much of CDC's technical and training assistance to health departments is delivered by personnel assigned directly to them or to the regions. The center provides assistance and guidance to health departments that receive federal grants for control activities related to venereal disease, tuberculosis, childhood diseases preventable by immunization, lead paint poisoning, and urban rat problems.

The center administers the foreign

quarantine program, the National Clearinghouse for Smoking and Health, and, in conjunction with the Department of Labor, certain occupational safety and health activities.

Venereal Disease Control

Gonorrhea currently ranks first among all nationally reportable communicable diseases. During the year ended June 30, 1973, there were approximately 817,000 cases reported in the United States, an increase of 13 percent over the number reported the previous year and more than double the number reported six years ago. Increases were reported in all age groups among both males and females and in both urban and rural areas.

Culture-screening programs were conducted to identify and treat those infected (particularly females with asymptomatic disease) and patient interviewing and contact-tracing activities for case detection and case prevention purposes. During the year ended June 30, 1973, more than 4,643,000 women were culture-tested for gonorrhea, with the positivity rate being 4.8 percent. By June 1973 more than 455,000 females were being tested monthly in settings other than venereal disease clinics. This included 119,000 females tested by private physicians. Over 11,000 females were being examined monthly with 88 percent receiving treatment, either therapeutic or preventive. As a result of these efforts, the female morbidity rate rose 36 percent during fiscal year 1973 over that reported during fiscal year 1972. Male cases increased at the lowest rate in a decade—3 percent.

Thirty-nine States, the District of Columbia, and Puerto Rico have passed legislation or adopted health regulations requiring that health departments be notified of all reactive laboratory tests for syphilis.

Forty-eight States and the District of Columbia have passed legislation or have Attorneys General's opinions allowing minors to be treated for venereal disease without the knowledge or consent of the parents. This is designed to encourage teenagers who suspect they have a venereal infection to seek medical attention promptly.

The number of cases of primary and secondary syphilis—the infectious stages—increased steadily in fiscal years 1970–73. In fiscal year 1973 there were an estimated 25,130 cases reported, an increase of 4.2 percent over the number reported in fiscal year 1972. Reported cases of congenital syphilis among infants under one year of age were an estimated 333 in fiscal year 1973, a decrease of 21.1 percent over the number reported the previous year. Overall, there were an estimated 87,000 syphilis cases in all stages in fiscal year 1973.

Tuberculosis Control

The incidence of tuberculosis in the United States, decreasing sharply since the advent of chemotherapy in the early 1950s, has continued to decline at about 5 percent per year. In 1972 there were 32,882 new cases of tuberculosis and an estimated annual rate of infection of one per 5,000.

Tuberculosis control programs aim to prevent spread of the infection by treating patients with active disease, and by giving preventive treatment to persons who are likely to come down with the disease. CDC provides program review, evaluation, and guidance to state health departments, helping them to identify and clarify their tuberculosis control problem and develop alternative action plans.

Numerous States have followed such consultations by forming task forces of experts to analyze state tuberculosis programs and stimulate reorganization and redirection of control efforts. One of the most productive changes has been to combine and coordinate the various phases of control, such as tuberculosis epidemiology and case-finding, hospital and ambulatory treatment, and preventive treatment. By providing these services under single direction and budget, more effective and flexible programs have been devised.

Immunization

Soon after a new live rubella vaccine was licensed in May 1969, the center provided technical assistance and consultation to the 50 state and 23 local health agencies, which received grants to initiate a nationwide rubella immunization pro-

gram in an effort to control rubella and reduce the occurrence of mental retardation, blindness, and other complications associated with congenital rubella syndrome. Approximately 33 million of the 40–41 million children immunized since 1969 were immunized through state and local health agencies. As a result of these efforts, a rubella epidemic similar to the one in 1964, which caused between 20,000 and 50,000 cases of congenital syndrome, has not occurred.

Public health officials became concerned in 1969–70 when measles and polio immunization levels and measles vaccine usage declined and when these declines were accompanied by a twofold increase in reported cases of measles. As a consequence, nationwide measles and polio immunization efforts were reinitiated through state and local health agencies. During the last half of 1971 and 1972 the distribution and usage of measles and/or measles-rubella vaccines almost doubled.

Data from the 1972 "United States Immunization Survey" indicated that immunization levels for polio, diphtheria, and tetanus were still declining, while immunization levels for measles and rubella were increasing but below acceptable levels. For the first time, state and local health agencies, private medicine, vaccine manufacturers, voluntary agencies, and the center are combining their efforts in an attempt to increase public and professional awareness of the inadequate immunization levels and to encourage the public, physicians, and public health agencies to take positive action to increase immunization levels, thereby preventing the occurrence of immunizable diseases.

Occupational Safety and Health

The National Institute for Occupational Safety and Health conducts extensive research and training activity directed at protecting and improving the health of the Nation's 80 million workers. Its scientists study the effects of dusts, chemicals, noise, and other occupational hazards on man and develop and recommend standards for prevention or control measures for application in industry.

Most States, Puerto Rico, and several local health departments now have active

occupational health safety programs. In addition to providing health services for employees and training and health information activities, some of these units perform epidemiological research on occupational diseases and participate in the enforcement of occupational health and safety standards.

ADAMHA

The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) in the U.S. Department of Health, Education, and Welfare was established in 1973. Part of the Public Health Service, ADAMHA administers three coequal institutes: the National Institute of Drug Abuse, the National Institute on Alcohol Abuse and Alcoholism, and the National Institute of Mental Health.

The National Institute of Drug Abuse is responsible for the administration of a program aimed at preventing and reducing drug abuse in the United States. Activities include the awarding of grants and contracts to States, localities and institutions for research, treatment and rehabilitation, and training and education programs. The newly created Institute reports an emphasis on international drug abuse issues (including collaborative research projects with several foreign countries) and activities aimed at the drug abuse problems of children and youth, including exploring alternatives to drug use.

The National Institute on Alcohol Abuse and Alcoholism is the primary focal point for federal activities in the

area of alcoholism. It has responsibility for formulating and recommending national policies and goals regarding the prevention, control, and treatment of alcohol abuse and alcoholism, and for developing and conducting programs and activities aimed at these goals. Its most immediate goal is to assist in making the best treatment and rehabilitation services available at the community level. A longer range goal is to develop effective methods of preventing alcoholism and problem drinking. It is fostering, developing, conducting and supporting broad programs of research, training and development of community services and public education.

The National Institute of Mental Health, established in 1946, has the mission of developing knowledge, manpower, and services to treat and rehabilitate the mentally ill, and to promote the mental health of the people of the Nation. Its programs, covering a whole range of problems relating to mental health, are carried out in partnership with the States, communities, professions and thousands of concerned citizens. A dramatic drop in the public mental hospital population has been brought about through new approaches to care and through new treatment techniques, including the use of newly developed drugs and community-based outpatient facilities. Progress in mental health research, training, education, demonstration projects and community services have contributed to the century's greatest reforms in the treatment and prevention of mental illness.

FEDERAL FUNDS AWARDED—COMMUNITY HEALTH SERVICE AND
MATERNAL AND CHILD HEALTH—STATE BY STATE, FISCAL YEAR 1973*

State or other jurisdiction	Compre- hensive state health planning	Area-wide health planning	Training, studies, and dem- onstration	Compre- hensive public health services	Health services develop- ment	Migrant health services	Total community health services	Maternal and child health services	Crippled children's services	Total maternal and crippled children's services	Total funds awarded
Total	\$8,839,200	\$20,205,509	\$4,083,759	\$89,059,211	\$109,939,984	\$23,512,500	\$255,640,163	\$60,786,301	\$64,667,746	\$125,454,047	\$381,094,210
Alabama	159,300	192,992	...	1,689,500	1,047,622	...	3,089,414	1,293,403	1,436,226	2,729,629	5,819,043
Alaska	90,000	74,683	...	397,600	427,790	...	990,073	204,191	380,341	584,532	1,574,605
Arizona	90,000	391,529	34,910	952,200	1,602,544	763,000	3,834,183	754,304	536,900	1,291,204	5,125,387
Arkansas	90,000	479,550	...	1,085,900	274,601	...	1,930,051	775,532	695,457	1,470,989	3,401,040
California	618,000	1,888,061	339,839	6,753,800	6,571,554	4,160,433	20,331,687	3,775,160	3,872,037	7,647,197	27,978,884
Colorado	90,000	219,077	93,738	1,081,200	6,442,237	919,467	8,845,719	1,002,367	889,893	1,892,260	10,737,979
Connecticut	90,000	412,612	...	1,242,900	685,159	161,839	2,592,510	944,085	577,988	1,522,073	4,114,583
Delaware	90,000	63,476	...	479,400	30,000	...	662,876	216,607	297,185	513,792	1,176,668
Florida	258,800	548,062	97,315	2,767,600	2,881,444	3,169,503	9,722,724	1,911,563	1,809,361	3,720,924	13,443,648
Georgia	183,700	194,022	...	2,011,200	1,192,058	...	3,580,980	1,855,021	1,690,896	3,545,917	7,126,897
Hawaii	90,000	80,000	...	548,600	62,879	...	781,479	339,076	554,920	893,996	1,675,475
Idaho	90,000	148,224	...	572,000	...	409,000	1,219,224	254,200	360,547	614,747	1,833,971
Illinois	330,100	928,413	111,720	3,845,200	5,235,217	177,335	10,627,985	1,841,075	2,317,532	4,158,607	14,786,592
Indiana	184,100	536,978	57,100	2,113,800	...	82,768	2,974,746	1,273,560	1,478,000	2,751,560	5,726,306
Iowa	104,200	284,197	...	1,292,800	...	149,368	1,830,565	723,339	1,535,129	2,258,468	4,089,033
Kansas	90,000	121,150	...	1,072,000	...	322,195	1,605,345	474,873	853,100	1,327,973	2,933,318
Kentucky	139,800	149,725	16,000	1,557,500	3,173,023	...	5,036,048	1,396,100	1,326,700	2,722,800	7,758,848
Louisiana	160,200	390,369	153,552	1,716,600	59,399	364,328	2,844,448	1,456,377	1,378,746	2,835,123	5,679,571
Maine	90,000	365,771	...	672,000	156,945	161,839	1,446,555	381,200	360,400	741,600	2,188,155
Maryland	125,700	392,093	38,102	1,599,400	1,640,251	...	3,795,546	1,516,729	1,424,975	2,941,704	6,737,250
Massachusetts	177,700	634,648	172,190	2,149,800	5,431,632	...	8,565,970	1,753,864	1,245,721	2,999,585	11,565,555
Michigan	287,200	1,077,044	254,826	3,289,500	3,625,086	1,198,701	9,732,357	2,439,630	2,297,146	4,736,776	14,469,133
Minnesota	135,400	394,537	72,939	1,627,100	2,264,443	165,000	4,659,419	1,192,469	1,391,697	2,584,166	7,243,585
Mississippi	113,700	96,381	...	1,243,200	1,207,551	...	2,660,832	1,436,151	1,196,773	2,632,924	5,293,756
Missouri	169,000	617,674	60,343	1,950,100	7,528,329	113,756	10,439,202	1,262,808	1,460,000	2,722,808	13,162,010
Montana	90,000	146,030	85,036	557,300	...	58,600	936,966	230,755	347,001	577,756	1,514,722
Nebraska	90,000	251,979	...	821,600	60,578	93,448	1,317,605	363,321	612,284	975,605	2,293,210
Nevada	90,000	56,810	...	459,000	...	...	605,810	272,694	286,800	559,494	1,165,304
New Hampshire	90,000	47,700	...	568,400	...	...	706,100	232,200	251,100	483,300	1,189,400
New Jersey	214,500	353,588	...	2,589,400	2,171,144	309,081	5,637,713	1,102,133	1,111,859	2,213,992	7,851,705

New Mexico.....	19,200	187,432	690,200	1,129,683	433,493	2,460,008	581,781	494,100	1,075,881	3,535,889
New York.....	514,600	1,776,830	5,976,200	15,428,700	1,203,915	25,743,995	3,437,491	3,538,478	6,975,969	32,719,964
North Carolina.....	213,300	297,702	2,227,000	1,879,878	226,470	4,978,503	2,249,929	2,253,385	4,503,314	9,481,817
North Dakota.....	44,034	542,400	3,919,000	3,731,762	1,125,544	676,434	319,350	271,500	590,850	1,267,284
Ohio.....	361,800	1,338,574	313,500	123,813	123,813	1,260,400	1,754,889	2,776,050	2,776,050	16,134,175
Oklahoma.....	105,000	537,227	1,260,400	1,754,889	78,711	3,860,040	759,447	857,265	1,616,712	5,476,752
Oregon.....	90,000	202,459	1,049,400	2,776,050	639,179	4,757,088	616,174	793,611	1,409,785	6,166,873
Pennsylvania.....	402,900	1,133,200	4,310,800	6,316,453	248,939	12,628,710	2,898,616	3,786,902	6,685,518	19,314,228
Rhode Island.....	90,000	118,839	624,500	1,332,200	2,668,076	168,603	714,500	656,981	981,742	1,696,242
South Carolina.....	118,800	276,158	1,332,200	2,668,076	168,603	4,563,837	1,194,600	1,181,700	2,376,300	6,940,137
South Dakota.....	90,000	331,929	1,825,700	300,000	300,000	552,100	942,100	280,000	510,150	1,452,250
Tennessee.....	171,100	515,985	4,380,500	2,380,573	4,027,605	8,493,579	1,304,747	1,998,759	3,303,506	11,797,085
Texas.....	438,000	1,188,339	710,500	2,975,034	265,628	4,160,101	682,549	346,278	6,702,462	18,636,398
Utah.....	90,000	106,038	465,600	518,301	167,636	3,475,209	1,538,475	1,760,503	1,028,827	5,188,228
Vermont.....	90,000	476,864	1,960,000	1,801,010	209,531	2,719,944	423,074	864,155	1,287,229	1,076,081
Virginia.....	171,200	533,634	1,454,700	1,801,010	209,531	2,719,944	423,074	864,155	1,287,229	6,774,187
Washington.....	116,700	169,029	977,400	3,330,003	81,528	6,194,594	1,031,084	790,200	1,821,284	8,015,878
West Virginia.....	90,000	622,200	1,857,500	42,646	157,760	2,842,006	1,175,295	1,288,546	1,565,452	6,213,412
Wisconsin.....	161,900	622,200	420,000	210,817	34,005	754,822	165,011	241,462	2,463,841	5,305,847
Wyoming.....	90,000	476,864	1,960,000	1,801,010	209,531	2,719,944	423,074	864,155	1,287,229	1,161,295
Dist. of Columbia.....	90,000	187,276	516,600	1,801,010	209,531	2,719,944	423,074	864,155	1,287,229	4,007,173
American Samoa.....	90,000	224,911	224,911	...	...	314,911	...	35,200	35,200	350,111
Guam.....	90,000	...	304,000	...	...	394,000	158,600	225,000	383,600	777,600
Puerto Rico.....	253,300	...	2,038,500	...	580,835	2,960,536	1,795,402	1,570,933	3,366,335	6,326,871
TTPI.....	90,000	...	446,700	...	...	536,700	123,000	223,400	346,400	883,100
Virgin Islands.....	90,000	...	265,700	75,000	...	430,700	157,400	150,900	308,300	739,000

*Source: U.S. Department of Health, Education, and Welfare, Public Health Service, Health Services and Mental Health Administration.

STATUS OF FEDERAL-STATE CONSTRUCTION PROGRAMS FOR HOSPITAL AND MEDICAL FACILITIES
July 1, 1947-May 31, 1973*

State or other jurisdiction	Cost of construction (in thousands of dollars)		Total projects	Facilities provided		Inpatient care facilities								Public health centers projects	Out- patient facility projects
	Total cost	Hill-Burton funds		Inpatient beds	Other facilities	General hospitals		Tuberculosis hospitals		Mental hospitals		Long-term care facilities(a)			
						Projects	Beds	Projects	Beds	Projects	Beds	Projects	Beds		
Total	\$13,690,980	\$3,917,643	11,201	485,581	3,305(b)	5,960(c)	356,603	79	7,621	199	21,051	1,792	100,306	1,324	1,219
Alabama	256,455	117,404	356	11,981	120	173	9,255	6	606	2	375	57	1,745	78	23
Alaska	29,698	7,719	26	557	6	15	456	...	...	...	...	5	101	3	2
Arizona	87,117	32,323	114	3,807	26	64	2,662	2	240	...	...	24	905	5	13
Arkansas	194,250	74,494	235	8,443	40	144	6,310	...	...	6	500	49	1,633	11	9
California	805,502	184,467	440	22,573	155	216	18,788	1	73	10	331	64	3,381	75	47
Colorado	125,757	37,222	124	4,923	42	64	3,722	...	...	...	...	22	1,201	12	16
Connecticut	277,468	28,794	171	5,755	47	105	4,732	1	16	1	66	17	941	7	29
Delaware	37,665	11,653	51	1,886	25	15	692	1	164	3	519	7	511	5	12
Florida	345,675	116,342	373	14,772	168	149	10,425	2	850	1	100	54	3,397	90	48
Georgia	357,501	130,848	480	14,722	215	210	11,466	2	...	2	200	53	3,056	161	38
Hawaii	48,954	15,900	58	1,829	20	21	1,144	1	108	7	146	9	431	7	8
Idaho	61,128	19,643	92	2,610	24	52	1,835	1	50	1	150	18	575	6	9
Illinois	711,987	126,421	310	21,664	67	182	17,580	1	100	2	143	59	3,841	7	42
Indiana	381,560	93,962	226	11,633	53	130	9,264	2	50	2	169	43	2,150	1	32
Iowa	230,355	67,070	195	9,725	19	139	7,240	...	...	2	212	35	2,273	...	8
Kansas	147,043	51,116	141	6,048	18	82	4,535	...	...	2	114	40	1,399	3	7
Kentucky	276,607	101,271	312	10,540	119	138	7,792	8	64	5	793	43	1,891	94	17
Louisiana	283,934	105,434	300	12,064	119	122	7,825	1	102	15	1,990	43	2,147	78	23
Maine	78,769	28,028	100	2,923	23	57	2,384	1	26	1	...	18	513	...	19
Maryland	344,007	53,083	180	9,755	65	82	7,031	1	60	...	...	36	2,664	26	23
Massachusetts	480,790	81,574	329	14,784	88	199	11,733	1	36	1	32	40	2,983	3	69
Michigan	504,859	131,984	328	17,333	82	196	13,282	3	170	6	422	49	3,459	19	40
Minnesota	267,796	78,077	226	10,639	36	139	7,297	...	...	1	60	50	3,282	6	12
Mississippi	163,525	90,881	362	8,693	190	149	7,050	1	154	1	260	27	1,229	85	94
Missouri	298,965	92,859	233	11,270	49	132	7,835	1	69	6	405	46	2,961	16	19
Montana	56,549	17,930	99	2,805	7	59	1,627	...	...	...	...	33	1,178	...	2
Nebraska	114,038	34,047	133	4,050	21	83	2,963	...	...	1	90	28	997	1	13
Nevada	30,630	12,103	49	1,233	9	25	720	...	...	4	210	11	303	...	7
New Hampshire	60,494	17,338	97	2,366	40	43	1,533	...	...	...	...	14	833	...	31
New Jersey	451,236	80,801	227	14,430	75	107	10,290	...	...	13	1,838	32	2,302	6	50

New Mexico.....	71,432	27,365	133	3,288	43	68	2,377	1	30	2	92	19	789	8	26
New York.....	974,110	201,105	386	26,267	50	255	20,314	...	...	3	178	80	5,775	9	18
North Carolina.....	415,005	158,748	479	17,794	135	296	14,749	2	100	6	587	40	2,358	94	23
North Dakota.....	62,421	21,696	83	2,769	10	53	1,468	...	...	1	204	19	1,097	1	2
Ohio.....	757,275	162,121	432	25,044	132	214	18,310	5	453	5	128	88	6,153	23	72
Oklahoma.....	209,773	67,575	319	10,033	89	177	6,375	5	247	19	2,168	48	1,243	38	18
Oregon.....	165,025	36,664	149	6,448	22	93	4,717	...	...	4	590	31	1,141	9	7
Pennsylvania.....	799,505	214,128	378	24,742	63	248	18,420	...	...	4	197	63	6,125	7	38
Rhode Island.....	107,854	18,739	71	2,071	22	36	1,590	...	...	2	150	11	351	1	14
South Carolina.....	192,369	90,644	301	8,520	145	90	5,034	10	622	16	1,101	42	1,763	112	21
South Dakota.....	56,434	21,813	97	2,827	5	69	1,806	...	...	...	...	23	1,021	...	...
Tennessee.....	293,387	120,521	348	13,544	130	146	8,234	4	526	13	1,740	62	3,044	79	32
Texas.....	762,061	249,835	570	32,285	138	354	23,459	8	1,357	5	1,579	65	5,890	27	64
Utah.....	67,054	25,367	77	2,610	14	36	1,482	...	...	8	388	19	740	3	5
Vermont.....	45,935	15,169	57	1,645	19	28	1,279	...	...	...	...	10	366	...	14
Virginia.....	306,825	111,670	246	10,390	102	110	8,188	...	...	...	...	37	2,202	69	14
Washington.....	172,941	49,525	135	5,001	38	77	3,952	...	...	...	...	20	1,049	13	18
West Virginia.....	152,830	60,856	137	5,485	37	62	3,542	4	166	11	524	23	1,253	10	10
Wisconsin.....	271,708	82,402	182	8,029	25	119	5,918	...	...	1	240	37	1,871	1	15
Wyoming.....	35,083	12,645	66	1,597	15	40	1,298	...	...	...	...	12	299	...	13
Dist. of Columbia.....	39,032	12,238	50	727	22	24	581	...	...	1	12	3	134	...	12
American Samoa.....	1,277	1,122	4	...	3	1	...	...	...	...	...	...	...	...	3
Guam.....	3,390	2,421	13	36	11	2	36	...	...	...	...	...	...	9	2
Puerto Rico.....	211,280	109,673	107	8,313	61	60	3,703	3	1,182	3	2,048	14	1,380	5	14
Virgin Islands.....	6,660	2,813	14	303	6	10	303	...	...	...	...	...	...	1	2

*Source: U.S. Department of Health, Education, and Welfare, Public Health Service, Health Resources Administration, Health Care Facilities Service. The figures representing projects approved under the Hospital Survey and Construction Act of 1946 (Hill-Burton Act) and subsequent amendments, are cumulative for the 27-year period.

(a) Nursing homes, long-term care units of hospitals, and chronic disease hospitals.

(b) Represents 134 public health centers built in combination with general hospitals, 1,324 separate public health centers, 1,219 outpatient facilities, 585 rehabilitation facilities, and 43 state health laboratories.

(c) Includes 134 public health centers built in combination with general hospitals.

STATE MENTAL HEALTH AND RETARDATION PROGRAMS, 1972-1973

BY HARRY SCHNIBBE AND ROBERT KREIMEYER*

THE PROGRAMS for the mentally disabled administered by the 54 States and Territories now constitute the largest health system in the United States and one of the largest in the world. In terms of mental disability alone the States now fund, operate, or regulate facilities and services several times larger than the mental disability programs in Europe, the Soviet Union, and Asian countries. The state programs are inter-related through the Interstate Compact on Mental Health and the National Association of State Mental Health Program Directors.

The annual state government investment in programs for the mentally disabled is approaching \$4 billion, and the patient treatment load is over 2 million. The total facilities and services directly administered by, or funded, licensed, certified, or regulated by the state mental disability agencies is more than 8,100.

A typical example is the Commonwealth of Massachusetts' Department of Mental Health.

Community mental health clinics—61
Day care centers for the retarded—42
Community clinical nursery schools—90
Community MH-MR residences—36
Community self-help drug treatment facilities—113
Mental hospitals and community mental health centers—20
Alcoholism treatment units—12
Court MH clinics—31
Schools for the retarded—7
Rehabilitation centers—2
Day hospital programs (MH)—30
Drug treatment hospital or clinical programs—21
Total—465

The other 53 States and Territories

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support services to the mentally disabled on a scale similar to Massachusetts.

MAJOR ISSUES AND TRENDS

Current issues and trends of greatest impact on state mental disability agencies are:

(1) *Deinstitutionalization*—Each State, without exception, is moving to reduce emphasis on in-patient hospitalization and initiate and expand the systems of community care. In many cases this means phasing-out old, large mental institutions; in other situations it means drastically reducing the size of the institutions and altering their role in the treatment system, bringing them to a more cooperative relationship with community programs.

(2) *Humanization*—Every State, without exception, is engaged in reviewing living conditions and treatment of patients in large mental institutions. A substantial impetus toward humanizing state mental institutions has been the wave of class action law suits against the States in federal courts, charging violation of mental patients' constitutional rights (e.g., "right to treatment," "right to a minimum wage for work performed," "right to education," etc.).

(3) *Follow-up Services or Aftercare*—With the deemphasis of institutional treatment, a pressing problem for the States has been the care of ex-patients returning to their communities. Housing, rehabilitation, and aftercare services for discharged patients have become a major focus of concern by the mental disability agencies in all States.

(4) *Consumer Involvement and Patient Advocacy*—Patients, ex-patients, patients' families, and other concerned citizens have begun to demand with greater insistence a role in policy-making in public programs for the mentally disabled. In

New York State, for example, this recently took the form of a statewide Task Force on Greater Community Involvement, followed by a powerful refinement by the State Department of Mental Health into a set of "Principles and Policies for Insuring Citizen Rights and Increasing Citizen Participation in Mental Hygiene Programs."

More States have begun to turn to citizen policy-making mechanisms over local programs. Citizen advisory boards are now almost universal in community mental disability programs.

Many States have instigated ombudsman programs to represent patients by monitoring their rights in state hospitals, including the right to vote, right to sign legal documents, right to drive an automobile, right to adequate treatment, etc.

(5) *Accountability, Quality Assurance, and Accreditation*—A high degree of attention is being given by state mental disability agencies to quality of care. This has taken shape in many control forms: utilization review, medical audit, patient treatment plans, etc.

A principal measure of accountability has been the States' current emphasis on "accreditation" of state mental health, mental retardation, and long-term care facilities for the mentally impaired.

The directors of state programs for the mentally disabled participated in the creation of a special Joint Commission on Accreditation of Hospitals (JCAH) Council for accreditation of psychiatric facilities. Previously, psychiatric institutions were accredited as general hospitals by the JCAH.

In July 1972, the new JCAH Psychiatric Council began to survey mental health facilities and judge their quality of patient care. In one year, 16 state mental health facilities that had never before received accreditation passed the new, severe test and became certified as providing good psychiatric care in a good therapeutic environment. These 16 "initially" accredited facilities provided the States with 11,335 newly accredited psychiatric beds.

There are now 201 accredited state hospitals with 238,658 beds in the United States (out of 327 eligible facilities). At

the same time, a residential treatment center for the mentally retarded operated by the Illinois Department of Mental Health and Disabilities was accredited by a second new JCAH Council, the Council on Mental Retardation. It was another "first" for the States, under new, tough accreditation standards, designed to upgrade quality of care for the retarded in institutions and community programs.

The two major mental disability issues confronting the States and Territories at this time are: (1) reducing the resident populations at large, public mental institutions while at the same time developing community care systems and (2) guaranteeing the civil liberties of those patients who continue to be treated in residential institutions. Both issues are discussed briefly below.

DEINSTITUTIONALIZATION

In 1973, at least 10 States explored aspects of totally phasing-out large, state-owned, mental health and/or mental retardation residential institutions. Plans are in motion in most States to reduce the resident population or close large state mental retardation facilities.

Long-term psychiatric treatment, economically managed and effectively administered outside the institutional setting and in the patient's community, is being evaluated by all States.

State government and mental health professionals are reevaluating the institutional concept of treatment for several reasons:

- A new mode of treatment has spread in the last decade—treatment of the psychiatric patient and his return to a community setting rather than isolation in an institution. While state mental health hospital admissions have increased (fiscal year 1962—269,854; fiscal year 1972—460,715), the inpatient hospital population has decreased in the last decade (fiscal year 1962—515,640; fiscal year 1972—275,995).

- Many of the facilities are overcrowded and understaffed leading to a proliferation of costly court suits in almost every State.

- The per diem cost of treatment per patient in a public mental health institu-

tion has quadrupled since 1962 (fiscal year 1962—\$5.43; fiscal year 1972—\$20.68).

- Many of the hospitals are large and/or outdated, making them costly to maintain and difficult to administer.

Treatment settings for the mentally ill and mentally retarded in the coming decade will be largely determined by the cost of treatment versus efficacy of treatment (i.e., cost effectiveness) of community mental health programs. State agencies are carefully monitoring these factors as they phase down and out the large, outmoded institutions and as the agencies shift out of "direct service" and (like California) move toward "regulatory" agencies funding local treatment programs, licensing, standard-setting, and evaluation. The results of California's pioneering experience, in which the State is gradually removing itself from direct services to the mentally ill and mentally retarded, is being watched nationwide with keen interest.

HUMANIZATION

Court cases against state mental disability agencies have burgeoned since 1972. Civic groups have brought added pressures on state mental disability treatment systems to ensure patient rights.

Humanization of the patients' environ-

ment and mode of treatment has been the response by the States to these societal pressures. Humanization ascribes human attributes to patients and perceives their right to be treated as members of society. It is an approach by the state agencies to both the patient and mode of treatment. First, the patient is viewed as being human. Second, humanization views patient treatment as part of the social reintegration process.

In viewing the patient as human, the state mental disability agencies are revamping their care systems to guarantee that patients have the rights and freedoms of our society:

- The right to legal counsel to preserve civil liberties, the right to information affecting the patient, etc.

- Freedom from threats to one's physical being, freedom of religious worship, privacy in mailing letters, etc.

In viewing patient treatment as social reintegration, humanization is also de-institutionalization.

A major thrust of treatment programs administered by state agencies is in the direction of providing training experience in community living instead of prolonged institutionalization (custodial care) which reinforces the dependence on hospital care.

STATE PUBLIC ASSISTANCE AND RELATED PROGRAMS

By ALLEN C. JENSEN*

THE PUBLIC ASSISTANCE program involving federal matching of cash assistance grants to the needy began in 1935 with the passage of the Social Security Act. Since then, the program has grown not only in the number of recipients of cash assistance but also in the various categories of assistance to the poor, i.e., Medicaid; child welfare services; social services for present, former, and potential welfare recipients, etc. In addition, during the past decade there have been numerous federal categorical programs created for the aged, the mentally retarded, child development programs, and the numerous programs initiated upon passage of the Economic Opportunity Act. State government has been called upon to administer directly or to provide complementary services to those various programs.

One of the functions of many of the federally funded community programs was to provide outreach services to those potentially eligible for cash assistance and medical assistance. The result was increased utilization of welfare programs and increased costs to state governments.

In June 1973, 14,806,000 individuals were recipients of welfare cash assistance. Approximately 73 percent (10,912,000, including 7,879,000 children) were recipients under the Aid to Families with Dependent Children (AFDC) Program. In 22 States, the District of Columbia, and Guam, the AFDC program includes providing aid to families with dependent children having unemployed fathers in the home. This portion of the AFDC population included 485,499 individuals in June 1973.

Approximately 12 percent (or 1,845,000) received aid under the Old Age As-

sistance Program, 9 percent (or 1,211,000) under the program of Aid to the Permanently and Totally Disabled, and 0.5 percent (or 77,900) under the program of Aid to the Blind.

In addition to these federally aided programs, 5 percent (or 760,000) of the recipients of cash assistance were recipients under state and local general assistance programs that were not eligible under the federal programs authorized under the Social Security Act.

In June 1973, \$1,721,198 was spent for money payments, medical assistance, and emergency assistance compared to \$1,601,781 one year earlier, an increase of \$120,417,000. However, it is significant that 73 percent of that, or \$98,197,000, was in increases in the cost of medical assistance. The cost of the medical assistance program increased by approximately 14.2 percent in one year while the cost of the cash assistance program increased about 2.3 percent.

Some very significant changes in these programs are now occurring. These include: (1) shifts in responsibilities among federal, state, and local governments in administering the programs authorized under the Social Security Act; (2) establishment of federal responsibility for a fully federally financed minimum standard of cash assistance to the aged, blind and disabled; (3) increased demands for smaller error rate in determining the eligibility for and amount of cash and medical assistance; (4) consolidation into single state departments of a broad range of human service programs including the public assistance programs; (5) establishment of a \$2.5 billion goal-oriented social services program with federal funds available to States on the basis of population for a broad range of human services; and (6) concerted efforts to integrate and coordinate the delivery of human services at the community level.

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SHIFTS IN RESPONSIBILITIES

Previously in many States, local units of government had responsibility for administering the public and medical assistance programs with the state government supervising the program. Other States directly administered the programs. By 1973, only 15 States had locally administered, state supervised public and medical assistance programs.

On January 1, 1974, the Supplemental Security Income (SSI) Program was implemented. This program means a major intergovernmental shift of responsibility from state and local governments to the federal government for administering a national minimum income cash assistance program for the aged, blind and disabled. Under the Social Security Amendments of 1972 (P.L. 92-603), which established the SSI program, a fully federally financed, federally administered program was established. Each State has the option to decide whether it will administer the program of state supplementation of the federal minimum payment. This state supplementation is sufficient in most cases to maintain the level of assistance provided prior to January 1, 1974.

One of the significant impacts of this shift of administrative responsibility among federal, state, and local governments is the fact that at least 15,000 new federal employees will be hired by the Social Security Administration to administer the program; a large share of these new federal employees will come from state and local welfare agencies.

MINIMUM STANDARD OF ASSISTANCE

Prior to implementation of the SSI program, the federal government would match the cash payment for the aged, blind and disabled established by the State and generally according to the criteria for eligibility established by the State. Thus it was a state, and in some cases a local program for which the federal government provided matching funds. The matching percentage varied according to the per capita income of a State.

However, with the advent of the SSI program, the relationship changed to the

federal government assuming the responsibility for providing a basic minimum standard of assistance and establishing uniform eligibility criteria that would be the same in every State. States could choose to supplement the federal program at essentially their own expense and without federal matching. Over 20 States chose to contract with the federal government to administer the state supplementation. Therefore, in a significant switch in roles, those States will actually be sending state funds to the Social Security Administration to reimburse the federal agency for funds spent for cash assistance grants made to aged, blind and disabled.

QUALITY CONTROL TO REDUCE ERRORS

Under federal regulations governing the administration of federally aided cash assistance programs, States are required to establish quality control programs. Under these programs, a separate unit in the welfare agency intensively investigates a sample number of welfare recipients in the State to determine the extent and causes of ineligibility for assistance, and of overpayments and underpayments to eligible recipients.

In 1973, the Department of Health, Education, and Welfare (HEW) issued regulations which set error tolerance levels for overpayments and ineligibility which will be allowed without a State having federal matching funds withheld from its AFDC program.

In a reversal of roles, the States have demanded that when the federal government administers the state supplementation in the SSI program that HEW be held to the same error tolerance level as States are in the AFDC program.

HUMAN RESOURCE DEPARTMENTS

A dominant theme of state government the past several years has been reorganization. A number of separate human service programs in state governments have been consolidated into large departments called Human Resources Departments, Health and Welfare Departments, Health and Social Services Departments, or similar names.

The major consolidation trend places the welfare cash assistance program and

the social services program in the same department with the mental health and mental retardation service agencies. Twenty-four States have done this. Twenty States have the welfare-social services program and the public health program in the same department. Fifteen States put welfare-social services in the same department with mental health, mental retardation, and vocational rehabilitation. Still, probably half the States have the vocational rehabilitation program in the education department; but there is a strong trend to place it in the human resources departments.

There are 19 States that have 10 or more services in a consolidated department of human resources. There are 28 States in which seven or more programs are in one consolidated agency. These agencies are organized in various ways. Some are organized according to their primary functions: operations, technical assistance, planning and evaluation, and management services. Others are organized by program: public health, mental health, employment service, welfare, etc.

In public administration terms, the reasons for such action include:

1. To reduce the number of individual agencies reporting directly to the Governor thereby increasing the Governor's ability to coordinate and administer human service programs.

2. To give authority for coordinating a broad range of human service programs to a single agency administrator or administrators.

3. To improve managerial systems and/or capabilities of the State in respect to the delivery of human services.

Many of these consolidated departments are in their first stages of development. In a number of States, a Secretary of Human Resources (or some other title) is appointed. His responsibility during the transition period is to develop a recommended administrative structure for a consolidated department to be considered by the Governor and Legislature.

SOCIAL SERVICES PROGRAM

Beginning in 1972 and continuing into 1974, a major national debate has occurred on the social services program au-

thorized in the Social Security Act and administered through States. In the federal legislation authorizing federal general revenue sharing, an amendment was included which placed a \$2.5 billion limit on the social services program with the funds available to States on the basis of population.

During 1973, the Secretary of HEW proposed and attempted to implement regulations to govern the administration of the social services program which would have greatly limited the flexibility of States in using social services funds. This resulted in States, through the Office of Federal-State Relations for the National Governors' Conference and National Legislative Conference, initiating the development of social services amendments to the Social Security Act which were passed by the U.S. Senate.

As an interim measure to permit additional time to consider the legislation, Congress enacted legislation to prohibit HEW from implementing new social services regulations.

The legislation which was developed by the States and which is being considered in the Congress would establish goals for the social services program which have been utilized by a number of States as the basis for a goal-oriented social services system.

These goals, as used by a number of States, are:

1. *Self-support*—To achieve and maintain the maximum feasible level of employment and economic self-sufficiency.

2. *Family care or self-care*—To strengthen family life and to achieve and maintain maximum personal independence, self-determination, and security in the home, including, for children, the achievement of maximum potential for eventual independent living, and to prevent or remedy neglect, abuse, or exploitation of children.

3. *Community-based care*—To secure and maintain community-based care which approximates a home environment when living at home is not feasible and institutional care is inappropriate.

4. *Institutional care*—To secure appropriate institutional care when other forms of care are not feasible.

The system, in effect, requires that the provision of a service be for the purpose of achieving one of the social service goals. The debate between HEW and the States includes: What should be the goals of social service programs? Who should be eligible for such services? and, What is the definition and scope of what is called social services and eligible for federal matching under the \$2.5 billion social services program?

STATE AND LOCAL RELATIONS

While the trend in welfare cash assistance programs is toward state government administration and away from local government administration, the trend in administering other human services programs regarding state-local relations is less clear.

For example, one State gave the county governing board the option to establish

a Human Services Board on a single- or multi-county basis with a majority being county board members. That board has the authority to set policy; allocate resources for policy; and allocate resources for public assistance, social services, mental health and mental retardation services, public health, and court services. In this example, the county traditionally has been responsible for subsidizing, supervising, and some resource allocation.

Somewhat in contrast, the focus in other States is on decentralization from a State Human Resource Department to a Regional Human Resource Commissioner who has responsibility to coordinate state services on a multicounty basis and is answerable directly to the director of the Human Resources Department. The trend in these States is away from control of local government officials over programs in those States.

MAJOR STATE SERVICES

387

RECIPIENTS OF PUBLIC ASSISTANCE MONEY PAYMENTS, DECEMBER 1972* (Per 1,000 population)

State or other jurisdiction	Total	Aid to families with dependent children	Old-age assistance	Aid to the blind and aid to the permanently and totally disabled	General assistance
U.S. average.....	71.8	52.6	9.2	5.9	4.1
Alabama.....	83.7	46.2	31.5	6.0	(a)
Alaska.....	51.1	38.5	6.6	4.8	1.2
Arizona.....	50.3	36.7	6.7	5.4	1.5
Arkansas.....	77.0	40.3	28.8	7.3	.6
California.....	99.4	71.4	14.7	10.7	2.6
Colorado.....	63.8	44.1	12.3	5.6	1.8
Connecticut(b).....	49.7	37.0	2.7	3.3	6.7
Delaware.....	73.1	56.2	5.3	4.0	7.6
Florida.....	62.1	45.9	9.6	3.7	2.9
Georgia.....	99.2	70.8	18.4	9.3	.7
Hawaii.....	85.4	55.9	3.8	3.1	22.6
Idaho.....	37.1	28.3	4.2	4.6	N.A.
Illinois.....	83.1	67.2	3.0	7.7	5.2
Indiana.....	36.9	32.2	2.7	2.0	N.A.
Iowa.....	40.0	28.4	7.0	1.7	2.9
Kansas.....	42.9	32.1	4.1	3.1	3.6
Kentucky.....	69.1	45.7	17.1	6.3	N.A.
Louisiana.....	107.1	68.6	29.3	6.8	2.4
Maine.....	95.5	66.1	11.1	5.5	12.8
Maryland.....	64.9	53.7	2.4	4.7	4.1
Massachusetts(c).....	71.5	50.7	9.9	4.7	6.2
Michigan.....	81.8	64.9	4.5	5.5	6.9
Minnesota.....	42.6	31.9	3.6	3.7	3.4
Mississippi.....	126.7	76.3	36.8	13.0	.6
Missouri.....	76.3	48.2	19.3	5.7	3.1
Montana.....	40.6	29.6	4.0	4.4	2.6
Nebraska.....	35.8	27.1	4.5	4.2	N.A.
Nevada.....	34.0	28.6	5.2	.2	N.A.
New Hampshire.....	40.1	28.7	5.8	2.0	3.6
New Jersey.....	62.7	55.5	2.6	2.8	1.8
New Mexico.....	71.9	55.2	7.4	9.2	.1
New York.....	97.1	70.0	6.1	9.0	12.0
North Carolina.....	45.2	31.3	6.0	7.1	.8
North Dakota.....	32.6	22.4	6.3	3.2	.7
Ohio.....	60.0	44.7	4.2	4.4	6.7
Oklahoma.....	70.5	38.6	21.3	8.9	1.7
Oregon.....	46.8	38.1	3.3	4.4	1.0
Pennsylvania.....	69.9	53.8	4.0	3.6	8.5
Rhode Island.....	76.2	52.8	4.3	5.4	13.7
South Carolina.....	53.7	41.2	6.6	5.7	.2
South Dakota.....	40.8	31.7	4.9	2.8	1.4
Tennessee.....	67.7	47.0	11.8	7.8	1.1
Texas.....	56.9	38.2	16.0	2.7	N.A.
Utah.....	53.3	44.6	2.2	5.2	1.3
Vermont.....	54.5	40.4	8.5	5.6	N.A.
Virginia.....	43.9	35.6	3.0	3.0	2.3
Washington.....	60.8	45.9	5.2	7.9	1.8
West Virginia(b).....	58.9	42.6	7.5	7.2	1.6
Wisconsin.....	40.8	31.3	4.3	2.2	3.0
Wyoming.....	27.6	20.2	3.6	2.8	1.0
District of Columbia.....	161.8	136.4	5.6	14.3	5.5
Guam.....	45.6	36.6	6.5	1.6	.9
Puerto Rico.....	111.8	98.2	7.2	6.4	N.A.
Virgin Islands.....	56.1	45.9	4.4	.9	4.9

*Source: Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare. Based on civilian population as of January 1, 1973, estimated by the Bureau of the Census.

N.A.—Not available.

(a) Less than 0.05.

(b) Represents data for November; December data not reported.

(c) Represents data for October; November and December data not reported.

AID TO FAMILIES WITH DEPENDENT CHILDREN: RECIPIENTS AND PAYMENTS

June 1973*

State or other jurisdiction	Number of families	Number of recipients		Payments to recipients		
		Total (a)	Children	Total amount	Average per	
					Family	Recipient
Total (b)	3,134,907	10,911,878	7,878,974	\$591,346,054(c)	\$188.63(c)	\$54.19(c)
Alabama.....	47,750	164,903	124,380	3,531,588	73.96	21.42
Alaska.....	4,030	11,836	8,828	844,767	209.62	71.37
Arizona.....	19,759	71,768	54,900	2,496,739	126.36	34.79
Arkansas.....	24,580	85,782	64,120	2,755,719	112.11	32.12
California.....	419,977	1,363,178	950,025	86,578,237	206.15	63.51
Colorado.....	30,100(d)	98,431	71,546	5,367,304	178.32	54.53
Connecticut.....	34,459	116,727	86,413	8,363,873(e)	242.72	71.65
Delaware.....	9,018	30,747	22,516	1,031,062	114.33	33.53
Florida.....	89,313	311,989	236,641	8,447,072	94.58	27.07
Georgia.....	102,548	336,968	248,446	10,122,960	98.71	30.04
Hawaii.....	13,915	45,147	31,902	3,648,331	262.19	80.81
Idaho.....	5,926	19,572	13,908	1,060,170	178.90	54.17
Illinois.....	204,272	772,039	560,754	48,699,725	238.41	63.08
Indiana.....	49,964	172,453	126,830	6,990,645	139.91	40.54
Iowa.....	24,030	81,021	56,900	4,454,993	185.39	54.99
Kansas.....	22,079	70,950	53,257	4,227,635	191.48	59.59
Kentucky.....	44,798	153,438	109,067	5,584,569	124.66	36.40
Louisiana.....	69,927	259,487	195,970	6,308,002	90.21	24.31
Maine.....	19,918	68,918	48,457	2,726,574	136.89	39.56
Maryland.....	64,185	220,505	162,119	9,984,199	155.55	45.28
Massachusetts.....	87,216	296,680	214,624	28,658,189(c)	328.59(c)	96.60(c)
Michigan.....	172,997	593,102	424,952	39,846,553	230.33	67.18
Minnesota.....	40,202	124,760	90,050	9,135,633	227.24	73.23
Mississippi.....	49,498	179,823	140,507	2,584,949	52.22	14.37
Missouri.....	71,690	238,919	177,907	7,413,575	103.41	31.03
Montana.....	6,659	20,707	15,447	880,011	132.15	42.50
Nebraska.....	11,775	39,377	29,005	1,722,603	146.29	43.75
Nevada.....	4,187	13,565	10,025	501,609	119.80	36.98
New Hampshire.....	7,398	23,558	16,755	1,638,856	221.53	69.57
New Jersey.....	116,648	416,098	300,698	29,619,869	253.93	71.18
New Mexico.....	17,390	59,309	44,225	1,950,334	112.15	32.88
New York.....	349,490	1,232,310	871,289	97,807,706(e)	279.86	79.37
North Carolina.....	45,988	150,960	112,248	5,236,359	113.86	34.69
North Dakota.....	4,466	14,313	10,620	895,445	200.50	62.56
Ohio.....	140,056	486,129	349,167	22,128,637	158.00	45.52
Oklahoma.....	27,880	96,732	72,729	3,788,679	135.89	39.17
Oregon.....	24,109	75,561	52,691	4,037,139	167.45	53.43
Pennsylvania.....	168,390	619,475	429,075	39,244,503	233.06	63.35
Rhode Island.....	14,065	48,782	34,757	3,116,460	221.58	63.89
South Carolina.....	31,292	114,533	85,799	2,522,788	80.62	22.03
South Dakota(f).....	6,424	21,400	15,885	1,169,968	182.12	54.67
Tennessee.....	57,817	191,390	143,457	6,007,924	103.91	31.39
Texas.....	118,985	432,106	318,544	13,330,860	112.04	30.85
Utah(g).....	12,330	43,155	29,747	2,404,761	195.03	55.72
Vermont.....	5,702	19,839	13,526	1,331,079	233.44	67.09
Virginia.....	47,564	168,467	118,471	7,999,478	168.18	48.94
Washington.....	44,346	142,210	94,736	9,394,230	211.84	66.06
West Virginia.....	19,334	71,653	50,072	2,881,472	149.04	40.21
Wisconsin(f).....	43,909	145,655	105,300	11,542,140	262.87	79.24
Wyoming.....	2,183	7,034	5,219	338,848	155.22	48.17
District of Columbia...	29,888	102,445	74,710	6,313,451	211.24	61.63
Guam.....	663	2,748	2,154	127,190	191.84	46.28
Puerto Rico.....	52,893	264,652	194,698	2,421,990	45.79	9.15
Virgin Islands.....	925	3,572	2,906	128,602	139.03	36.00

*Source: Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare. All data subject to revision. Data includes AFDC-foster care; excludes vendor payments for medical care and cases receiving only such payments.

(a) Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance.

(b) Includes data on unemployed-father segment.

(c) Amount includes \$7,417,000 representing grants for special needs in Massachusetts for the quarter July-September 1973. The average payments are affected accordingly.

(d) Does not include number of AFDC-foster care families.

(e) Payments for some months fluctuate noticeably due to the influence of cancellations and refunds in Connecticut and retroactive payments in New York.

(f) Represents data for May; June data not reported.

(g) Estimated by State.

MAJOR STATE SERVICES

389

OLD-AGE ASSISTANCE AND GENERAL ASSISTANCE

June 1973*

State or other jurisdiction	Old-age Assistance			General Assistance				
	Number of recipients	Payments to recipients		Number of		Payments to recipients		
		Total amount	Average	Cases	Recipients	Total amount	Average per	
							Case	Recipient
Total	1,844,975	\$145,353,638	\$78.78	497,000(e)	760,000(e)	\$55,611,000	\$111.97	\$73.21
Alabama	107,394	7,844,511	73.04	93	93	1,161	12.48	12.48
Alaska	2,025(a)	239,800	118.42	199	478	22,213	111.62	46.47
Arizona	12,727	1,011,509	79.48	2,879	2,879	203,871	70.81	70.81
Arkansas	56,525(a)	3,879,668	68.64	406	1,187	7,055	17.38	5.94
California	288,203	32,340,080	112.21	44,984	47,958	3,834,564	85.24	79.96
Colorado	26,283	1,966,166	74.81	3,472	3,967	331,718	95.54	83.62
Connecticut	7,009	570,706(b)	81.42	9,062(d)	18,897	1,099,524(b)	121.33	58.19
Delaware	2,990	270,428	90.44	2,021	3,888	119,636	59.20	30.77
Florida	67,752(a)	5,557,420	82.03	7,800(d)	20,700	242,000		
Georgia	83,189(a)	4,795,760	57.65	1,800	3,369	86,762	48.20	25.75
Hawaii	3,096(a)	331,182	106.97	5,088	14,063	920,776	180.97	65.48
Idaho	3,044	212,832	69.92			N.A.		
Illinois	31,980(a)	2,144,111	67.05	48,579	61,885	5,870,333	120.84	94.86
Indiana	13,748	783,674	57.00			N.A.		
Iowa	11,369	788,519	69.36	3,200(d)	8,300	151,000		
Kansas	8,669(a)	538,146	62.08	5,421	8,180	601,676	110.99	73.55
Kentucky	52,495(a)	3,582,772	68.25			N.A.		
Louisiana	104,152	7,677,547	73.71	9,012	9,476	491,438	54.53	51.86
Maine	11,532(a)	856,578	74.28	4,188	11,405	238,365	56.92	20.90
Maryland	9,789(a)	657,562	67.17	14,711	15,697	1,459,400	99.20	92.97
Massachusetts	56,303	5,779,075	102.64	23,377	38,889	3,146,108	134.58	80.90
Michigan	38,338	2,698,496	70.39	40,737	51,238	5,388,185	132.27	105.16
Minnesota	12,664	782,106	61.76	6,139(d)	10,393	580,447	94.55	55.85
Mississippi	80,973	4,385,806	54.16	931	1,157	13,998	15.04	12.10
Missouri	89,498	7,426,240	82.98	13,578	15,060	958,309	70.58	63.63
Montana	2,468	139,675	56.59	610	1,289	30,213	49.53	23.44
Nebraska	6,506(a)	425,485	65.40			N.A.		
Nevada	2,554	194,170	76.03			N.A.		
New Hampshire	4,420	754,896	170.79	991	2,662	81,812	82.55	30.73
New Jersey	19,385	1,556,502	80.29	12,055(f)	13,255	1,930,390	160.13	145.63
New Mexico	7,580(a)	421,190	55.57	170	195	12,167	71.57	62.39
New York	109,064(a)	11,222,268(b)	102.90	86,819	180,814	13,033,386(b)	150.12	72.08
North Carolina	30,367(a)	2,382,332	78.45	1,758	4,047	48,887	27.81	12.08
North Dakota	3,814(a)	362,869	95.14	108	336	6,543	60.58	19.47
Ohio	43,790	2,816,159	64.31	30,626	51,939	2,691,335	87.88	51.82
Oklahoma	52,258(a)	3,525,307	67.46	1,532	3,296	29,165	19.04	8.85
Oregon	7,026	517,494	73.65	2,004(d)	2,045	120,883	60.32	59.11
Pennsylvania	37,320	2,545,820	68.22	73,768	87,094	8,808,355	119.41	101.14
Rhode Island	3,832(a)	280,244	73.13	5,580	12,300	599,880	107.51	48.77
South Carolina	17,195	903,156	52.52	424	505	18,324	43.22	36.29
South Dakota(c)	3,200	207,555	64.86	310	845	11,687	37.70	13.83
Tennessee	45,782	2,517,442	54.99	1,506	4,126	46,362	30.78	11.24
Texas	172,504	9,423,938	54.63	7,700(d)	N.A.	276,000		
Utah	2,310(d)	183,430	79.41	856(d)	1,173	81,206	94.87	69.23
Vermont	3,965(a)	295,978	74.65			N.A.		
Virginia	13,727	1,049,027	76.42	6,946	9,243	683,840	98.45	73.98
Washington	16,711	1,280,951	76.65	3,214	4,264	387,296	120.50	90.83
West Virginia	12,534	1,312,415	104.71	739	2,440	35,265	47.72	14.45
Wisconsin(c)	19,190	3,032,196	158.01	7,906	13,072	760,981	96.25	58.21
Wyoming	1,155	76,242	66.01	134	253	6,943	51.81	27.44
Dist. of Columbia	4,180	395,517	94.62	3,806	4,058	492,027	129.28	121.25
Guam	489	33,974	69.48	66	66	4,955	75.08	75.08
Puerto Rico	19,579(a)	360,779	18.43			N.A.		
Virgin Islands	323	15,933	49.33	345	362	18,134	52.56	50.09

*Source: Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare. All data subject to revision. Excludes vendor payments for medical care and cases receiving only such payments.

N.A.—Not available.

(a) Represents aid to the aged under program for aid to the aged, blind, or disabled.

(b) Payments for some months fluctuate noticeably due to the influence of cancellations and refunds in Connecticut and retroactive payments in New York.

(c) Represents data for May; June data not reported.

(d) Estimated by State.

(e) Partly estimated; does not represent sum of state figures because totals exclude for New Jersey an estimated number of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services; recipient count includes an estimate for States not reporting such data.

(f) Includes an unknown number of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services.

AID TO THE BLIND AND AID TO THE PERMANENTLY AND TOTALLY DISABLED

June 1973*

State or other jurisdiction	Aid to the Blind			State or other jurisdiction	Aid to the Disabled		
	Number of recipients	Payments to recipients			Number of recipients	Payments to recipients	
		Total amount	Average			Total amount	Average
Total (a, b)	77,863	\$8,604,264	\$110.51	Total	1,210,886	\$130,598,936	\$107.85
Alabama	1,994	206,910	103.77	Alabama	20,068	1,603,490	79.90
Alaska(c)	96	16,519	172.07	Alaska(c)	1,537	261,274	169.99
Arizona	439	38,030	86.63	Arizona	10,239	910,888	88.96
Arkansas(c)	1,653	151,082	91.40	Arkansas(c)	13,150	1,087,744	82.72
California(a)	13,984	2,325,974	166.33	California	210,122	31,874,753	151.70
Colorado	338	26,623	78.77	Colorado	12,780	1,055,824	82.62
Connecticut	236	25,394(d)	107.60	Connecticut	10,282	1,295,718(d)	126.02
Delaware	332	40,487	121.95	Delaware	2,028	235,244	116.00
Florida(c)	2,226	203,890	91.59	Florida(c)	24,459	2,252,056	92.07
Georgia(c)	3,134	230,522	73.56	Georgia(c)	40,447	2,751,705	68.03
Hawaii(c)	90	11,832	131.47	Hawaii(c)	2,539	380,194	149.74
Idaho	94	9,356	99.53	Idaho	3,351	317,910	94.87
Illinois(c)	1,712	190,682	111.38	Illinois(c)	87,354	9,413,903	107.77
Indiana	1,189	98,536	82.87	Indiana	10,713	685,337	63.97
Iowa	1,019	105,548	103.58	Iowa	3,136	289,490	92.31
Kansas(c)	398	31,541	79.25	Kansas(c)	6,588	523,068	79.40
Kentucky(c)	2,012	187,778	93.33	Kentucky(c)	19,195	1,832,772	95.48
Louisiana	2,103	172,308	81.93	Louisiana	23,281	1,405,193	60.36
Maine(c)	261	29,033	111.24	Maine(c)	6,551	735,454	112.27
Maryland(c)	414	42,662	103.05	Maryland(c)	19,544	1,810,693	92.65
Massachusetts	2,941	435,248	147.99	Massachusetts	27,558	4,103,916	148.92
Michigan	1,658	184,209	111.10	Michigan	50,596	5,738,400	113.42
Minnesota	807	82,676	102.45	Minnesota	14,260	1,367,158	95.87
Mississippi	2,090	139,675	66.83	Mississippi	27,866	1,821,951	65.38
Missouri(a)	4,050	425,082	104.96	Missouri	23,852	2,073,126	86.92
Montana	173	14,641	84.63	Montana	2,927	256,366	87.59
Nebraska(c)	270	35,029	129.74	Nebraska(c)	6,145	649,836	105.75
Nevada	119	10,260	86.22	Nevada	(h)	(h)	(h)
New Hampshire	250	40,730	162.92	New Hampshire	1,398	207,173	148.19
New Jersey	958	94,521	98.66	New Jersey	20,710	2,329,074	112.46
New Mexico(c)	378	26,554	70.25	New Mexico(c)	9,852	743,669	75.48
New York(c)	4,313	526,243(d)	122.01	New York(c)	163,569	21,117,722(d)	129.11
North Carolina(c)	4,414	410,420	92.98	North Carolina(c)	32,905	2,776,851	84.39
North Dakota(c)	54	5,961	110.39	North Dakota(c)	1,968	219,300	111.43
Ohio	2,410	205,852	85.42	Ohio	48,319	4,240,164	87.75
Oklahoma(c)	1,078	115,916	107.53	Oklahoma(c)	21,808	2,207,333	101.22
Oregon	702	76,071	108.36	Oregon	9,326	904,911	97.03
Pennsylvania(b)	5,933	656,120	110.59	Pennsylvania	42,141	4,156,809	98.64
Rhode Island(c)	137	16,093	117.47	Rhode Island(c)	5,192	584,311	112.54
South Carolina	1,877	135,859	72.38	South Carolina	13,581	843,779	62.13
South Dakota(e)	104	10,012	96.27	South Dakota(e)	1,833	147,315	80.37
Tennessee	1,635	125,333	76.66	Tennessee	30,567	2,272,712	74.35
Texas	3,723	306,135	82.23	Texas	28,813	2,160,690	74.99
Utah	161(f)	17,165	106.61	Utah	5,200(f)	467,037	89.81
Vermont(c)	83	9,137	110.08	Vermont(c)	2,674	314,801	117.73
Virginia	1,304	133,852	102.65	Virginia	12,806	1,245,807	97.28
Washington	430	51,004	118.61	Washington	27,138	2,914,828	107.41
West Virginia	548	61,509	112.24	West Virginia	11,883	1,081,769	91.04
Wisconsin(e)	744	70,189	94.34	Wisconsin(e)	9,701	1,383,549	142.62
Wyoming	33	2,622	(g)	Wyoming	921	75,898	82.41
Dist. of Columbia	218	27,244	124.97	Dist. of Columbia	10,421	1,222,128	117.28
Guam	9	572	(g)	Guam	117	8,885	75.94
Puerto Rico(c)	528	7,229	13.69	Puerto Rico(c)	17,413	235,782	13.54
Virgin Islands	7	394	(g)	Virgin Islands	63	3,176	50.41

*Source: Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare. All data subject to revision. Data excludes vendor payments for medical care and recipients of only such payments.

(a) Data include recipients of payments made without federal participation and payments to these recipients as follows: California, \$56,273 to 272 recipients and Missouri, \$71,407 to 663 recipients.

(b) Does not include \$644,461 to 6,791 recipients under state blind pension program in Pennsylvania administered under state law without federal participation.

(c) Represents aid under program for aid to the aged, blind, or disabled.

(d) Payments for some months fluctuate noticeably due to the influence of cancellations and refunds in Connecticut and retroactive payments in New York.

(e) Represents data for May; June data not reported.

(f) Estimated by State.

(g) Average payment not computed on base of fewer than 50 recipients.

(h) Nevada has no program.

STATE PROGRAMS FOR THE AGING

By SUSAN WOLLENBERG WANAT*

ALTHOUGH 1972 and 1973 evidenced continued growth and development in federal and state efforts to deal with the problems of the aged, there also has been a corresponding increase in the needs of the elderly so that progress in remedying these has been spotty.

The areas of need defined by the first National Conference on Aging more than 20 years ago as a preliminary step in developing alternatives to deal with these problems remain a critical concern today. This is especially evidenced by a brief glimpse at some of the 1970 census figures defining the characteristics of the aged population.

As a group, the aged population (those 65 and over) is growing rapidly and it will continue to do so if the decline in birth rate persists. Paralleling this increase in actual numbers has been an increase in the demands being made by the aged on society—demands for additional services and more effective delivery of these services.

A careful examination of some specific characteristics of the aged population reveals, at least on a general level, those within this category who are in the greatest need of assistance.

Women, for one, predominate. By 1970, there were 138.5 aged women for every 100 aged men. Preponderance of one sex over another considered by itself might be of little import except perhaps as an interesting sociological phenomenon revealing that women have a longer life expectancy than men and that women tend to marry men who are older than they. However, when comparing the sex of an aged person with such additional variables as living arrangements, race, and income some very important relationships emerge. For instance, almost three times

as many women as men are living alone or with nonrelatives, making the likelihood of psychological isolation and remoteness among this group more acute than that of the remaining population.

Even if we move to a more general level of analysis and consider characteristics of the whole population, it hardly poses an appealing prospect. In 1970 almost 50 percent of the families headed by a person classified as "aged" had incomes less than \$5,000. This was only 48 percent of the median income of younger families. Another 25 percent of the aged families had incomes less than \$3,000.

Health costs and changing health needs compete with other factors to seriously strain the financial resources of the aged. Figures from fiscal year 1970 illustrate that the health care payments for an older person are roughly three and one half times those of individuals in the under 65 category. Existing public programs are not sufficient to pay for these increased health care costs. In fact, all of the public programs combined pay for only two thirds of the health bill.

FEDERAL LEGISLATION

Given these factors, what noteworthy attempts have been made in 1972 and 1973 to deal with these?

On the federal level, two important legislative developments include the 1973 Older Americans Comprehensive Services Amendments designed to infuse strength into the Older Americans Act, and 1972 and 1973 changes in the Social Security program.

The amendments to the Older Americans Act accomplished procedural, substantive, and administrative changes in several aspects of the original act.

The Administration on Aging, which was originally designated as the principal agency for implementing programs authorized by the Older Americans Act, was

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removed from the Social and Rehabilitation Service to the Office of the Secretary of the Department of Health, Education, and Welfare.

A Federal Council on Aging was established to conduct a number of special studies on the needs of the aged. Among the proposed projects is a study of the interrelationships of benefit programs for the elderly operated by federal, state, and local government agencies. The council also will undertake an examination of the combined impact of all taxes on the elderly in addition to an analysis of the effects of the formula specified in the 1973 amendments for allotting appropriations for area planning and social service programs. These projects are intended to form a basis upon which the President can make recommendations to Congress.

Finally, the amendments authorized the establishment of a national information and resource clearinghouse for the aging. The clearinghouse will be charged with gathering, examining, and disseminating information related to the needs of the elderly; and with providing technical assistance to state and local information centers.

From a procedural point of view, the 1973 amendments effected a change in the grant program for state and community programs on aging. The purpose of the revision was to encourage and assist state and local agencies in developing coordinated service systems. Funds can be utilized to pay part of the cost of the administration of area plans on aging, developing comprehensive and coordinated systems for the delivery of social services, and for planning, coordination, evaluation and administration of the state plans.

The allotment procedures under the 1973 amendments are separated into payments for area services and administration and payments for the state administrative costs. In order to qualify and participate in this grant program, the States are to be divided into planning and service areas. In devising these units, the state agency on aging will consider such factors as geographical distribution of persons 60 and over, the need for social services, the distribution of resources available to provide services, boundaries

of existing areas within the States which were drawn for the planning and administration of social services programs, and the location of units of local government within the State.

Once the areas have been defined, the State then will determine which planning and service areas will be developed further. To this end, either public or non-profit private agencies or organizations in the particular area will be designated as the area agency on aging. These agencies, in turn, will be responsible for coordinating the delivery of services with the needs of their constituency.

A nutrition program has been initiated under Title VII of the Older Americans Act and \$100 million has been released for implementation of this program to provide low-cost hot meals for the elderly—especially for those with low incomes and those who are members of minority groups. Since the meal sites for this program will be in community and private buildings, transportation facilities will be provided for those who participate. In addition to the nutrition function, supportive services also will be provided. These include health and welfare counseling, consumer education, opportunities for recreation, and volunteer services.

Changes effected through various amendments to the Social Security program include: the first automatic cost of living increases in benefits; increases in the wage base for Social Security taxes to \$12,600, in the earnings limitation for Social Security to \$2,400, and in the national minimum standard for the Supplemental Security Income Program for the aged, blind, and disabled from \$140 for an individual and \$210 for a couple.

STATE ACTIVITY

As in the past, many state and local programs for the aged were funded through the Older Americans Act. Programs designed to make it possible for the elderly to maintain independent living arrangements were offered in at least 300 communities. A large number of elderly shut-ins were reached by this program. The provisions of in-home and out-of-home services permit the elderly to maintain a certain degree of indepen-

dence and at the same time remain in their familiar community environments.

Almost 500 communities had developed programs involving older volunteers by 1972. Volunteer services under this program included the following: visiting, telephone reassurances, transportation, evening adult education courses to older persons, preparation and delivery of meals, and planning of community activities for the elderly.

Some of the nutrition problems of the elderly were alleviated by group meals and home-delivered meals which were provided to between 60,000 and 70,000 persons. In a number of the programs, the meals themselves are prepared and delivered by other older persons. Either community and neighborhood facilities or the senior centers were used for preparation of meals.

Almost 500 projects providing transportation services also were in operation. This service usually made it possible for older persons to keep doctor appointments, go to health clinics or food stamp offices, or visit senior centers.

A little over 300 projects had been developed providing help or health-related services to older persons. For those required to stay at home, visiting nurses or in-home health aides were provided. Other services included health education, geriatric screening and referral, and immunization programs. In the various education programs, the elderly were instructed on accident prevention techniques and encouraged to engage in activities which would help with their emotional or physiological problems.

Special programs were operated for handicapped persons. Other older persons often counseled those with handicaps in an effort to facilitate their readjustment to their surroundings and homes. In some cases the persons who were counseling the handicapped were themselves suffering from a physical disability.

State agencies, with supplemental assistance from Title III, developed over 600 senior centers in churches, low-rent housing projects, public and private buildings and, in some cases, institutions. Satellite centers were located in neighborhoods where the elderly reside and pro-

vided services to meet the particular needs of the elderly in that community. Some of the centers were involved in training elderly people for employment, and some provided opportunities for participation in community life.

STATE LEGISLATION

State legislative activity on aging has been most prolific in the area of property tax relief, so that the overwhelming majority of States currently provide assistance either in the form of a homestead exemption or through the circuit-breaker system of tax relief.

Recent developments cover a wide range of activity. Colorado granted persons 65 and over an income tax credit for property taxes paid or their equivalent in rent, while North Dakota amended its homestead exemption to allow renters to qualify. Iowa passed legislation in 1973 providing that in addition to being eligible for the homestead tax credit, citizens 65 and over are also eligible for an extraordinary property tax reimbursement.

The West Virginia Legislature adopted a constitutional amendment in 1973 proposing a Senior Citizen's Homestead Exemption. The amendment was approved by the voters. Missouri also passed legislation creating homestead tax relief.

Michigan repealed its property tax homestead exemption in 1973 and replaced it with a system allowing the elderly a credit against their income tax equal to the amount by which homestead taxes (or the credit for the rental of a homestead) for the tax year exceeds a certain percentage of the claimants total household income for that year.

State legislative activity in other areas has not been as broad; but it has been aimed at eradicating some of the more egregious inequities in the current system.

Some States have attempted to elevate the status of the aged by either barring discrimination based on age or by guaranteeing the rights of the elderly. For instance, Iowa extended coverage of its civil rights act to the aged.

New York joined the ranks of States which prohibit age discrimination in employment. Legislation passed by the Maryland General Assembly in 1972 pro-

hibits any cancellation, non-renewal, or increase in the premium of a motor vehicle insurance policy or contract exclusively for the reason of age.

Other States have made special efforts to deal with the day-to-day needs of the elderly. For example, Rhode Island, Nevada, and Tennessee joined the growing number of States that have passed legislation which provides for reduced transportation fares for the elderly.

Maryland and Hawaii passed legislation authorizing recruiting and licensing of day care centers for the elderly. The type of services to be provided at these centers would include therapeutic arts and crafts, hobby cultivation, counseling, group dynamics, medical services, and community excursions.

The Connecticut General Assembly in 1972 passed legislation providing a sales tax exemption for meals served to patients in hospitals, homes for the aged, convalescent homes, nursing homes, and rest homes. Also adopted was an act establishing agents as the nexus for dissemination of information to elderly persons; and to assist such persons in learning the community resources available to them, assist them in applying for federal and other benefits available to the elderly, and to publicize these resources and benefits.

Nebraska passed legislation relating to the abuse of children and also incompetent or disabled persons of any age. The act specifies the procedures for reporting, investigating, and regulating the alleged abuses.

STATE ADMINISTRATIVE STRUCTURES

Several notable changes have been effected recently in the state administrative structures on aging. In the past, many of the state units functioned primarily in an advisory capacity. Now, a growing number of States have accorded these agencies substantial authority to coordinate and consolidate many of the programs for the aged. With this change in function, quite frequently there has been a corresponding change in administrative structure.

Administrative reorganization in Massachusetts and Illinois are illustrations. The Massachusetts unit on aging is the

cabinet-level Executive Office of Elderly Affairs, established in 1970. While this agency has been responsible for implementing and coordinating many of the programs for the aged, a move is under way to elevate this office to "department" level status. If the reorganization were actually effected, there would be an overlap with responsibilities of other agencies, and the new department of elderly affairs would be provided with authority to intervene in programs which are administered by other cabinet secretaries. Additional authority granted to the department would include regulatory and policy-making functions.

In late 1973 the newly created Illinois Department on Aging began functioning and assumed tasks previously administered by the "Services to Older People" program with the Department of Public Aid.

The new department is designed to provide a comprehensive and coordinated system of service to the aged which will necessitate the transfer of some functions from existing state agencies to the new department. The Department on Aging then will be in a position to evaluate all programs, services, and facilities being offered for the aged and make recommendations for improvements.

Among the services that will be regulated by the new department are nutritional programs, transportation and supplementary health services, housing, employment counseling, facilities improvement, and senior volunteer programs.

SUMMARY

In the past few years significant legislative and administrative strides have been made in remedying needs of the aged. Some of these have met with greater success than others; some have been lasting, others merely stopgap measures. What success has been achieved, however, has been limited by the growth and intensification of the needs of the elderly. Future efforts then, if success is to be substantial, will have to overcome these needs or else the backsliding will continue and for every affirmative step taken there will be a corresponding growth in need.

STATE SERVICES FOR CHILDREN AND YOUTH

BY ALLEN F. BREED*

CHILDREN AND YOUTH, who account for 40 percent of the Nation's population, are important not only in terms of numbers but also in their potential influence on the future of the Nation. Undoubtedly, services made available to them today will have a profound effect on the direction and strength of the United States in the years to come. Moreover, the problems faced by young people in this era of rapid and great change are of such scope and magnitude that state services to them are of critical importance. Not only must these services address current needs, but they must also predict accurately and plan wisely for future necessities.

This chapter will discuss current state services to children and youth in the areas of delinquency, law, employment, and education, and will touch upon future directions and goals. Implied in each discussion is the recognition that our lives have changed in scale as well as in style, and that our young people are even more profoundly affected by these changes than any other segment of the population.

POPULATION

The U.S. fertility rate, which has been dropping for the last decade, declined to 2.08 per family in January 1972. This is below the 2.1 rate necessary for zero population growth. In 1972, the birth rate was 15.6 births per 1,000 population. Juveniles under 18 comprise approximately 35 percent of the total population, and young adults 18 to 20 add an addi-

tional 5 percent. Sixty percent of those under 18 live in central city or urban fringe areas, and this proportion has increased rapidly in recent years. Fifteen percent of juveniles are of minority racial backgrounds, compared with 11 percent of the adult population.

JUVENILE DELINQUENCY

Statistics

While the number of juvenile arrests has increased over the past several years, the rate of such arrests in comparison with total arrests has remained stable from 1967-1972. The rate also is in proportion to the juvenile percentage of the population. The FBI's 1972 Uniform Crime Report indicates that about one fourth of arrests were of juveniles eight to 18 years old, and this age group accounts for approximately 24 percent of the total U.S. population over the age of seven.

The offenses for which juveniles are arrested differ from those of adults; more than 50 percent of all theft arrests involve juveniles, for example. Crimes against property—larceny-theft, auto theft and burglary—account for nearly one third of juvenile arrests, while only 4 percent of juvenile arrests are for major crimes against persons—murder, rape, robbery and aggravated assault; however, the rate of such offenses by juveniles increased drastically from 1966-1972. Other frequent juvenile offenses include narcotic or liquor use, vandalism, runaway, and curfew or loitering violations. Juvenile arrest rates for "vice" offenses—narcotics, prostitution, and gambling—are increasing sharply.

In summary, crimes for economic gain and the traditional "rowdy" offenses continue to predominate among juvenile offenses, but crimes against persons and vice offenses are becoming more common among youth.

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Drugs

As indicated, vice offenses among juveniles are increasing, and drug abuse is the major vice offense. In 1972, 23 percent of all narcotic drug arrests involved juveniles, an increase of 326 percent since 1967. Two important trends are evident in the pattern of drug abuse: a steady decline in the age at which drugs are first sampled and an increase in multiple drug use. Barbiturates, methadone, and the milder sedatives, especially methaqualone, are appearing increasingly, while amphetamines and hallucinogens seem to be declining in popularity.

The delivery of treatment services to drug abusers is beginning to change. In a number of States the courts are increasingly utilizing civil commitment procedures or making voluntary treatment a condition of probation, particularly for first offenders, recognizing the inadequacy of correctional incarceration in coping with individual problems of drug addiction. The need for a wide range of treatment services for different kinds of drug offenders is also gaining recognition. In some States, particularly Illinois, a multimodal approach to treatment has been developed within a single administrative plan. In other States, such as Massachusetts, New York, and California, more efficient utilization of existing community resources through the development of more discriminating referral systems is being attempted.

Rehabilitation

A trend in shifting the treatment of juvenile offenders from institutions to community-based programs has become apparent the last few years, resulting in development of agency-operated residential centers, pre-release centers, group homes, and individual treatment board-and-care homes. Predictably, this has caused a heavier concentration of the more seriously delinquent, hard-core offender in state institutions. However, increasing concern for public safety may affect this trend in the near future, and already has brought into question the effectiveness of treatment programs in general.

Efforts are being made to improve treatment programs, and modalities such as transactional analysis and behavior modification are in use. The increased development of classification systems to differentiate treatment needs and goals is resulting in more relevant programming for different types of young offenders, such as the emotionally disturbed recalcitrant offender.

Other recent developments in rehabilitation include a wider use of women and ex-offenders as treators, a greater effort at integrating institution and aftercare services to provide a continuum of treatment, and more support for proposals to reduce living unit and caseload size. Moreover, clear evidence that greater penetration in the criminal justice system makes removal from that system more unlikely is leading to extensive diversion programs using community resources.

Along this same line, systems approaches to coordinate all services to youth are being discussed, and some States are studying ways that criminal justice agencies can be integrated to meet common objectives. Federal funds from the Law Enforcement Assistance Administration (LEAA) are furthering a trend toward unification under the direction of the state planning agencies which administer the LEAA monies. The President's Commission on Law Enforcement and the Administration of Justice in February 1967 helped focus the public's concern on practices in corrections and their shortcomings. The National Advisory Commission on Criminal Justice Standards and Goals, which grew from that concern, adopted in 1973 a goal of reducing crime through a combined effort of federal, state, and local governments.

Although litigation affecting juveniles is developing more slowly than for adult offenders, recent Supreme Court decisions extend to juvenile offenders the same protections afforded adults, *Morrissey v. Brewer* and *Gagnon v. Scarpelli*, have brought due process into parole revocations. In most jurisdictions, the courts are requiring due process standards for institution discipline and are ruling that appropriate treatment must be available to juveniles. Administrators of juvenile

programs are gradually responding to the movement for equity and justice for youth, even without compulsion of judicial decisions.

Use of Volunteers

Within the sphere of juvenile justice services to children and youth, utilization of volunteers is increasing. Volunteers participate in the majority of juvenile justice agencies throughout the Nation. A recent survey indicated that 89 percent of juvenile institutions, 75 percent of juvenile probation departments, and 54 percent of juvenile parole agencies had volunteer programs. In addition, the growing movement toward preventive programs is providing opportunities for volunteers to offer their services to their own community's children and youth who are diverted from the justice system.

Recruited predominantly from churches and colleges, volunteers bring a diversity of skills to the juvenile justice system. Their most frequent role is in continuous regular contact with offenders, primarily in counseling, tutoring, and sponsorship-visitation roles.

Youth Service Bureaus

Youth Service Bureaus were proposed in 1967 by the President's Commission on Law Enforcement and the Administration of Justice to coordinate all community services for young people and to provide services lacking in the community, especially for less seriously delinquent juveniles. In 1972, the National Advisory Commission on Criminal Justice Standards and Goals reviewed the service delivery concept and was impressed with the operations of the Youth Service Bureaus. The commission reported that even in this early phase of their development, Youth Service Bureaus have provided "some of the most successful examples of the effective deliveries of social services within the framework of a social service delivery system."

A national study of Youth Service Bureaus, conducted by the California Youth Authority for the federal Youth Development and Delinquency Prevention Administration, determined that in 1971 Youth Service Bureaus were oper-

ating in about 170 locations, including almost every State. Since that time, additional bureaus have been established. This study estimated that in 1971-72, roughly 50,000 youths in immediate jeopardy of entering the juvenile justice system received direct services from Youth Service Bureaus. In addition, more than 150,000 young people not in such jeopardy also participated in the programs.

For the most part, Youth Service Bureaus depend on federal funds for primary support and local resources for in-kind services. The two key issues in Youth Service Bureaus funding are stability and scope. The bureaus' continued funding is often uncertain, which tends to diminish effective programming and planning. And, since less than \$15 million in national resources was assigned to the bureaus in 1972, they tend not to command the careful attention or authority that would permit greater coordination of existing youth service agencies, which now spend over \$12 billion annually. Advocates of Youth Service Bureaus are currently stressing the need for solutions to funding problems.

FAMILY LAW

Abortion

The United States Supreme Court decision of January 22, 1973 (*Roe v. Wade* and *Doe v. Bolton*), effectively erased all previous restrictions against abortion during the first two trimesters of pregnancy except that the State can intervene to the extent of establishing requirements as to who can perform the abortion and where, and clearly stated that no State may impose any other regulations on the decision or practice of abortion. During the third trimester, the State can intervene to protect the fetus, but abortions may be performed to preserve the life or health of the mother.

The Supreme Court decision was preceded by trends toward the liberalization of abortion laws in many States. In California, a pregnant woman of legal competency could obtain an abortion in an accredited hospital if performed by a licensed physician prior to the 12th week of pregnancy. The California Supreme

Court in November 1972 deleted the hospital abortion committee requirement to authorize abortion, thus essentially establishing abortion by demand. Although the New York State Assembly voted to repeal its abortion on demand law, the Governor vetoed the measure and it remains law. In other States, Vermont's abortion laws were declared unconstitutional by the Vermont Supreme Court in January 1972. Connecticut and New Jersey voided strict abortion laws and Florida enacted a liberalized abortion law in April 1972.

Adoption

Several trends have emerged during the past several years which affect adoption programs. The growing liberalization of abortion laws, the increasing widespread public support for family planning, and more effective birth control measures have resulted in a decreasing number of newborn infants relinquished for adoption. Because of changing attitudes, the mother is keeping her child born out of wedlock much more frequently than in the past. At the same time, more couples are turning to adoption as a way to have a family.

During the decade of the 1960s, adoption agencies were seeking homes for children of all ages, including normal, healthy infants, and adoptions increased by 6 percent a year. However, since 1970, with the number of children available for placement decreasing drastically, adoptions have decreased by 7 percent annually. Children awaiting adoption today are most often older, handicapped, or of minority or mixed racial descent, and, therefore, some States are enacting legislation to give financial assistance to adoptive parents of children with "special needs." Also exerting an impact on the adoptive process is the United States Supreme Court ruling (*Stanley v. Illinois*) requiring the consent of the natural father of a child born out of wedlock to adoption. Previously, in most States only the mother's consent was needed.

With the decrease in the number of newborn infants available for adoption, there are increasing reports of placement of children by unscrupulous methods.

Child Abuse

Child abuse has become a subject of increasing public awareness in recent years. All States have legislation making it mandatory for physicians to report suspected abuse. Connecticut decreed that a parent's failure to obtain adequate medical care for a child is abuse, and a recent New York ruling permits removal of a child from the custody of a narcotic addict in present need of treatment. A 1972 California law requires reporting suspected abuse to local police and juvenile probation departments within 36 hours. Pediatricians and administrators of public and private day care centers are among those required to file such reports.

The National Child Abuse Treatment Center in Denver and the Temporary Shelter Home for Abusing and Neglectful Parents in New York are attempting to develop treatment techniques to strengthen parents' capabilities and to foster research to predict and thus prevent child abuse. A conference on child abuse in Madison, Wisconsin, concluded that parents who batter children usually are young and married early, tend to be hostile and anxious, tend to have poor impulse control, and are likely to be domineering and rigid with inappropriate expectations for their child's development. The conference also reported that battering is usually perpetrated by the natural parents rather than babysitters or other relatives, and often both parents are involved. The child is likely to be young, unhealthy, possibly developmentally retarded, and often "uncontrollable." Remedies recommended at the conference included prompt reporting, adequate rehabilitation services for suspected abusers, speedy court action, and adequate emergency receiving facilities for children.

Medical Rights of Children

Increasingly, society is recognizing that minors are capable of making decisions concerning their own medical care, and that they also have a need for medical confidentiality.

At least 48 States now have legislation allowing a physician to treat a minor for venereal disease without parental con-

sent; many also have similar provisions pertaining to pregnancy, and a few to contraception. In California, persons under 18 may give consent for medical or surgical treatment if married, if on active military duty, or if pregnant. This has been widely interpreted as covering consent for prenatal care, delivery, postnatal services (including contraceptive care) and abortion. Minors 15 to 18 living apart from parents or guardians and managing their own financial affairs can consent to any medical services, and anyone over 12 years of age may give legal consent to hospitals or medical staff members for care related to diagnosis or treatment of any contagious disease that must by law be reported to the local health officer.

Mississippi provides that a minor intelligent enough to understand the nature of the recommended treatment may give consent. Delaware specifically allows a youth 12 or older to consent to medical treatment for contagious diseases or pregnancy; any married minor may consent to health care and minor parents may give consent for the care of their child. Alabama allows a minor of 14 years to consent to medical, dental, and mental health services; a minor of any age may consent to the diagnosis and treatment of pregnancy, venereal disease, drug dependency, alcoholism, and reportable disease.

EMPLOYMENT OF MINORS

Statistics

Minors, who had not done well in the labor market in 1970 and 1971, showed a substantial increase in employment in 1972. The average employment level of minors was 6.7 million, some 485,000 more than in 1971. However, teenage unemployment did not begin to decrease until the second quarter of 1972. Almost one fifth of the youthful work force was unemployed in the first quarter, more than the previous post-World War II record which occurred in 1963. By the fourth quarter of 1972, however, less than one seventh of the teenage work force was unemployed, placing teenage unemployment at its lowest level since the summer of 1970. Minority youths fared less well; the unemployment rate for them ex-

ceeded the 1971 rate, showing 33.5 percent unemployed. Only 14.2 percent of white youths were unemployed. Over half of the unemployed teenagers were seeking full-time jobs.

The estimated 750,000 young people who annually drop out of school are confronted with unemployment rates of 26 percent, nearly twice that of the high school graduates in 1973. The Manpower Research Center at UCLA found the major obstacles to employment for urban youth to be illiteracy, arrest and conviction, discrimination, difficulty in reading, and job location, in that order. Inexperience also militates against finding a job, and decreasing college enrollments place more high school graduates in the labor market to compete with dropouts.

The Office of Education has been especially concerned with preparation of youth for the transition from school to work in the last two years. The office estimates that 2.5 million persons annually leave the country's formal education system lacking an adequate preparation for work. Therefore, the agency, under the concept of career education, is urging the revision and expansion of curricula to better equip young people to meet the demands of work.

The kinds of jobs available to young workers depend greatly on their ability, experience, and motivation. Clerical, blue collar operatives, and labor positions are most common.

More teenagers than ever before are currently entering the job market, indicating that the previous trend of young people to withdraw from the world of work is declining to some degree. This probably is due in part to the diminishing of the "hippie" culture, but rising prices and decreasing college attendance also are factors. Many young people still are interested in public service types of positions, but the money squeeze and the overcrowding of many fields like social work and teaching have made jobs in secure, profit-motivated industries and corporations much more attractive. In addition, high interest rates and the generally tight economy have discouraged many young people from starting their own enterprises.

Violation of Laws

Child labor regulatory laws are contained in the federal Fair Labor Standards Act and in comparable acts of the various States. In cases where there is a conflict between federal and state provisions, the federal act prevails. The Fair Labor Standards Act also provides that where both the federal and the state laws pertain to the same subject, then whichever provides the greater level of protection to the minor will be enforced. Child labor laws embodied in the Fair Labor Standards Act and various state laws relate to such areas as school attendance, requirement for work and employment permits, hours and times and places of work, permissible and prohibited occupations, and wages.

According to U.S. Department of Labor statistics, the rate of violations of child labor laws has been decreasing nationwide the past several years. For the period ending June 30, 1973, there were a total of 12,461 violations of child labor sections of the Fair Labor Standards Act, more than 7,000 fewer than two years earlier. Unfortunately, this may be less of a trend than a reflection of changes in U.S. child employment administration and reporting methods. Staff reductions among federal and state regulatory agencies also may account in part for the lower number of infractions reported statistically and may not give a true picture of the actual numbers of violations.

EDUCATION

Trends

The major overall thrust of educational programs nationally has been the differentiated development of programs and courses of instruction directed toward the "disadvantaged." Children from districts characterized by low incomes, mobility of population, poor housing, substandard public services, and other factors which tend to produce children who are insecure, emotionally unstable, undernourished, socially maladjusted, and potentially delinquent are included in this designation. However, innovative programs designed to benefit this group

are in many cases applicable and advantageous for nondisadvantaged youth as well.

An increased level of federal expenditures for educational programs, combined with state funds and local school district monies, have permitted the development of several innovations and improvements which benefit all students. The voucher system for selective school attendance permits students to select the schools they wish to attend, and includes funding to families for this purpose. A greater emphasis on individualized instruction that offers educational programs designed to meet the personal needs of the students is apparent. Performance contracting is a new concept which provides the business sector with a participating role in the educational system. Busing to integrate the socioeconomic and racial classes within a school district is gaining slightly more acceptance in some communities.

Two major developments in education are career education and year-round schools. The goal of career education is to guarantee each high school graduate the training and education essential to occupational adjustment upon graduation and to appreciably reduce the dropout rate. The development of awareness of the real world of work, and the actual preparation and experience to secure a job, are the two major thrusts of the program. As mentioned previously, the U.S. Office of Education estimates that 2.5 million young people annually leave the educational system lacking preparation for work.

To be more specific, each year 750,000 students graduate from the high school general curriculum that has been, traditionally, the dumping ground for students who do not take vocational education or plan to go to college. Another 850,000 students enter college but drop out prior to the completion of their program. Similarly, 850,000 youths drop out of elementary or secondary school. The cost of the education of these 2.5 million young people who lack work preparation is estimated at \$28 billion per year, one third of the entire national expenditure for education. Career education programs attempt to halt this waste.

Implementation of year-round school plans are increasing rapidly. At the end of the 1972-73 school year, 234 school districts in 37 States were operating or contemplating year-round schools. The plan is in operation in 51 districts, including 16 in California; tentative plans are completed in 27 other districts, and 156 districts are conducting feasibility studies. While the expressed purpose of the plan is to increase space utilization, implied objectives include program enrichment and improvement.

Legal Decisions

Legislation and court decisions affecting education in the Nation have proliferated in recent years. Some of the more outstanding include:

1. The United States Supreme Court in *Keyes v. Denver School District No. 1* decided that the plaintiffs had proved racial and ethnic segregation was intended by the district. The decision requires all States to conform to rulings that formally had applied to the Southern States when deliberate state action causes segregation.

2. The United States Supreme Court in *San Antonio Independent School District v. Rodriguez* found the funding of public schools based upon property evaluations to be constitutional. Currently in California, the appeal of the *Serrano v. Priest* decision of the California Supreme Court is under way. In the latter case, the California Supreme Court decision was opposite to the findings in the *Rodriguez* case in Texas.

3. The Federal District Court in Pennsylvania decided in *Pennsylvania Association for Retarded Children v. Commonwealth of Pennsylvania* that every child with special educational needs shall receive special educational programs that meet their needs. This decision will ultimately affect the funding of special educational programs for students throughout the Nation.

CONCLUSION

This chapter has presented an overview of state services to children and youth, particularly in the areas of delinquency, law, employment, and education. Only the highlights have been touched upon as the 50 States provide varied services to this segment of our population. The most salient fact about the information presented in this chapter, perhaps the root fact necessary to comprehend so many other bewildering aspects which mark off our times from the past, may well be the "change of scale" in our lives.

The problems faced by children in America today are of a scope and magnitude only vaguely understood by parents who find security in a past that had some stability for them. Both the rate and magnitude of change today are sufficiently great that it makes it virtually impossible for young people to plan for an unknown future. The fact that young people survive and adjust in the large numbers that they do is a tribute not only to the flexibility of the human organism but the resiliency of the young people who are America's future.

LEGAL STATUS OF WOMEN

BY BEATRICE ROSENBERG AND ETHEL MENDELSON*

WORLDWIDE OBSERVANCE of the United Nations International Women's Year is set for 1975. Not only is this a time to unite efforts to improve the status of all women, but it seems a particularly appropriate time to review legislative and judicial progress in advancing the status of women in this country during the past two years.

There has been a continuing interest on the part of the Congress, numerous Legislatures, and the courts in eliminating many vestiges of sex discrimination. The job is not complete, but heartening progress has been made. The Equal Employment Opportunity Act of 1972 and the Education Amendments of 1972 extended antidiscrimination in employment to millions of women not previously covered by Title VII of the Civil Rights Act of 1964 or the Equal Pay Act, in addition to providing stronger enforcement of the Civil Rights Act. The education amendments also prohibited sex discrimination in admission to graduate higher education and most public institutions of undergraduate higher education receiving federal financial assistance. Amendments in 1972 to the Social Security Act provided for phasing out, over a three-year period, of actuarial rates which had served as a disadvantage to men.

EQUAL RIGHTS AMENDMENT

A recent development of great potential effect was congressional approval of the proposed Equal Rights Amendment (ERA) to the U.S. Constitution. The principle of an ERA was supported by several Presidents and endorsed by the platforms of the major political parties. Nevertheless, it took almost 50 years from the first introduction of an ERA in 1923 to ap-

proval by the 92d Congress. The votes were 354 to 23 by the House of Representatives on October 12, 1971, and 84 to 8 by the Senate on March 22, 1972. The amendment reads:

Equality of rights under the law shall not be denied or abridged by the United States or by any State on account of sex.

The Congress shall have the power to enforce, by appropriate legislation, the provisions of this article.

This amendment shall take effect two years after the date of ratification.

To become part of the Constitution, the ERA must be ratified by 38 States within seven years after congressional approval. To date, 33 States—Alaska, California, Colorado, Connecticut, Delaware, Hawaii (first to ratify, and within one hour after Senate passage), Idaho, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska,¹ New Hampshire, New Jersey, New Mexico, New York, Ohio, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Texas, Vermont, Washington, West Virginia, Wisconsin, and Wyoming—have ratified it. Several Legislatures that have not voted definitively on the matter reconvene in 1974.

State ERAs

In referendums in 1972, the voters of six States—Colorado, Hawaii, Maryland, New Mexico, Texas, and Washington—approved the adoption by their respective Legislatures of an equal rights amendment to the state constitution.

State equal rights provisions were approved and became effective previously in five other States—Pennsylvania, Illinois, and Virginia in 1971, Alaska in 1972, and Montana in 1973. There were equal rights

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¹On March 15, 1973, the Nebraska Legislature voted to rescind its ratification of the ERA. However, the legality of a rescission of a constitutional amendment is in question.

provisions in the original constitutions of Utah (1896) and Wyoming (1890).

In 1972, the Connecticut Legislature adopted an equal rights amendment to the state constitution and, as required by the constitution, the amendment will be presented to the voters in November 1974.

On August 15, 1973, the Massachusetts Legislature approved an equal rights amendment to the state constitution. The amendment must be agreed to in a joint session of the next Legislature and approved by the people at the following state election.

RIGHTS OF WORKING WOMEN

Two recent actions of major significance embodying the principle of equal treatment of the sexes relate to civilian and military employees of the federal government. Briefly, a 1971 law and a May 14, 1973, U.S. Supreme Court decision spelled out that where a benefit was accorded formerly to one sex, it must be extended to the other.

Public Law 92-187 passed in 1971 stated that, "Notwithstanding any other provision of law, any provision of law providing a benefit to a male Federal employee or to his spouse or family shall be deemed to provide the same benefit to a female Federal employee or to her spouse or family." Thus, widowers of federal employees no longer have to prove dependency to get employees' compensation.

In the case concerning benefits for the military, the Court reversed an appeals court in the case of *Frontiero v. Richardson*, 411 U.S. 677 (1973). The Court ruled as discriminatory regulations requiring a female member of the military service to show actual dependency of her husband before being granted the quarters allowance and medical benefits when a male member is not required to show dependency. Justices William J. Brennan, William O. Douglas, Byron R. White, and Thurgood Marshall concluded that the regulations were "inherently suspect statutory classifications based on sex and . . . so unjustifiably discriminatory as to violate the due process clause of the Fifth Amendment."

Another major Supreme Court decision, on June 21, 1973, supported the

charge that newspapers are guilty of illegal sex discrimination when they list help wanted advertisements according to sex. The Court ruled in *Pittsburgh Press v. Pittsburgh Commission on Human Relations*, 413 U.S. 376 (1973), that such want ads are "commercial speech" falling outside the First Amendment guarantee of freedom of the press. By classifying the employment ads according to male and female categories, newspapers helped employers indicate illegal sex preferences.

Another important development with respect to the rights of working women is the Equal Employment Opportunity Commission (EEOC) revision of its sex discrimination guidelines relating to employment policies on pregnancy and temporary disabilities.

The guidelines, effective April 5, 1972, state that "Written and unwritten employment policies and practices involving matters such as the commencement and duration of leave, the availability of extensions, the accrual of seniority and other benefits and privileges, reinstatement, and payment under any health or temporary disability insurance or sick leave plan, formal or informal, shall be applied to disability due to pregnancy or childbirth on the same terms and conditions as they are applied to other temporary disabilities."

Some employers covered by Title VII of the 1964 Civil Rights Act (now almost all non-federal employers of 15 or more employees) have accepted the EEOC maternity guideline. However, the provision is an issue in a substantial number of the actions the EEOC has brought in various federal courts under authority granted it by the Equal Employment Opportunity Act of 1972.

Also of significance will be the Supreme Court decision regarding maternity rules for schoolteachers. On October 15, 1973, the Court heard two conflicting appeals court decisions. These cases were brought on constitutional grounds before state and local government employees were covered under Title VII in 1972.²

²On January 21, 1974, the Court found the challenged rules violate the due process clause of the Fourteenth Amendment and are therefore unconstitutional.

In *LaFleur v. Cleveland Board of Education*, 326 F. Supp. 1208 (N.D. Ohio, 1971), the district court held that the Cleveland school board's rule requiring a pregnant teacher to take unpaid leave of absence from her school duties five months before the expected birth of a child and to continue on such status thereafter until the beginning of the first school term following the date when the baby becomes three months old was not discriminatory. The U.S. Court of Appeals for the Sixth Circuit, in reversing the decision, said the medical evidence did not support the extended periods of mandatory maternity leave required by the rule both before and after birth of the child. The court found that the record indicated clearly that pregnant women teachers have been singled out for unconstitutionally unequal restrictions upon their employment and that the rule is clearly arbitrary and unreasonable.

In the other case, *Cohen v. Chesterfield County (Va.) School Board*, 326 F. Supp. 1159 (E.D. Va., 1971), a three-judge panel of the Fourth Circuit Court of Appeals on September 15, 1972, upheld the decision of a district court that the school board regulations terminating a woman's classroom duties after five months of pregnancy are discriminatory and violate the equal protection clause of the Fourteenth Amendment. The full circuit court, on a rehearing, reversed the district court's decision on January 15, 1973, by a 4 to 3 vote. See chapter on Labor Legislation.

CREDIT

Another front on which discrimination is being attacked is the credit industry. Inequities were aired in May 1972 when the National Commission on Consumer Finance, established by Public Law 90-321, held hearings on consumer credit. The testimony revealed that single women have more trouble obtaining credit than men (especially mortgage credit); women who are divorced or widowed have trouble reestablishing credit; women who are separated have a particularly difficult time, since the accounts may still be in the husband's name; creditors generally require a woman upon marriage to reapply for

credit, usually in her husband's name; and creditors are often unwilling to count the wife's income when a married couple applies for credit.

After the hearings, the commission issued its report, "Consumer Credit in the United States" (December 1972), part of which was devoted to discrimination. The commission was convinced that the widely publicized hearings awakened the credit industry to the need for reforming unwarranted discriminatory practices. However, the commission did recommend that the States review their laws with a view toward amending them, if necessary, to assure that credit is not restricted on the basis of sex.

At least 16 States—Alaska, California, Colorado, Connecticut, Florida, Illinois, Massachusetts, Minnesota, New Jersey, New Mexico, Ohio, Rhode Island, South Dakota, Texas, Washington, and Wisconsin—and the District of Columbia have adopted laws to prohibit credit discrimination based on sex by lending institutions and department stores. In the District of Columbia, prohibition of sex discrimination in credit is included in a broad human rights law. Most of these laws became effective in 1972 or 1973.

In July 1973 the Joint Economic Committee of Congress held hearings on the economic problems of women, and witnesses again cited the kinds of discrimination women face in trying to obtain credit.

Testimony revealed the prevalence of sex discrimination throughout the mortgage finance industry. It was pointed out that the practice of discounting all or part of a wife's income was not confined to the conventional mortgage market, but was widespread in connection with loans guaranteed by the Veterans Administration. (On July 23, 1973, the VA ordered its field offices to recognize the full income of the spouse of a veteran applying for a GI home loan guarantee. The Federal Housing Administration has taken similar action.)

As of October 15, 1973, 37 bills prohibiting sex discrimination in credit had been introduced in Congress. Since several of these have numerous sponsors and since one house has already approved a

ban on sex discrimination in credit as part of the Truth in Lending Act Amendments of 1973, it seems reasonable to expect some legislation by the next session.

MAIDEN NAME

While all rulings, decisions, or opinions are not favorable to the cause of women's equality, the publicizing of the issue helps give the cause visibility. Such is the case with respect to the right of married women to retain their maiden names.

Today, most women who marry in the United States adopt the names of their husbands. This has become such a widespread custom as to appear it always has existed. There are differing opinions as to why this has prevailed.

In many States, administrative agencies, such as those that license motor vehicles and register voters, have required women to use their husbands' names. Now, more women are challenging the legality of this practice.

On March 26, 1972, in the case of *Forbush v. Wallace*, 92 S.Ct. 1197 (1972), the Supreme Court affirmed the decision of the U.S. District Court for the Middle District of Alabama that a woman must take her husband's name when she marries. The plaintiff brought a class action under the Fourteenth Amendment seeking declaratory and injunctive relief against the enforcement of the Department of Public Safety's unwritten regulation which requires that a driver's license be issued to a married woman in her husband's name. Both the plaintiff and her husband had been in agreement that she continue to use her maiden name in personal and business dealings. The district court held that the regulation based on common law is neither arbitrary nor capricious; it has a rational connection with a legitimate state interest in preserving "the integrity of the license as a means of identification." The court justified adherence to the common law rule because "the custom of the husband's surname denominating the wedded couple is one of long standing." In addition, the court said that inasmuch as the State's system of maintaining its active driver license files to coordinate with those of other States is for administrative convenience,

the cost of a change to the State outweighs the harm caused the plaintiff.

On the other hand, the Maryland Court of Appeals ruled in *Stuart v. Board of Supervisors of Elections*, 266 Md. 440 (1972), that a married woman may vote in Maryland under her maiden name if she can show that she has continued to use that name since her marriage. It found that Ms. Stuart had not changed her name under common law and that she had exclusively, consistently, and non-fraudulently used her maiden name and was therefore entitled to use it unless there was a statute to the contrary. In 1973, the Attorney General of Maryland, basing his opinion on this decision, ruled that married women may be registered on the voter rolls under their maiden names if they have continued to use them consistently and openly after marriage.

The senior judge of the Arlington County circuit court in 1972 ruled that women in Virginia may not change their married names unless they divorce their husbands. Since state law mentioned changing women's married names in case of divorce, the law was exclusive. However, shortly thereafter in response to the request of the Board of Elections, the Virginia Attorney General said that if a married woman has consistently maintained her maiden name since marriage, she may register to vote in that name.

According to a 1973 ruling issued by the Pennsylvania Attorney General, a woman has the right to use her maiden name after marriage. The motor vehicle bureau cannot require her to use her husband's name on her operator's license or motor vehicle registration. Under the State's equal rights amendment, a woman has the right to identify herself as she deems fit.

A county circuit judge in Florida in 1973 rejected the request of a woman to legally change from her married to maiden name. The judge said it would be contrary to public policy. The petitioner's lawyer pointed out that in Florida a woman takes her husband's name upon marriage but the law does not say whether she may change back to her maiden name. The decision is being appealed to a higher state court.

ABORTION³

A striking example of changing attitudes relates to the sensitive issue of abortion. What was formerly a taboo subject now is widely debated as a result of recent Supreme Court action.

On January 22, 1973, the Supreme Court handed down two decisions on abortion (No. 70-18 and No. 70-40) which related to Texas and Georgia laws. In essence, the Court said that during the first trimester of pregnancy the abortion decision must be left to the pregnant woman and her physician. After the first 12 weeks, the State may intervene only to protect the mother's health and to the extent of establishing requirements as to who can perform the abortion and where. During the last trimester, the State can intervene to protect the fetus, but abortions may be performed to preserve the life or health of the mother.

Inasmuch as the abortion laws of most of the States were similar to those of Texas and Georgia, the decisions had far-reaching effects. The abortion laws of 33 additional States in effect at the time of the Supreme Court decisions have been found by State Attorneys General and/or courts (usually federal district courts but sometimes state courts) to be unconstitutional, in whole or in part. Such a finding was made by Attorneys General in 11 States—Delaware, Florida, Kentucky, Louisiana, Nevada, New Hampshire, South Dakota, Virginia, Washington, West Virginia, and Wisconsin. Courts made the finding in 25 States—Arizona, Colorado, Connecticut, Florida, Illinois, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Missouri⁴, Montana, Nebraska, New Mexico, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Wisconsin, and Wyoming. (In three of these States—Florida, South Dakota, Wisconsin—the Attorney General also ruled the law to be unconstitutional.)

Since the Supreme Court decisions, at

least 21 States—Arizona, California, Georgia, Idaho, Illinois, Indiana, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Missouri, Nebraska, Nevada, North Carolina, North Dakota, Rhode Island, South Dakota, Tennessee, Utah, and Wyoming—have enacted new laws relating to abortion. Some of these States have adopted more than one such law.

Of these, seven States—Georgia, Idaho, Illinois, Nebraska, North Carolina, South Dakota, and Tennessee—enacted laws which conform closely to the Supreme Court decisions.

Rhode Island's abortion law (adopted in March 1973), which permits abortion only to preserve the woman's life, was declared unconstitutional on May 16, 1973, by a district court. The State appealed the decision. Also, Utah's new law (effective July 1, 1973), which permits abortion only to preserve the woman's life or physical health, was declared unconstitutional by a district court on September 7, 1973. In several other States—Indiana, Nevada, and North Dakota—newly adopted abortion laws are likely to be challenged.

In 12 States—Arizona, California, Illinois, Indiana, Louisiana, Maine, Maryland, Massachusetts, Missouri, Nevada, North Dakota, and Wyoming—laws were enacted exempting medical staff and hospitals from participating in abortions based on their moral or religious beliefs.

In addition, Minnesota enacted a law providing that "any person who performs an abortion . . . practices medicine within the terms of Minnesota statutes" and is subject to their provisions.

Several members of Congress have reacted to the Supreme Court decisions by introducing a flood of bills and joint resolutions. One set of proposals refers to the right to life of the fetus. Another set would require hospitals getting federal financial assistance to respect an individual's right not to participate in abortions contrary to that individual's conscience. Other measures would limit the jurisdiction of certain federal courts with respect to cases involving the validity of state laws concerning abortion, and would amend the Constitution to permit States to regulate or forbid abortion.

³Some of this data are taken from material prepared by the Association for the Study of Abortion, Inc.

⁴On November 19, 1973, the U.S. Supreme Court affirmed the decision of the lower court.

JURY SERVICE

Today women are eligible by law to serve on state and federal juries in all 50 States and the District of Columbia. Several States have taken steps to revise their jury selection processes so that women now are qualified, disqualified, and exempted from jury service on the same basis as men.

Four States—Kansas, Massachusetts, Minnesota, and Virginia—equalized their jury service laws in 1972 and 1973. Kansas and Minnesota eliminated provisions permitting women to be excused solely on the basis of sex; Massachusetts and Virginia extended to men the right to be exempted on the basis of caring for minor children. Also, in Virginia any person may be exempted on the basis of caring for someone who is incapable of self care.

Six States—Alabama, Georgia, Missouri, New York, Rhode Island, and Tennessee—and the District of Columbia still have special provisions that let any woman refuse to serve or at least request to be excused. Rhode Island further provides that women shall be included for jury service only when courthouse facilities permit.

Ten additional States—Arkansas, Connecticut, Florida, New Hampshire, North Carolina, Oklahoma, South Carolina, Texas, Utah, and Wyoming—permit only women to be excused because of child care or family responsibilities. Louisiana is the only State that excludes women from juries unless they file with the court a written declaration of their desire to serve. In August 1973 a federal district court held the provision to be unconstitutional (*Marshall B. Healy et al. v. Hon. Edwin Edwards*). Notice of appeal to the U.S. Supreme Court was filed.

WOMEN IN PUBLIC SERVICE

The 93d Congress opened with no women serving in the U.S. Senate. The only elected woman senator, Margaret Chase Smith of Maine, was defeated for reelection in November 1972. Mrs. Elaine Edwards, who was appointed in Louisiana on August 7, 1972, to fill a vacancy, resigned on November 14, 1972.

The resignation from the Congress of

Charlotte Reid late in 1971, when she was named a Federal Communications Commissioner, left 12 women in the House. This number rose to 14 in November 1972 when the nine reelected incumbents were joined by five newcomers. Two additional women won House seats in 1973 special elections to bring the total of congresswomen to 16. One of these is the first black woman in Congress from Illinois and the fourth black woman presently serving in Congress.

The November 1972 elections resulted in a record 28 percent increase in the number of women state legislators—from 342 to 441. Legislatures where women hold at least 10 percent of the seats include: New Hampshire (25 percent), Arizona (14.4 percent), Oregon (12.2 percent), Delaware (11.2 percent), Vermont (11.1 percent), and Alaska (10 percent).

At the municipal level, there are 32 women mayors serving (at the time of this writing); there now are at least four black women mayors, two of whom were elected in 1973.

According to a September 1973 White House list of women presidential appointees, 141 women have been appointed or promoted to key posts in the executive branch of the federal government in the first nine months of President Nixon's second term. Approximately half of these appointments are to positions held for the first time by women. Among 34 women given presidential appointments to high-level, policy-making positions were Mrs. Anne L. Armstrong and Ms. Carmen R. Maymi. In February 1973, Mrs. Armstrong became Counsellor to the President and the only woman holding Cabinet rank; in May 1973, Ms. Maymi was named seventh Director of the Women's Bureau in the U.S. Department of Labor. She is the first woman of Puerto Rican extraction to hold the position.

In the military services, since 1970 President Nixon has promoted six women to the rank of general and one to the rank of admiral.

The annual study of employment of women in the federal civil service shows a gain in the overall percentage of women employees from October 1971 to October

1972. Women accounted for almost 9,000, or 58 percent, of the gain of 15,360 federal white-collar employees during that period.

COMMISSIONS ON THE STATUS OF WOMEN

During 1972-73, Commissions on the Status of Women have continued to provide leadership at the state and local levels in initiating and conducting programs and projects to improve the status of women. By late 1973 commissions were active in 49 States, the District of Columbia, nine counties and 24 municipalities, Puerto Rico, and the Virgin Islands.

Since the passage of the Equal Rights Amendment in Congress, the commissions have given high priority to efforts to secure its ratification by their Legislatures. Other activities and projects which they have undertaken or in which they have been particularly active within the past two years include establishment of information and referral centers regarding community resources available to women, development of rosters of women qualified for appointment to public positions, initiation of guidance and career counseling services, studies on the nature and extent of discrimination against women in the consumer credit industry policies, and study/action plans to aid in the rehabilitation of women and girl offenders.

The Interstate Association of Commissions on the Status of Women (IACSW), a coalition of state commissions formed in 1970, met in 1972 at Minneapolis and in 1973 at Philadelphia. Ratification of the Equal Rights Amendment remains its priority concern.

As in previous years, the Women's Bureau provides technical assistance to the individual commissions and to the IACSW.

ADVISORY COMMITTEES ON WOMEN

On September 21, 1972, the President announced the formation of an Advisory Committee on the Economic Role of Women. The committee met three times in the 1972-73 period. Both the Secretary of Labor and the Secretary of Health, Education, and Welfare have established special advisory committees on women in their respective agencies.

The Citizens' Advisory Council on the Status of Women, which had been established on recommendation of the President's Commission on the Status of Women in 1963, continued its activities aimed at advancing the status of women.

The council sent to the President reports titled "Women in 1971" and "Women in 1972," which reviewed developments in those years relating to equal rights and elimination of discrimination based on sex. Discriminatory policies and practices on the part of local public school systems, credit-granting institutions, and agencies controlling manpower training programs and referrals to training and employment were some of the areas covered by council recommendations. Within the past two years, the council has published a memorandum on "Need for Studies of Sex Discrimination in Public Schools" and papers on the Equal Rights Amendment, including one on support within the intact family, alimony, and child support.

MARRIAGE LAWS

Movement toward uniform treatment of the sexes is indicated by the trend to equalizing age requirements for marriage without parental consent—as a rule, by lowering the age for males to 18 years. The trend accelerated as a consequence of the adoption in July 1971 of the Twenty-sixth Amendment to the Constitution guaranteeing the right to vote to citizens who are 18 years or older.

Liberalization of age requirements has stirred little, if any, controversy. However, the long-range sociological effects of this action will not be ascertainable for some years.

A total of 39 States now set the same age for males and females for marriage without parental consent at 18 years, 30 of the States having done so within the past two years—Arizona, Colorado, Connecticut, Delaware, Florida, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Louisiana, Maine, Maryland, Minnesota, Montana, Nevada, New Hampshire, New Jersey, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Virginia, West Virginia, and Wisconsin.

Wyoming and Nebraska revised their marriage laws to permit both males and females to marry at 19 without parental consent (lowered from 21 years in Wyoming and from 20 years in Nebraska).

In 1973 Washington extended to women the requirement that applicants for a marriage license must show they are not afflicted with any contagious venereal disease. Now all but four States—Maryland, Minnesota, Nevada, and South Carolina—require the standard premarital serological test for both parties.

It is interesting to note that several States have recently enlarged the scope of premarital examinations so as to identify certain parents-at-risk for their own information. Thus California, Georgia, Illinois, Indiana, Kentucky, and New York now provide for screening to identify carriers of sickle cell anemia, a genetic disease which occurs primarily in persons of black parentage. The California marriage law also includes screening for Tay-Sachs disease which occurs primarily in persons of Jewish parentage.

California, Colorado, and Illinois require the examination for female applicants to include the test for immunity to rubella (German measles). The test for females in Colorado must also include blood type, including Rh factor. In all three States, waiver of these requirements is authorized under certain circumstances.

DIVORCE LAWS

In the United States, as in many other countries there is a widespread movement to reform divorce laws. Within the past two years, there has been marked acceleration of the trend toward some form of "no-fault" divorce. This holds neither partner in a marriage responsible for commission of a specific marital offense or for the breakdown of the marriage relationship. Rather, the fact that the marriage has been a failure is sufficient grounds for divorce.

Proponents of the concept feel it represents a realistic approach to dealing with the varied patterns of divorce and to closing the gap between statutory law and judicial practice. On the other hand, opponents of divorce liberalization and the no-fault or marriage breakdown concept

question whether the ease of its availability does not actually threaten family stability and encourage divorce. Among the recent objections to no-fault divorce have been those voiced by women's groups. Their objections relate to the guidelines needed to insure that the financial and custodial terms of divorce on that ground are fair and equitable for all parties, particularly with respect to property distribution.

As of January 1974, there were 23 States with no-fault divorce. Sixteen States—Alabama, Arizona, Colorado, Connecticut, Georgia, Hawaii, Idaho, Indiana, Kentucky, Maine, Michigan, Missouri, Montana, Nebraska, Nevada, and Washington—have adopted the no-fault concept since 1971. Seven of these—Arizona, Colorado, Kentucky, Michigan, Missouri, Nebraska, and Washington—have joined Iowa and Oregon in making irretrievable breakdown of a marriage the sole ground for divorce.

During 1971-73 several States reduced the periods required for divorce on the ground of separation or desertion. Rhode Island reduced the period of willful separation or absence from 10 years to five years. New York reduced both the period for desertion and the period for separation or absence pursuant to a written agreement from two years to one year. Wisconsin lowered the required period of separation or absence from five years to one year.

Traditional fault grounds for divorce under present laws of at least half the States are: adultery (38 States and the District of Columbia), cruelty (34 States), desertion (35 States and the District of Columbia), alcoholism (29 States) and felony conviction or imprisonment (35 States and the District of Columbia). In 1972, Tennessee added drug addiction as a ground for divorce.

In July 1973, in the case of *Raymond J. Larsen v. Edward P. Gallogly et al.* (Civil Action No. 5117), a U.S. district court declared Rhode Island's two-year residence requirement for filing suit for divorce to be unconstitutional. The decision has been appealed.

During the 1971-73 period, several jurisdictions have either eliminated or re-

duced their residency requirement. In Connecticut, Hawaii, Kentucky, and Washington, residency requirements were repealed. The two-year period of residence required in Wisconsin prior to filing suit was reduced to six months. One-year residency requirements were reduced in Arizona and Colorado to 90 days and

in Indiana, New Mexico, and Tennessee to six months.

Both Louisiana and Tennessee eliminated from their law the provision that when divorce is granted on ground of adultery, the guilty party cannot marry the accomplice in adultery during the lifetime of the former spouse.

MARRIAGE LAWS AS OF OCTOBER 1, 1973*

State or other jurisdiction	Age at which marriage can be contracted with parental consent		Age at which marriage can be contracted without parental consent		Common law mar- riage rec- ognized	Physical examination and blood test for male and female		Scope of medical exami- nation	Waiting period	
	Male	Female	Male	Female		Maximum period between examina- tion and issuance of marriage license	Before issuance of license		After issuance of license	
Alabama.....	17(a)	14(a)	21	18	★	30 da.	(b)			
Alaska.....	18(c)	16(c)	19	18	.....	30 da.	(b)	3 da.	
Arizona.....	18(c)	16(c)	18	18	.....	30 da.	(b)	(d)	
Arkansas.....	17(c)	16(c)	21	18	.....	30 da.	(b)	3 da.	
California.....	18(a,e)	16(a,e)	21	18	.....	30 da.	(b,f,g,h)		
Colorado.....	16(e)	16(e)	18	18	★	30 da.	(b,g,i)			
Connecticut.....	16(e)	16(e)	18	18	.....	35 da.	(b)	4 da.	
Delaware.....	18(c)	16(c)	18	18	.....	30 da.	(b)		(j)
Florida.....	18(a,c)	16(a,c)	18	18	.....	30 da.	(b)	3 da.	
Georgia.....	18(c)	16(c)	18	18	★	30 da.	(b,f)	3 da.(k)		
Hawaii.....	16	16	18	18	.....	30 da.	(b)		
Idaho.....	18(e)	16(e)	18	18	★	30 da.	(b)	3 da.(l)		
Illinois.....	18(c)	16(c)	21	18	.....	15 da.	(b,f,g)		
Indiana.....	18(c)	16(c)	18	18	.....	30 da.	(b,f)	3 da.	
Iowa.....	18(c)	16(c)	18	18	★	20 da.	(b)	3 da.		
Kansas.....	18(e)	18(e)	18	18	★	30 da.	(b)	3 da.		
Kentucky.....	18(a,c)	16(a,c)	18	18	.....	15 da.	(b,f)	3 da.	
Louisiana.....	18(e)	18(e)	18	18	.....	10 da.	(b)		72 hrs.
Maine.....	16(e)	16(e)	18	18	.....	60 da.	(b)	5 da.	
Maryland.....	16(c)	16(c)	18	18	.....	.....	...	48 hrs.	
Massachusetts.....	18(e)	16(e)	18	18	.....	30 da.	(b)	3 da.	
Michigan.....	(m)	16(c)	18	18	.....	30 da.	(b)	3 da.	
Minnesota.....	18(a)	16(n)	18	18	.....	.....	.....	5 da.	
Mississippi.....	17(e)	15(e)	21	21	.....	30 da.	(b)	3 da.	
Missouri.....	15(e)	15(e)	21	18	.....	15 da.	(b)	3 da.	
Montana.....	18(e)	18(e)	18	18	★	20 da.	(b)	5 da.		
Nebraska.....	18	16	19	19	.....	30 da.	(b)	5 da.	
Nevada.....	18(a,e)	16(a,e)	18	18	.....	.....	.....	.....
New Hampshire.....	14(o)	13(o)	18	18	.....	30 da.	(b)	5 da.	
New Jersey.....	18(e)	16(e)	18	18	.....	30 da.	(b)	72 hrs.	
New Mexico.....	17(c)	16(c)	18	18	.....	30 da.	(b)	72 hrs.	
New York.....	16	14(p)	21	18	.....	30 da.	(b,f)		24 hrs.(q)
North Carolina.....	16	16(c)	18	18	.....	30 da.	(b,r,s)	(t)	
North Dakota.....	18(u)	15	18	18	.....	30 da.	(b,v)		
Ohio.....	18(c)	16(c)	21(w)	21(w)	★	30 da.	(b)	5 da.		
Oklahoma.....	18(c)	15(c)	18	18	★	30 da.	(b)	(x)		
Oregon.....	18	15	18	18	.....	30 da.(y)	(b,z)	7 da.	
Pennsylvania.....	16(e)	16(e)	18	18	★	30 da.	(b,r)	3 da.		
Rhode Island.....	18(e)	16(e)	18	18	★	40 da.	(b,s)		(aa)	
South Carolina.....	16(c)	14(c)	18	18	.....	.....	...	24 hrs.	
South Dakota.....	18(c)	16(c)	18	18	.....	20 da.	(b)		
Tennessee.....	16(e)	16(e)	18	18	.....	30 da.	(b)	3 da.(l)	
Texas.....	16	14	18	18	★	21 da.	(b)			
Utah.....	16(a)	14(a)	21	18	.....	30 da.	(b)		
Vermont.....	18(e)	16(e)	18	18	.....	30 da.	(b)		5 da.
Virginia.....	18(a,c)	16(c)	18	18	.....	30 da.	(b)		
Washington.....	17(e)	17(e)	18	18	.....	.....	(b,s,v)	3 da.	
West Virginia.....	18(a)	16(a)	18	18	.....	30 da.	(b)		5 da.
Wisconsin.....	(ab)	16	18	18	.....	20 da.	(b)	5 da.	
Wyoming.....	18	16	19	19	.....	30 da.	(b)		
Dist. of Columbia.....	18(a)	16(a)	21	18	★	30 da.	(b)	5 da.		

*Prepared by the Women's Bureau, U.S. Department of Labor.

★Indicates common law marriage recognized.

(a) Parental consent not required if minor was previously married.

(b) Venereal diseases.

(c) Procedure established whereby younger parties may obtain license in case of pregnancy or birth of a child.

(d) Blood test must be on record for at least 48 hours before issuance of license.

(e) Procedure established whereby younger parties may obtain license in special circumstances.

(f) Sickle cell anemia.

(g) Rubella immunity.

(h) Tay-Sachs disease.

(i) Rh factor.

(j) Residents, 24 hours; nonresidents, 96 hours.

(k) Unless parties are 18 years of age or over, or female is pregnant, or applicants are the parents of a living child born out of wedlock.

(l) Unless parties are 18 years of age or over.

(m) No provision in law for parental consent for males.

(n) Permission of judge also required.

(o) Below age of consent and above minimum age, permission of judge, which is given only for special cause, also required.

(p) If under 16 years of age, consent of a family court judge also required.

(q) Marriage may not be solemnized within 3 days from date on which specimen for serological test was taken.

(r) Mental incompetence.

(s) Tuberculosis.

(t) Forty-eight hours if both are nonresidents of the State.

(u) Any unmarried male of the age of 18 years or upwards, and any unmarried female of the age of 15 years or upwards, and not otherwise disqualified, are capable of consenting to and consummating a marriage. If the male or the female is under the age of 18 years, a marriage license shall not be issued without the consent of the parents or guardian, if there are any.

(v) Feeble-mindedness, imbecility, insanity, chronic alcoholism.

(w) Change to 18 becomes effective January 1, 1974.

(x) Seventy-two hours if one or both parties are below the age for marriage without parental consent.

(y) Maximum period between examination and expiration of marriage license.

(z) Feeble-mindedness, mental illness, drug addiction, and chronic alcoholism.

(aa) If female is nonresident, must complete and sign license 5 days prior to marriage.

(ab) Male under 18 years may not marry.

THE BOOK OF THE STATES

DIVORCE LAWS AS OF OCTOBER 1, 1973*

State or other jurisdiction	Residence required before filing suit for divorce	Grounds for absolute divorce									Preg- nancy at mar- riage	Big- amy
		No fault †	Adul- tery	Mental and/or physical cruelty	Deser- tion	Alco- holism	Impo- tency	Non- support by husband	In- sanity			
Alabama.....	6 mos.(a)	★	★	★	1 yr.	★	★	★	5 yrs.	★	..	
Alaska.....	1 yr.	..	★	★	1 yr.	★	★	★	18 mos.	..	..
Arizona.....	90 days	★	..	..	..	..	..	..	..	..	..
Arkansas.....	60 days(g)	..	★	★	1 yr.	★	★	★(h)	3 yrs.	..	★	
California.....	(i)	★	..	..	..	..	..	..	(j)	..	..
Colorado.....	90 days	★	..	..	..	..	..	..	..	..	..
Connecticut.....	..	★	★	★	1 yr.	★	..	..	5 yrs.	..	..
Delaware.....	2 yrs.(l)	..	★	★	1 yr.	★	..	★	5 yrs.	..	★	
Florida.....	6 mos.	★	..	..	..	..	..	..	..	..	..
Georgia.....	6 mos.	★	★	★	1 yr.	★	★	..	2 yrs.	★	..	
Hawaii.....	..	★	★	★	6 mos.	★	..	★	3 yrs.	..	..
Idaho.....	6 wks.	★	★	★	1 yr.	★	..	★	3 yrs.	..	..
Illinois.....	1 yr.(l)	..	★	★	1 yr.	★	..	..	..	..	★
Indiana.....	6 mos.	★	..	..	..	..	★	..	2 yrs.	..	..
Iowa.....	1 yr.	★	..	..	..	..	..	..	..	..	..
Kansas.....	6 mos.(u)	..	★	★	1 yr.	★	..	★	3 yrs.	..	..
Kentucky.....	..	★	..	..	..	..	..	..	..	..	..
Louisiana.....	(v)	..	★	..	..	..	..	..	..	..	..
Maine.....	6 mos.(l)	★	★	★	3 yrs.	★	★	★	..	..	..
Maryland.....	(x)	..	★	..	1 yr.	..	★	..	3 yrs.	..	..
Massachusetts.....	(aa)	..	★	★	2 yrs.	★	★	★	..	..	..
Michigan.....	1 yr.(l)	★	..	..	..	..	..	..	..	..	..
Minnesota.....	1 yr.(l)	..	★	★	1 yr.	★	★	..	3 yrs.	..	..
Mississippi.....	1 yr.	..	★	★	1 yr.	★	★	..	3 yrs.	★	★	
Missouri.....	1 yr.(l)	(ad)	★	★	1 yr.	★	★	..	..	★	★
Montana.....	1 yr.	★	★	★	1 yr.	★	..	★	5 yrs.	..	..
Nebraska.....	1 yr.	★	..	..	..	..	..	..	..	..	..
Nevada.....	6 wks.(l)	★	..	..	..	..	..	..	2 yrs.	..	..
New Hampshire.....	1 yr.(l)	★	★	★	2 yrs.	★	★	★	..	..	..
New Jersey.....	1 yr.	..	★	★	1 yr.	★	..	..	2 yrs.	..	..
New Mexico.....	6 mos.	..	★	★	★	..	..	..	..	..	..
New York.....	1 yr.(l)	..	★	★	1 yr.	..	..	..	..	..	..
North Carolina.....	6 mos.	..	★	★	..	..	★	..	5 yrs.	★	..
North Dakota.....	1 yr.	★	★	★	1 yr.	★	..	..	5 yrs.	..	..
Ohio.....	1 yr.	..	★	★	..	★	★	★	..	..	★
Oklahoma.....	6 mos.(u)	..	★	★	1 yr.	★	★	★	5 yrs.	★	..	
Oregon.....	6 mos.	★	..	..	..	..	..	..	..	..	..
Pennsylvania.....	1 yr.	..	★	★	2 yrs.	..	★	..	..	..	★
Rhode Island.....	2 yrs.(al)	..	★	★	5 yrs.(am)	★	★	★	..	..	..
South Carolina.....	1 yr.	..	★	★	1 yr.	★	..	..	..	..	..
South Dakota.....	1 yr.(l)	..	★	★	1 yr.	★	..	★	5 yrs.	..	..
Tennessee.....	6 mos.	..	★	★	1 yr.	★	★	★	..	★	..	
Texas.....	1 yr.	★	★	★	1 yr.	..	..	..	3 yrs.	..	..
Utah.....	3 mos.	..	★	★	1 yr.	★	★	★(h)	(aq)	..	..
Vermont.....	6 mos.(ar)	..	★	★	★(as)	..	..	..	5 yrs.	..	..
Virginia.....	1 yr.	..	★	..	1 yr.	..	★	..	..	★	..
Washington.....	..	★	..	..	..	..	..	..	..	..	..
West Virginia.....	1 yr.(l)	..	★	★	1 yr.	★	..	..	3 yrs.	..	..
Wisconsin.....	6 mos.	..	★	★	1 yr.	★	..	★	..	..	..
Wyoming.....	60 days(l)	..	★	★	1 yr.	★	★	★	2 yrs.	★	..	
Dist. of Columbia	1 yr.	..	★	..	1 yr.	..	..	..	..	..	..

*Prepared by the Women's Bureau, U.S. Department of Labor.

†"No fault" is expressed in state laws variously as irremediable breakdown of marriage relationship, irreconcilable differences, marriage insupportable because of discord, etc.

★Indicates ground for absolute divorce.

(a) Two years for wife filing on ground of nonsupport.

(b) Under decree of separate maintenance. In Hawaii, also if living apart for 2 years and court finds divorce not oppressive to defendant or contrary to public interest. In New York, also under a written separation agreement.

(c) After expiration of 2 years.

(d) Crime against nature.

(e) Incompatibility.

(f) Except to each other. In Iowa, court can waive restriction.

(g) Residence for 3 months required before final judgment may be entered.

(h) Ground available to husband, also.

(i) No residence requirement before filing suit for divorce, but final decree cannot be entered until party is a resident for 6 months.

(j) Incurable.

(k) Any time after decree of separation.

(l) Under certain circumstances a lesser period of time may be required.

(m) If complaining party under age of consent (16 for female, 18 for male) at time of marriage has not confirmed the marriage after reaching such age.

(n) Mental incompetence.

(o) Relationship within prohibited degrees.

(p) Mental incapacity.

(q) In the discretion of the court.

(r) After expiration of term of decree of separation.

(s) Loathsome disease.

(t) Attempt on the life of the spouse by poison or other means showing malice.

(u) Five years if on ground of insanity and insane spouse is in out-of-state institution.

(v) Must be domiciled in State and grounds occurred in State, except that 2 years separation need not have been in State.

(w) Spouse who obtained judgment of separation from bed and board may obtain absolute divorce 1 year after decree of judgment becomes final. Other party may obtain decree 1 year and 60 days from date of separation decree.

(x) One year if cause occurred out of State and 2 years if on

DIVORCE LAWS AS OF OCTOBER 1, 1973*

Grounds for absolute divorce								
Separation or absence	Felony conviction or imprisonment	Drug addition	Fraud, force, or duress	Prior decree of limited divorce	Other	Period before parties may remarry after final decree		State or other jurisdiction
						Plaintiff	Defendant	
2 yrs.(b)	★	★	..	(c)	(d,e)	60 days(f)	60 days(f)	Alabama
.....	★	★	(e)	.....	.....	Alaska
3 yrs.	★	Arizona
.....	Arkansas
.....	California
.....	Colorado
7 yrs.	★	..	★	(k)	.....	.....	.....	Connecticut
18 mos.	★	(e,m)	.....	.....	Delaware
.....	★	..	★	..	(n)	.....	.....	Florida
.....	(o,p)	(q)	(q)	Georgia
2 yrs.(b)	★	★	..	(r)	.....	.....	.....	Hawaii
5 yrs.	★	Idaho
.....	★	★	(s,t)	.....	.....	Illinois
.....	1 yr.(f)	1 yr.(f)	Indiana
.....	Iowa
.....	★	(e)	60 days	60 days	Kansas
.....	Kentucky
2 yrs.	★	(w)	.....	.....	.....	Louisiana
(y)	★	(z)	.....	.....	Maine
.....	★	★	Maryland
.....	Massachusetts
2 yrs.(b)	★	(ab)	.....	6 mos.(f)	6 mos.(f)	Michigan
.....	★	(o,p)	.....	(ac)	Minnesota
1 yr.	★	(ae)	.....	.....	Mississippi
.....	Missouri
.....	★	Montana
1 yr.	Nebraska
2 yrs.	★	(af,ag)	.....	.....	Nevada
18 mos.	★	★	(ah)	.....	.....	New Hampshire
.....	New Jersey
.....	(e)	.....	.....	New Mexico
1 yr.(b)	★	New York
1 yr.	★	(d)	.....	.....	North Carolina
1 yr.(b)	★	★	(q)	(q)	North Dakota
1 yr.	★	..	★	..	(al)	.....	.....	Ohio
.....	★	..	★	..	(e,al)	6 mos.	6 mos.	Oklahoma
.....	60 days	60 days	Oregon
.....	★	..	★	..	(o,aj)	.....	(ak)	Pennsylvania
5 yrs.	..	★	(an,ao)	6 mos.	6 mos.	Rhode Island
3 yrs.	..	★	South Carolina
.....	★	South Dakota
2 yrs.(b,ap)	★	★	..	(c)	(t,aj)	.....	.....	Tennessee
3 yrs.	★	Texas
3 yrs.(b)	★	Utah
6 mos.	★	Vermont
2 yrs.	★	(at)	(d,au)	.....	(av)	Virginia
2 yrs.	★	★	Washington
1 yr.	★	(aw)	.....	6 mos.	6 mos.	West Virginia
2 yrs.	★	(ac)	.....	.....	.....	Wisconsin
.....	Wyoming
1 yr.	★	(ax)	.....	.....	.....	Dist. of Columbia

ground of insanity.

(y) Voluntary living apart for 1 year. Living apart for 3 years on application of either party.

(z) Any cause which renders marriage null and void from the beginning.

(aa) One who can establish domicile is entitled to divorce.

(ab) After expiration of 5 years.

(ac) When divorce is granted on ground of adultery, court may prohibit remarriage. After 1 year, court may remove disability upon satisfactory evidence of reformation.

(ad) Effective January 1, 1974, irretrievable breakdown of marriage becomes sole ground for divorce.

(ae) Crime before marriage; husband a vagrant.

(af) Membership in religious sect disbelieving in marriage.

(ag) Wife's absence out of State for 10 years without husband's consent.

(ah) Deviant sexual conduct.

(ai) Defendant obtained divorce from plaintiff in another State.

(aj) Incapable of procreation.

(ak) When divorce is granted on ground of adultery, the guilty party cannot marry the accomplice in adultery during lifetime of former spouse.

(al) Residence requirement declared unconstitutional by

U.S. district court. Decision being appealed.

(am) Or a lesser time in court's discretion.

(an) Void or voidable marriage; loss of citizenship rights of one party due to crime; presumption of death.

(ao) Gross misbehavior or wickedness.

(ap) Wife's refusal to move with husband to this State, without reasonable cause, and willfully absenting herself from him for 2 years.

(aq) Permanent and incurable insanity and adjudication thereof by legal authorities of this or some other State.

(ar) No final decree until plaintiff is resident for 1 year.

Two years required if suit brought on ground of insanity.

(as) Willful desertion or when either party has been absent for 7 years and not heard of during that time.

(at) Limited divorce granted on the ground of cruelty or desertion may be merged with an absolute divorce after 1 year.

(au) Wife a prostitute prior to marriage.

(av) When divorce is granted on ground of adultery, court may decree the guilty party cannot remarry. After 6 months, the court may remove disability for good cause.

(aw) After living entirely apart for 1 year pursuant to a judgment of legal separation.

(ax) After 1 year, upon application of innocent party.

Law Enforcement and Public Protection

THE STATES AND THE CRIMINAL JUSTICE SYSTEM

BY LANNY M. PROFFER*

THE FEDERAL BUREAU of Investigation's crime statistics for the first nine months of 1973 reveal a 1 percent increase in the rate of serious crime over 1972. Serious crimes encompass murder, forcible rape, aggravated assault, robbery, burglary, larceny of \$50 or more, and auto theft. Any increase in serious crime is an affront to a civilized Nation, but in fairness it must be noted that progress is being made. The crime rate is no longer zooming upward, out of control. In fact, there was a 3 percent overall decrease in 1972. The rate of increase for violent crimes such as murder, forcible rape and aggravated assault has leveled off and 71 major cities now report some decline in their crime rate. It would appear that while there is little justification for self congratulation, there is cause for optimism; a hope that perhaps something can be done about crime after all.

The causes of crime are far too complex and socially inclusive to point to a single program or a single institutional change as the determining factor for the new optimism. If a catalyst is discernible, it must be the passage of the Omnibus Crime Control and Safe Streets Act of 1968 providing financial aid to States and localities in the fight against crime. The landmark act was the first federal aid program incorporating the block grant concept. State Governors and legislators played a major role in persuading Congress to enact this first innovative im-

provement in the complex federal grant-in-aid system.

The congressional mandate thrust upon the States a dual challenge. On the one hand, the States were given the task of leading the effort to control one of the most pervasive and resistant social problems. On the other, they were given the untried and controversial "block grant" method of administration to create cooperation among competitive law enforcement personnel with widely divergent views, and among different levels and jurisdictions of government. Recognition of their success in meeting both challenges is evidenced by congressional enactment of the Crime Control Act of 1973 which extends the programs originally conceived in the act of 1968, retaining the block grant format and a pivotal role for States.

By terms of the 1968 act, each State established a State Planning Agency (SPA) responsible for preparing a comprehensive state plan for law enforcement and criminal justice. The task of preparing the plan necessitated communication and cooperation among various criminal justice disciplines. This, in conjunction with the exchange of local-state and police-court-corrections views on the SPA advisory boards, represented the first tentative steps toward creation of a functioning criminal justice system from a "non-system."

REPRESENTATIVE BOARDS

The SPA supervisory boards not only

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integrate the segments of the criminal justice discipline, they ensure a substantial input for local interests. Membership on the boards is becoming more broadly representative of the community at large. A 1973 amendment to the Safe Streets Act requires a majority of the members of regional planning units be locally elected officials.

The need for local participation is readily apparent. Any law enforcement assistance program that does not come to grips with the problem of crime in the cities is certain to fail. Three fourths of all serious crimes reported occur in urban areas. In their funding for high-fear crime areas, States have taken notice of this fact. Although they comprise only 48.6 percent of the population, high-crime areas have received almost 65 percent of the total funds dispersed to localities. Of the \$550 million channeled to localities during fiscal years 1969 to 1972, \$356 million went to areas characterized by an unusually high incidence of serious crime. It does not include state agency grants such as parole and probation subsidies, court financing, and juvenile programs. State appropriations for support of the criminal justice system have increased steadily at the rate of about 15 percent per year during the last decade. The national total for state expenditures for crime control in 1973 will exceed \$2.7 billion. States with the highest per capita expenditures for criminal justice programs include Alaska, California, Colorado, Connecticut, Delaware, Hawaii, Maine, Maryland, New Hampshire, New Mexico, New York, North Carolina, Oregon, Rhode Island, Vermont, Washington, Wisconsin, and Wyoming.

VERDICT ON SAFE STREETS ACT

Objective appraisal of the Omnibus Crime Control and Safe Streets Act has proven a difficult task. Not surprisingly, such appraisals have been infrequent. The problem lies partly with the funding system. The block grant allows States and localities to judge their own needs and develop their own plans rather than impose a federal model as required in most categorical grants. Each State's problems are somewhat unique and each stands at

a different point in the evolution of its criminal justice system. Therefore, achievements cannot be judged against theoretical norms but only in terms of individual development. However, there can be general norms in the criminal justice system, and they are needed to give direction and a frame of reference to measure progress. That was the task addressed by the National Advisory Commission on Criminal Justice Standards and Goals. The recommendations of the commission are advisory rather than mandatory and are intended to give guidance to States and localities in fashioning their goals and objectives. Some 37 States have established commissions to examine the Standards and Goals and to encourage selective implementation.

The total number of LEAA-funded criminal justice projects throughout the country now exceed 50,000 and represent an expenditure well in excess of a billion dollars. Two recurring criticisms of how the money is administered and expended deserve special comment. The first of these is fund flow. Critics of the program argue that the money is moving too slowly, that States are holding up money that should be funneled into high-impact crime areas—the cities. The second is that far too much money is being spent on hardware, implying that comprehensive state planning involves little more than preparing a “shopping list” of equipment for gadget-minded police chiefs. In their annual report, the *State of the States on Crime and Justice*,¹ the state criminal justice planners examined both these issues in detail and said the statistics do not support either charge.

With respect to fund flow, they found that as of December 13, 1972, States had awarded 96.2 percent of fiscal year 1969 funds, 95 percent of fiscal year 1970 funds, 95 percent of fiscal year 1971 funds, and 67.7 percent of fiscal year 1972 funds. Criticism of fund flow has been based on the assumption that funds appropriated in one fiscal year should be expended during that same year. That could hap-

¹National Conference of State Criminal Justice Planning Administrators, *State of the States on Crime and Justice* (Frankfort, Kentucky: 1973).

pen only if (1) the money were appropriated at the beginning of the fiscal year, (2) the state comprehensive plans were approved prior to the fiscal year, (3) grantees were willing to set up operations before funds were available, and (4) applications for projects were received by the state planning agencies far enough in advance that they could be judged before the beginning of the fiscal year. The realities are such that these conditions have not and could not be met. The record shows that the States have awarded the grants in timely fashion. Accumulation of unexpended funds results principally from subgrantees failure to spend the funds that have been awarded. Addressing the fund flow issue, the National SPA Conference adopted the following standard: "The ability of a state planning agency to promptly disburse funds should not be measured by either the date of approval of the state comprehensive criminal justice plan or by the rate at which funds are expended by subgrantees. The efficiency of the state planning agency's fund flow procedures should be measured only by the time elapsed between project submissions and approval, by the time elapsed between subgrantee requests and the correlative disbursements, and by the efforts of the SPA to maintain an amount of federal funds on hand at a minimum consistent with effective program management."²

A second common criticism has been that too much money has been spent on equipment. Again, results of recent research published in the *State of the States on Crime and Justice* tends to show that such criticism is based on isolated examples rather than the program as a whole. Equipment expenditures were 28.2 percent in fiscal year 1969 and since then have dropped steadily to only 10.6 percent in fiscal year 1972. Even so, expenditures for equipment did not and do not demonstrate an absence of thoughtful planning. At the time of passage of the Omnibus Crime Control and Safe Streets Act, equipment was one of the most critical

needs of the criminal justice system. This was recognized by the President's Commission on Law Enforcement and Administration of Justice in its report, *The Challenge of Crime in a Free Society*:

"Too much of the system is physically inadequate, antiquated or delapidated. This condition goes beyond the obvious obsolescence of many correctional institutions and the squalor and congestion of many urban lower courts, which make it difficult to treat defendants or convicts humanely. The system's personnel must often work with poor facilities: record keeping systems that are clumsy and inefficient, communications equipment that makes speedy action difficult, and an absence of all kinds of scientific and technological aids."

STATE ACTION

The fresh resources provided by the Omnibus Crime Control and Safe Streets Act have provided the impetus for some dramatic improvements in all segments of the criminal justice system.

Police departments have been professionalized and their operations streamlined and made more responsive to community needs. California, Michigan, New Jersey and Texas have implemented "Project Star" (Systems and Training Analysis of Requirements for Criminal Justice Participants) to define objectives, roles and standards for police courts and corrections. Training packages are being developed to meet the identified needs of the system.

Thirty-two States now have mandatory minimum training standards for police recruits. Minimum standards for training usually require at least 240 hours of basic instruction. Professionalism of police personnel has led to an increased attention to community service functions. Most police departments now conduct programs to educate members of the community on protecting themselves and their property from criminal acts.

Local and state criminal justice groups are working together to improve their crime reduction potential. For example, Baltimore, Maryland, has a narcotics strike force utilizing the State's attorney and the local police department.

²Standard for State Planning Agency Operations Number 7, adopted by the National Conference of State Criminal Justice Planning Administrators at its annual meeting on August 10, 1972.

Greater attention now is given to lessening tension between police and community groups. The Georgia Department of Public Safety has a Civil Disorder Tactical Assistance Unit to provide lines of communication between police and potentially volatile community groups. Prince Georges County, Maryland, has developed a police community relations unit which works with an existing citizen advisory board to reduce conflict between police and the community.

Courts, too, have benefited from infusions of federal financial aid. Traditional problems such as overcrowded dockets, inadequately trained judges, antiquated administration, and unduly delayed criminal trials are receiving priority attention and imaginative programs are being implemented. Maryland created the position of Circuit Court Administration Planner to work with the director of the Administrative Office of the Courts for the purpose of developing uniform judicial procedures. The Virginia Supreme Court now has a fiscal planner and a number of States are utilizing computers to accelerate their procedures.

In addition to their initial training programs for new judges, several States have continuing education programs for prosecutors and judges. Virginia has established an annual institute for commonwealth attorneys to discuss late developments in criminal law. Other States, such as New Mexico, Maryland and Ohio, encourage judges and prosecutors to attend nationally recognized programs and seminars. Washington has established a Criminal Justice Education and Training Center to develop courses serving all segments of the criminal justice system.

There is a growing recognition by judges that they too have a responsibility to inform the public and to promote community participation in the judicial process. The Conference of California Judges has organized a project to assist local courts in identifying public concerns with the judicial system and to assist in fostering cooperation and communication among the bench, bar, and public. A citizens' committee has been formed in Missouri to make recommendations for improving the criminal courts in St. Louis.

PRISON PROGRESS

If there is an orphan of criminal justice, it is the correctional system. However, stimulated by the availability of new resources, significant progress is being made. Correctional staffs are being professionalized. Alternatives to incarceration are being emphasized and there is increased consciousness of the legal rights of offenders.

California has implemented a highly publicized probation subsidy whereby counties are paid by the State to keep persons out of prison and in their home counties. As a result of the program, the State now receives less than 10 percent of convicted felons as compared to 30 percent in 1960. Personal counselors in Virginia assist parolees in finding and keeping jobs. New Mexico now provides psychological and psychiatric services for offenders and has established programs to allow inmates to earn college credits. Ohio has established a kind of shock therapy for selected felons. Participants in this program are incarcerated for 30 to 60 days and then released. The resulting recidivism rate is below the national average.

To facilitate administration, Georgia has combined corrections probation and parole services into a single state agency. Texas has a program to handle selected individuals before they have gone through the judicial system. After the individuals are charged but before they are indicted, they may be placed in an "extrajudicial probation program" and placed under supervision of a probation officer. If the terms of the probation are met, the defendant is released and the charge is dropped.

ACTION BY LEGISLATURES

To qualify for federal block grants, each Legislature must appropriate matching dollars. For state criminal justice projects, funds must also be appropriated to pay one half the matching share of local projects undertaken with block grant funds. The program thus is made accountable to state elective officials. Many legislators make an even more direct contribution by serving on state criminal justice

supervisory boards and by promoting passage of innovative legislation.

Massachusetts now provides increased salaries for police officers earning college credits as well as time off with compensation for officers working on their degrees.

The Oklahoma Legislature approved a uniform crime reporting system and established a statewide computerized criminal information system. The Virginia General Assembly passed bills designed to completely reorganize the State's judicial system. The legislation established a unified court system with expanded authority for the statewide court administrator.

California created a commission in the State Human Relations Agency to set standards for training and recruitment of correctional personnel. A new code of corrections in Illinois authorized work and educational release, prisoner furloughs and removed many of the licensing restrictions on employment of ex-offenders.

The Washington Legislature also addressed the problem of licensing restrictions on ex-offenders by enacting legislation providing that an ex-offender may not be refused a license solely because of a prior conviction unless the crime was directly related to the employment. Kentucky now requires that parole board members have at least five years experience in penology. Rhode Island's Legislature set up the machinery to compensate victims of violent crime. Subject to a few specified exceptions, Oregon law now requires trial or release of individuals within 60 days of arrest.

Legislative concern for the problems of law enforcement and criminal justice also manifested itself in criminal code revision in the States. Criminal code revision and codification is a highly complex task requiring lengthy scholarly legal study. Moreover, proposals to change something as fundamental as the State's criminal code generate controversy, particularly

when what is proposed is a code that contains sweeping changes in the substance, form and procedures of the criminal laws.

Despite these difficulties, most States have tackled the problem. New or substantially revised criminal codes have been implemented in 14 States since 1970: Colorado, Connecticut, Delaware, Hawaii, Kansas, Kentucky, Montana, New Hampshire, Ohio, Oregon, Pennsylvania, Texas, Utah, and Wyoming. The 1974 sessions of the Legislatures are expected to produce several more new codes, since 12 other States have draft proposals awaiting legislative consideration. Revision has not been limited to piecemeal removal of archaic criminal statutes. Most revisions have been extensive and the modernized codes have been clarified, and simplified.

The various programs and laws mentioned here are not exhaustive. They were randomly selected to illustrate the kind of progress being made in the States to reduce crime and improve administration of justice.

The federal government has trusted the States with more than a billion dollars of federal revenues and the States have proven good stewards of that trust. The cities have discovered that States are concerned and capable in dealing with pressing urban problems. Citizen participation in the decision-making process has acted as an innovative and humanizing influence on the criminal justice system, proving that national and state government, under control of the people, can meet the challenge of crime in a free society.

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STATE POLICE AND HIGHWAY PATROLS

BY NORMAN DARWICK*

STATE POLICE and highway patrol agencies are of comparatively recent origin. The main reason for their formation was, and still is, to provide uniform law enforcement throughout their respective States. Traditionally, law enforcement authority and responsibility in the United States have been placed in the hands of city and county authorities. Legislatures, however, have provided most of the criminal statutes governing citizens' conduct. Because the enforcement of laws and their legislation involve groups representing different interests, unequal enforcement among the various political subdivisions in the States can be a vexing problem.

Although specialized state law enforcement agencies had been established in several States previously, the state-level police as we know them today began with the formation of the Pennsylvania State Police in 1905. State highway patrol forces were organized to answer the need for uniform enforcement of state motor vehicle codes and regulations as the number of automobiles and highways grew after World War I. In some instances, the highway patrols were advocated to solve the problem of too ardent enforcement of vehicle regulations. Another purpose served by their formation was to spread the increased cost of highway policing to the state-level tax base, including revenues earned through state licensing and taxing of motor vehicles.

Although one ordinarily thinks of state-level law enforcement as being embodied in either a state police force or a highway patrol, a variety of other state enforcement agencies and organizational structures exist.¹ In some jurisdictions, most of

the state law enforcement functions are carried out by units of the state police force; in others, separate and distinct organizational units act independently to enforce the laws in their special field of responsibility. For example, organized crime, narcotics, information, identification and communications systems, and the state crime laboratory could all be within the state police in one jurisdiction but independent agencies or units within other departments in another State.

The distinguishing features of state police and highway patrol organizations are their operation of a uniformed field patrol force, rather than a purely investigative unit, and their position in the state governmental structure under the control and direction of the Governor or one of his executive-level appointees.

TRENDS FORESEEN

Two organizational trends are apparent:

1. State highway patrols are less often found as a subordinate agency within departments of motor vehicles or roads.
2. The practice of combining state police or highway patrol agencies under a superagency devoted to either public safety or transportation is growing.

The positions of the agencies within the various jurisdictions' governmental structures differ. Eleven (42 percent) of the 26 highway patrols are independent branches of their State's executive government, and the remaining 15 agencies (58 percent) are part of larger governmental departments. The concentration of units of government service with similar functions is to be expected. As populations increase so do the numbers of governmental employees and the services they supply to the public, and it becomes impossible for the executive heads of governments to personally administer the many agencies. Decentralization and shorter spans of

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¹Hawaii is the only State which does not have either a state police or highway patrol.

control have become essential to efficient administration. A similar trend is apparent in those jurisdictions with state police agencies. Out of the 22 of 23 state police agencies responding, nine (41 percent) are independent departments while 13 (59 percent) are units within a larger state organization.²

The factor which distinguishes state police from highway patrol organizations is their assigned responsibilities. State police departments' responsibilities are broad, including activities in various fields of law enforcement; highway patrols direct their primary efforts to enforcement of highway and motor vehicle regulations and traffic safety programs. State police authority is inclined to include jurisdiction over many types of criminal activity, but the tendency to shift the burden of traffic responsibility to the state level is apparent when the percentage of manhours expended on traffic services is noted. The average time spent on traffic services is 68 percent in highway patrol departments and 49 percent among state police organizations. Therefore, although state police departments have broad law enforcement responsibilities, they still must expend approximately one half of their manhours providing traffic services.

	Central narcotic units	Intelli- gence units	Regional Interstate intelligence sharing
Highway patrol	10(38%)	14(54%)	14(66%)
State police	17(77%)	19(86%)	9(35%)

The state police are much more likely to be involved in narcotics and intelligence operations than highway patrols. This reflects the tendency to assign broader criminal and investigative responsibilities to state police departments. In all of the categories concerning narcotics and intelligence operations listed above, the involvement of the state police agencies is substantially greater.

Because of the growing complexity of

²Division of State and Provincial Police, of the International Association of Chiefs of Police, *Comparative Data Report, 1972* (Gaithersburg, Maryland, 1972), p. 17.

our society and the commensurately intricate problems of law enforcement, coordination (and centralization) of countermeasures has become increasingly more important for efficient and effective operations. The trend, therefore, is to assign responsibility for such management to state agencies, often to state police and highway patrols. For example, a vehicle theft study in California showed that such criminal activities were interjurisdictional in approximately 50 percent of the cases. As a result, the California Highway Patrol undertook the role of statewide coordinator of vehicle theft countermeasure activities in 1973.

State policing agencies are deeply involved in the coordination of activities against organized crime. Sixteen (73 percent) state police and nine (35 percent) highway patrols report that they coordinate such operations in their States. In addition, those departments which are the central collecting agency for the *Uniform Crime Report* and those which provide various services to local agencies can be expected to be influential in the promotion of coordinated activities even when not directly assigned such responsibility.

SIZE AND GROWTH

The state law enforcement agencies vary greatly in numbers of personnel. California has the country's largest state law enforcement organization with 7,261 employees. Pennsylvania has the largest state police agency with 4,458 employees. The smallest agencies are North Dakota's highway patrol with 96 employees and Idaho's state police with 149.

The state agencies reported the following information to the Division of State and Provincial Police of the International Association of Chiefs of Police in 1972.

A significant upgrading in administrative practices has been shown from 1968

	Sworn officers	Civilian employees	Total strength	Percent sworn
Highway patrol	20,228	8,815	29,043	69.6
State police(a)	20,583	6,143	26,726	77.0

(a) Alaska not reporting.

Growth of Sworn Personnel

	Sworn officers, 1968	Sworn officers, 1972	Growth
Highway patrol ...	15,936	20,228	4,292 (+26.9%)
State police ...	18,058	20,583	2,525 (+13.9%)
Total ...	33,994	40,811	6,817 (+20%)

Growth of Total Departmental Personnel

	Total personnel, 1968	Total personnel, 1972	Growth
Highway patrol ..	23,747	29,043	5,296 (+22.3%)
State police ..	22,996	26,726	3,730 (+16.2%)
Total ..	46,743	55,769	9,026 (+19.3%)

through 1972 by the 31 percent increase in the formation and operation of planning and research units among state police and highway patrol organizations. Although this specialization could be expected as a necessary adjunct to the growth in size of the agencies during recent years, use of planning and research specialists should produce more efficient operations and increasing service to the public.

Highway patrols and state police are experiencing constant growth. The tables above indicate the growth in highway patrol and state police agencies between 1968 and 1972 as reported to the International Association of Chiefs of Police.

ASSISTANCE TO LOCAL AGENCIES

Assistance to local law enforcement agencies is often provided by highway patrols and state police. The great majority of local police departments consists of forces with 10 or fewer members, so the services available from the state agencies are important to assure effective law enforcement. Substantial differences are noted in the types of services provided by the state departments in some areas, however. Because the state police criminal and investigative authority is generally much broader than highway patrol responsibilities, services such as identification, polygraph examination, crime laboratory, and investigations by detectives are much more frequently available in States with state police departments. On the other hand, services which are nearly equal in availability are those of planning assistance, fatal and injury accident investigation (AI), and training.

The table below summarizes the number and percentage of highway patrol and state police services provided to local law enforcement agencies.

SELECTION AND TRAINING

Educational requirements for trooper appointment appear to be rising. In the 1970 *Comparative Data Report*, five state departments reported they required only a high school equivalency certificate as their minimum educational requirement. The 1972 report indicated no departments with this minimum. Demanding

Services to Local Enforcement Agencies*

	Identi- fication service	Detective	Poly- graph	Lab service	Homicide & injury investi- gation	Felony investi- gation	Misde- meanor investi- gation	Expert testi- mony
Highway patrol	10 (38%)	4 (15%)	9 (35%)	11 (42%)	10 (38%)	12 (46%)	12 (46%)	17 (65%)
State police ...	22 (100%)	21 (95%)	21 (95%)	20 (91%)	19 (86%)	21 (95%)	16 (73%)	21 (95%)
	Marine activi- ties	Routine patrol	Traffic enforce- ment	Radio dispatch	Training	Fatal AI	Injury AI	Planning assistance
Highway patrol	1 (4%)	9 (35%)	18 (69%)	17 (65%)	24 (92%)	23 (88%)	22 (85%)	14 (54%)
State police	7 (32%)	12 (55%)	18 (82%)	16 (73%)	21 (95%)	20 (91%)	19 (86%)	12 (55%)

*Approximate ranking from disparity to similarity of services provided by the two types of state organizations.

Sworn Personnel Completing Courses of Instruction

	Long course NUTI(a)	Long course Southern Police Institute	FBI National Academy	Two years college	Four years college	Mas- ters degree	Doctoral degree
Highway patrol	131	63	117	1,477	460	21	7
State police	152	75	128	803	519(b)	42	1

(a) Northwestern University Traffic Institute.

(b) New York State Police, reporting 124 (including civilian employees) excluded.

more than high school graduation has also become more prevalent. Only two agencies in the 1970 report had such requirements; in the 1972 report, four departments indicate their requirements as greater than a high school education, and a fifth makes such a requirement for those receiving appointment at age 20. As the availability of community colleges become more widespread, it can be expected that more state policing agencies will raise their minimum educational requirements.

Indicative of the higher standards required for state law enforcement appointment is the comparison between the number who apply for such positions and those who are hired. The 1972 *Comparative Data Report* shows that highway patrols appointed only 1,342 troopers from among 25,765 applicants for a hiring rate of about 5 percent; state police departments accepted 21,000 applications, from which they appointed 1,454 troopers for a hiring rate of about 9 percent.

Cadet and minority recruiting programs are found in some of the state departments, but not in the majority.³ Cadet programs are operating in eight highway patrols (31 percent) and five state police organizations (19 percent). Twelve highway patrols (46 percent) and nine state police agencies (41 percent) have initiated minority recruitment programs.

A significant trend throughout the States has been the greatly expanded

emphasis on the training and education of law enforcement personnel. The number of hours of recruit school training now averages 652 for highway patrols and 787 in state police departments. After recruits are assigned to field duty, their time under the direction of a field training officer averages nine weeks (range: 1 to 24 weeks) in highway patrols and 11 weeks (range: 2 to 52 weeks) in state police departments.

Sixteen highway patrols and an equal number of state police departments operate their own training facility. With two exceptions, these facilities also are used for the training of local police. Training budgets in the two types of state level police agencies range from a low of \$55,852 to a high of \$2,611,000. Only the Nebraska highway patrol reported that it utilizes a mobile training unit. Ten highway patrols (38 percent) and seven state police departments (32 percent) have pursuit driving courses included within their available training facilities. Of the 46 agencies answering the question, 29 (63 percent) reported recruits attend their training school immediately, 11 (24 percent) require attendance as soon as possible, and six (13 percent) require that new personnel attend prior to appointment. Forty-four of the agencies (92 percent) report that they encourage college attendance by their sworn personnel. One agency permits promotional credit, and two provide incentive pay for advanced education. Most agencies (38) assist by arranging working hours for the purpose of college attendance (86 percent); 16 (36 percent) pay for tuition; and eight (18 percent) pay for books.

In the table above, departments report the numbers of their sworn personnel completing courses of instruction.

³Cadet programs involve the hiring in a civilian capacity of applicants who do not meet the trooper entry requirements, ordinarily those of minimum age or educational level. After cadets reach the required minimum age or fulfill their educational requirements, they are upgraded, trained as troopers, and sworn as law enforcement officers.

Records Maintained*

	Central records unit	Acci- dent	Motor vehicle registration	Driver license	Crim- inal arrest	Prints	Physical descrip- tion	Photos	Methods of operation
Highway patrol ...	12 (46%)	20 (77%)	4 (15%)	8 (31%)	12 (46%)	9 (35%)	12 (42%)	11 (42%)	8 (31%)
State police ..	15 (68%)	17 (77%)	1 (5%)	None	21 (95%)	20 (91%)	17 (77%)	19 (86%)	11 (50%)

*Not necessarily in central records unit.

EMPLOYEE REPRESENTATION

A significant trend among state police and highway patrols is the growth in employee organizations and collective bargaining. States which permit employees to organize now number at least 43, and 31 of these allow labor union affiliation. Employee organizations in 11 States have been recognized as collective bargaining agents. If this trend continues, good leadership and communication between management and employees will become critical factors in attaining agency goals.

INFORMATION SYSTEMS

The types of records maintained and the information systems in which state police and highway patrols are involved indicate the difference between their responsibilities. Records or reporting programs which are driver or motor vehicle oriented are more frequently allied with highway patrol activities; those associated with criminal activities are prevalent in state police activities. The tables above and below summarize these findings.

There is a substantial difference in the prevalence of single, central records units between highway patrols (46 percent) and state police agencies (68 percent). Certainly influential in this disparity is the fact that 68 percent of the state police departments are the central collecting agencies for FBI Uniform Crime Reports

(UCR) and only 23 percent of the highway patrols are UCR collecting agencies.

Although the policing responsibilities of the two types of organizations differ, their participation in reporting programs strongly suggests that communication among the agencies is excellent. For example, the percentages of departments participating in National Crime Information Center (NCIC) and Law Enforcement Telecommunications System (LETS) closely approximate each other.

THE FUTURE

Expected future goals of state police and highway patrols include:

- A broadening of the jurisdiction and powers of both state police and highway patrols to permit more effective and uniform crime prevention and safety efforts by either the state agencies themselves or as coordinators of state and local efforts.
- The expansion and updating of reporting and information systems to provide data and analysis essential to effective planning and operations by the state agencies and units of local government.
- Expanding information systems among States and regions for sharing and disseminating information to assure inter-jurisdictional law enforcement effectiveness.
- Continual upgrading of initial, in-service, and management training and education.

Participation in Reporting Programs

	Uniform Crime Reports	National Driver Registry	National Safety Council accident statistics	Law Enforcement Intelligence Unit	National Crime Information Center	Law Enforcement Telecommu- nications System	NCIC criminal history
Highway patrol	13 (50%)	12 (46%)	20 (77%)	7 (27%)	24 (92%)	23 (88%)	14 (54%)
State police	18 (82%)	4 (18%)	12 (55%)	14 (66%)	21 (95%)	21 (95%)	15 (68%)

CORRECTIONAL PROGRAMS

BY DONALD H. GOFF*

THE DISSATISFACTION with the correctional systems in the United States—expressed by both high governmental officials and organizations on one hand and inmate populations on the other—has continued, although somewhat abated, as evidenced by the Oklahoma National Guard being called up to bring the Oklahoma State Prison under control. The call to modernize the criminal justice system, initiated in 1966 by the President's Crime Commission, was continued in 1973 by reports of the National Advisory Commission on Criminal Justice Goals and Standards. Opposition to the traditional emphasis upon massive correctional institutions located in remote areas has led the National Council on Crime and Delinquency to issue a call for the cessation of any new construction of correctional institutions in order to force development of smaller urban community correctional centers and programs designed as alternatives to imprisonment. Concern over the rights of prisoners led the United States Commission on Civil Rights in 1973 to undertake a national prison study to develop minimum civil and human rights for inmates in the correctional institutions of the Nation.

Since correctional institutions do not function in a vacuum but are markedly affected by the general social atmosphere of the total community, the present dissatisfaction with the correctional systems is not surprising. Efforts in the past decade to obtain a participatory democracy by those having little or no "say-so" over conditions which affected them have produced confrontations, demonstrations, and riots among college students, blacks, and the poor. Women and ethnic groups have organized to demand basic rights. The rapidly accelerated pace of change

in the last decade in the outside community has led to an equally accelerated desire by both inmates and reformers for change inside correctional institutions.

The confrontations, discontent, and dissatisfactions with correctional systems in the United States have created a general malaise among the staff and administrators of correctional institutions as well. At the same time inmates are calling for their basic rights, correctional personnel, principally custodial officers, are increasingly demanding that their rights be upheld. Administrators of state correctional systems, and wardens and superintendents of large correctional institutions, faced with multimillion-dollar personal civil suits brought by inmates, often find themselves between two groups pulling in opposite directions—the inmate body and the direct line staff. The conflict situation is compounded by the rural location of most state correctional institutions. Staff generally drawn from the local rural environs is expected to deal with an inmate population predominantly from urban centers and heavily composed of minorities whose life style the staff does not understand. To further exacerbate the problem, inmate populations have changed. Increasingly, individuals who are dedicated to changing the outside system are convicted and sentenced and carry their dedication with them inside the walls. Literate, organized, and with a clear goal, they form a nucleus of an ever-growing number of inmates who constitute a disadvantaged group which in the past has had little say over what happened to it. Demand for involvement in decisions affecting their lives had already begun prior to their arrest. They simply continue and expand their concerns to include institutional treatment.

Aiding in the drive for reform is the growing number of organizations of ex-offenders whose purpose is to help re-

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leasees bridge the gap from institutional life to life in a free community. These ex-offender organizations, in addition to providing psychological support and assistance to newly released inmates, have also become a voice for inmates in the outside community. Speaking before church groups, schools, and on radio and television, the "ex-con" describes to his audience what it's like to be an inmate in prison, at the same time calling for reform. The very existence of these organizations is an example of the marked change which has occurred in the past decade. Prior to 1960, former inmates on parole who associated with other former inmates would have been violating their parole and have been returned to the institution. Today a number of States encourage the formation of ex-offender organizations and work with them.

The combined effects of programs developed through funds made available by the Law Enforcement Assistance Administration and the efforts of various organizations, church groups, and court decisions are beginning to motivate both legislators and correctional administrators to seriously examine their programs and practices, and to initiate new programs while expediting the implementation of previously conceived constructive innovations.

MAINSTREAMS IN AMERICAN CORRECTIONS

Administrators and legislators, spurred by the realization that to fail now to reform the correctional system will condemn the States to repeat the last 150 years of bleak and ineffective correctional history, are beginning to attack the problem on several fronts.

Decentralized and Deinstitutionalized Programs—The short-sightedness of simply controlling and containing large masses of inmates in massive correctional institutions is gradually giving way to the development of diversionary programs to bring about the supervision of offenders in the community rather than their incarceration; halfway houses and community correctional residences for those individuals who require some type of residential treatment; much smaller facilities close to urban centers for those

who need more intensive treatment and greater security; and an increased use of work-release and furlough programs.

Georgia currently is working on the opening of four community correctional centers, each to house 300 inmates in four urban areas to relieve the State of the need to use local county jails and remove the population pressure on its central state prison.

California is operating five community correctional centers. Like other States operating small community correctional facilities, the California centers, in addition to providing room and board facilities and 24-hour supervision, house field parole units whose staff provides counseling and assistance to the centers' residents.

Perhaps the most innovative community correctional facility program recently developed is in Minnesota. Here the concept of a small community residence located in a large city plus work-release where the residents leave the facility during the day for private employment is combined with a program of making restitution to the victim of the crime for which the resident was sentenced to prison. The major criteria which must be met before an inmate at the state prison can be sent to this center is that all present offenses must be crimes against the property of others. No person with a recent history of acts of violence or for whom the present commitment is a result of either crimes against the person of others or for "victimless" crimes can enter the program. If an individual meets this requirement and desires to enter the program, a contract must be agreed on among the offender, the victim of the offense wherever possible, and the staff of the center. Among issues that must be resolved in the contract is the amount of restitution—full or partial. While the contract for restitution generally provides for direct cash payments, it is possible in certain cases for the offender to provide restitution in the form of personal services either to the victim or to some segment of the larger community. Once agreed upon, the contract is then brought before the parole board and if the parole board agrees the program is in the best

interest of both the community and the offender, the contract is made a condition of parole and the offender is released to the restitution center.

Work-release programs are being enlarged to include educational release and, in a number of States, home visits. In Florida, where the inmate furlough program was initiated in 1971, over 18,000 furloughs were successfully completed with a failure rate of less than 1 percent during the first eight months of operation. Kansas, whose home-visitation program began July 1, 1971, likewise reports the successful operation of their home visits. In Connecticut almost 2,500 men and women were released from correctional institutions in an 11-month period to visit their families, seek employment, attend funerals, or otherwise engage in legitimate business for a few days at a time.

Respect for Individual Dignity and Autonomy—Realizing that the elements of humane care include not only meeting the physical needs of offenders but also respect for the individuals' dignity and autonomy, a series of state and federal court decisions in Rhode Island, Virginia, Arkansas, Louisiana, New York, and Maryland, to cite a few, have brought major changes in administrative rules and practices to reduce the dehumanizing effect of institutionalization and to aid restoration of the dignity of the individual. The more recent thrust, emanating principally from the courts, has focused on the development of administrative practices relating to due process in disciplinary procedures and parole, mail censorship and publications, and access to legal material, law libraries, and counsel.

The United States Bureau of Prisons has established a number of legal assistance programs for indigent offenders in its institutions. The programs are conducted through legal aid projects associated with law schools and are in no way connected with or responsible to the Bureau of Prisons. Qualified students from 15 law schools now visit the institutions. Under supervision of university instructors, the students assist inmates with their civil problems, criminal appeals,

and issues affecting their confinement. To help inmates who wish to prepare their own legal papers, the bureau has expanded the legal reference libraries—it provides in each of its 43 institutions and other correctional facilities.

A federal grant in 1972 has enabled the Connecticut Department of Correction to make available civil legal services at three of its institutions. This program, sub-contracted to a local prison association, provides for the services of two attorneys to assist inmates in matters of domestic litigation, civil suits, workmen's compensation claims, and similar actions. In New York, the Correctional Association of New York pioneered by providing civil legal services to inmates in correctional institutions. This program now involves nine full-time attorneys supported by about 40 law students and is integrated with the clinical services of three major New York law schools.

The movement toward less repression in institutional living has further brought about a revision in the commissary rules to permit inmates to purchase many additional items, including individual transistor radios and television sets in a number of States.

EXAMPLES OF STATE PROGRAMS

The following summary should be considered only as examples of activities in various States.

Connecticut

After the organization of the correctional department's educational program into a state school district in Connecticut, the department received eight grants from the State Departments of Education and Labor for a wide range of academic and vocational education within the institutions. Included are library services, basic education, and higher education for all inmates who qualify. Also in Connecticut under a new procedure, new staff participate in a three-week orientation course prior to being assigned to an institution. The department's Training Academy also has been designated as the Joint Training Academy for all correctional agencies to meet the training needs not only of the Department of Correction but

also the Department of Adult Probation, Children and Youth Services, Juvenile Court, Juvenile Probation, Family Relations of the Circuit Court, Family Relations of the Superior Court, and the Judiciary.

The Connecticut Department of Correction, working with a local community college, has developed a two-year Associate of Arts Degree curriculum in correctional science and administration. Through special arrangements with a community college, correctional employees can transfer liberal arts courses from any community college in the State toward the completion of their degree.

To further the department's legal services to inmates, monies were obtained for installation of a microfilm law library for inmate use in each of the correctional facilities. The new system overcomes many space problems in maintaining a law library, and the major problem of wear and tear and mutilation of books.

Another Connecticut program has been initiated to provide staff advocates for inmates facing disciplinary boards. Inmates receiving misconduct reports are encouraged to select the name of an institutional employee from a list of staff names who will assist in presenting to the board all pertinent information, facts, and circumstances surrounding the alleged offense. The services of a staff advocate are, however, not compulsory. Inmates are allowed to present their own cases at hearings if they so desire.

Oregon

Minimum standards of initial and advanced training have been implemented for all Oregon Corrections Division personnel. Initial training standards now include 80 hours for personnel with primarily custodial responsibility, 40 hours for all other personnel providing direct services to inmates, and 16 hours for all support services personnel. Advanced training standards require 20 hours per year for each person providing direct services to inmates.

Oregon also doubled the number of community centers for work education release, with an additional five community centers planned by 1975. By the middle

of 1973, nearly 15 percent of all of Oregon's felony inmates were in community center placements.

Joining the movement toward more state supervision over county jails, the 1973 Oregon Legislature established statutory statewide jail standards in physical plant, staffing, operations, and services to prisoners.

To maintain and augment each institutional inmate's positive ties to the community, visiting regulations now enable a maximum of 22 three-hour social and family visits per month for each inmate in living-room type surroundings. Additionally, between 1971 and 1973, more than 2,000 inmates were allowed 8,500 unescorted leaves from the institutions into the community, averaging about 53 hours per leave.

Florida

Legislation enacted in Florida to establish minimum standards for all municipal and county detention and correctional facilities, provides 12 inspectors to the Division of Corrections to carry out this function. The Legislature intended for these rules and regulations for local correctional facilities to prescribe minimum standards for the cleanliness and sanitation of the facilities; the number of prisoners who may be housed in each facility per specified unit of floor space; the quality, quantity, and supply of bedding furnished to prisoners; the quality, quantity, and diversity of food served to them and the manner in which it was served; the furnishing of medical attention and health and comfort items; and the disciplinary treatment meted out to prisoners. In the event a county or municipal detention facility does not meet the prescribed standards and requirements, the director of the Division of Corrections is authorized to file a complaint in the circuit court asking for an injunction prohibiting the confinement of prisoners in the facility.

The basic objective of correctional education in Florida is to provide every inmate with whatever academic, vocational, or social living skills he needs to return to society as a self-fulfilled and productive citizen. To accomplish this, the Florida

Legislature has been financing correctional education with an average appropriation of approximately \$2 million per year. As further evidence of the State's commitment to correctional education, the Division of Corrections' educational staff has increased from 40 to 220 positions since 1968 with over one quarter of the present staff holding masters degrees and three having doctorates. The balance of the instructional personnel have four-year degrees and state certification by the Florida Department of Education.

New Jersey

In New Jersey, an incentive component was built into the inmate wage scale. Jobs for inmates, including those who attend school or half-day therapy groups, are classified at unskilled, semiskilled, or skilled levels, and pay is given according to the level and the on-the-job performance. The new incentive pay scale ranges from 65 cents per day for inmates working below average in unskilled jobs to \$1 per day for those working above average in skilled jobs. The previous average wage paid for each inmate was 45 cents per day. The new wage scale is designed to provide minimum funds for the purchase at inmate stores or canteens of personal items needed by the inmates but not provided by the State, and to develop or reactivate good work habits. The new scale also provides encouragement for quantitative and qualitative production on the job and provides a modicum of funds for the offenders' use upon release from the institutions.

California

Since the California Department of Corrections began a major staff minority recruiting effort in 1969, the number of employees from minority groups in that department has increased from approximately 9 percent to nearly 17 percent. By the middle of 1973, of approximately 7,500 Department of Corrections employees, approximately 6,200 were Caucasian, 600 Black, 83 Asian, 501 Mexican-Americans, and 82 from other minority groups.

The department's statewide Family

Visiting Program, which began in the late 1960s and was expanded in 1970, allows wives, children, parents, and other immediate family members to spend up to 48 hours with the inmates in the privacy of separate quarters within the institutional compound.

Massachusetts

Massachusetts is another State which has authorized the Commissioner of Corrections to permit inmates to make unaccompanied home visits. The first six months of operation, beginning in November 1972, involved a total of over 4,200 furloughs from which only 61 individuals failed to return to the institution at the scheduled time. The Massachusetts law authorizes the department to grant any one inmate a total of 14 days a year away from the institution unescorted.

Massachusetts also is making use of community pre-release centers and half-way houses. In mid-1973 eight separate facilities had over 100 inmates in residence.

Texas

During 1972, members of two more faiths began conducting services within the institutions of the Texas Department of Corrections. Islamic worship services are held regularly in all institutions and a full-time chaplain sponsored by the Christian Science group is working with inmates interested in that faith. This is in addition to the 13 full-time chaplains, one part-time chaplain, and four chaplain interns representing the Catholic, Protestant, and Jewish faiths.

Educational and recreational programs for Texas inmates, not paid by legislative appropriations, are financed through about \$400,000 obtained annually from the prison commissary operation and approximately \$200,000 annually from the Texas Prison Rodeo. In 1969, financed by the State Minimum Foundation Program, an independent school district was started for the Texas Department of Corrections. This independent district has developed its program to include over 125 professionally trained and certified educators, a comprehensive non-graded, academic curriculum, an extensive vocational training program, and well-furnished libraries.

Since its inception, over 3,000 inmates have received their General Education Development (GED) certificates or high school diplomas. At the present time over 7,000 inmates attend academic classes for at least six hours per week. During 1972, the first vocational training class was begun for women inmates.

Minnesota

Minnesota was one of the first States to establish by legislation an independent ombudsman office for the State Department of Corrections. The ombudsman serves at the pleasure of the Governor, is accountable to the Governor and has authority "to investigate decisions, acts, and other matters of the Department of Corrections so as to promote the highest standards of competence, efficiency, and justice in the administration of correc-

tions." The ombudsman receives and investigates complaints concerning actions of the Department of Corrections, has the power to examine records and documents of the department, may enter and inspect premises within the control of the department, and can order any person to appear, give testimony, or produce documentary or other evidence which the ombudsman deems relevant to the matters under inquiry.

Minnesota also authorized the Commissioner of Corrections to lease buildings to private corporations on the grounds of any adult state correctional institution for up to 20 years to operate a factory for the manufacture or processing of articles. The private corporation would be allowed to employ persons conditionally released from the Minnesota correctional institutions.

CONSUMER PROTECTION

BY DICK HOWARD*

STATES long have had a number of laws pertaining to specific crimes which may be protective of consumers' economic welfare. Such laws are enforced by the same means as other criminal laws unless their enforcement is specifically delegated to an agency, such as the labeling of seed to an agricultural agency.

Minimal protection for the consumer has been accepted as a proper role for government in such matters as monopoly, honesty in weights and measures, and advertising. Government regulation in these areas tended to serve the best interests of both the general public and small businessmen.

Moreover, criminal laws seldom are effective in protecting consumers from fraud unless the amounts involved are large or some official really takes up the cudgel. Many Attorneys General have done so against consumer fraud. When officials do become aroused about consumer protection, efforts to secure more effective statutory laws immediately follow.

Generally, one can attribute the interest in consumer protection to the impersonalness of the marketplace, the complexity of today's products, and the changes in national life that have emphasized the individual's role as consumer rather than his role as producer. The activities of Ralph Nader in the mid-1960s caused consumer forces to organize, the primary ingredient for any effective political action. Consequently, it was in the late 1960s that a rash of consumer-oriented activities began in the States.

To be sure, some States had consumer affairs offices much earlier. New York was the first State to become actively concerned with the economic welfare of the consumer when a program was initiated by executive order in 1951. A unit was

attached to the Governor's office to assist prosecution of consumer fraud cases. Subsequently, this gave way to legislation in the form of a consumer fraud law administered by the Attorney General. The first state legislation to specifically tackle the problem of protecting the economic welfare of the consumer occurred in 1960 in Massachusetts.¹ By 1973 almost all States had enacted some kind of consumer legislation or were studying the consumer problem. Similarly almost all States had at least one agency concerned with consumer affairs, most frequently the Attorney General.

LEGISLATION

Most States have numerous laws which directly affect consumer interests. The fundamental state consumer protection laws are directed toward the elimination of "unfair and deceptive trade practices."

Many States have enacted or are considering some of the model acts developed by national groups. The two main acts are the Unfair Trade Practices and Consumer Protection Law developed by the Federal Trade Commission (FTC) and recommended by the Committee on Suggested State Legislation of the Council of State Governments,² and the Uniform Consumer Sales Practices Act drafted by the National Conference of Commissioners on Uniform State Laws. In addition, the Uniform Commercial Code and the Uniform Consumer Credit Code have certain consumer protection aspects.

Forty-two States have adopted legislation along the lines of the Unfair Trade Practices and Consumer Protection Law (UTPCP); two States (Ohio and Utah)

¹The Council of State Governments, *Consumer Protection in the States* (Lexington, Kentucky, 1970).

²Unfair Trade Practices and Consumer Protection Law was initially published in the Council of State Governments' *1967 Suggested State Legislation* and revised in the 1969 and 1970 editions.

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have enacted the Uniform Consumer Sales Practices Act. The only States which have not adopted one of these fundamental consumer protection laws are Alabama, Georgia, Mississippi, Nebraska, Tennessee and West Virginia.³

The UTPCP Law has three variations or alternatives, depending on the language used in Section 2 of the suggested legislation. These alternatives are described in the 1970 edition of *Suggested State Legislation*.⁴

Alternative 1 prohibits use of those "unfair methods of competition and unfair or deceptive acts or practices" which, if used in interstate commerce, are prohibited by the FTC Act. This form has been adopted by 12 States and enables the enforcement official to reach not only deceptive practices but also unfair methods injuring competition.

Alternative 2 enables the enforcement official to enjoin all types of deceptive trade practices. "False, misleading, or deceptive acts or practices in the conduct of any trade or commerce," are declared unlawful. Similar language is used in the laws of 14 States.

Alternative 3 prohibits 12 specific practices corresponding to the practices listed in the 1964 Uniform Deceptive Trade Practices Act. Also added is subsection 13 which prohibits "any other act or practice which is unfair or deceptive to the consumer." This is a "catch-all" phrase to reach other undesirable trade activities. Alternative 3 is considered somewhat narrower in scope than the language of the first two alternatives.

The catch-all phrase in Alternative 3 varies among States. For example, Pennsylvania proscribes "any other fraudulent conduct which creates a likelihood of confusion or misunderstanding"; New Hampshire extends coverage to any unfair method of competition and any

unfair or deceptive act or practice, including but not limited to those specified. On the other hand, Colorado, Florida, Oregon, and Virginia do not have a catch-all phrase.

Effectiveness of the 44 state laws is enhanced by authorizing the administering official to conduct investigations, frequently including the right to subpoena records; to issue cease and desist orders; and to obtain injunctions. Restitution may be obtained on behalf of aggrieved consumers in 36 States and civil penalties may be assessed for an initial violation of the Deceptive Trade Practices Act in 21 States.⁵

Thirty-one States permit private actions by consumers often including punitive damages as well as costs and attorney fees. Twelve of the "private action" States also authorize consumer class actions. The 12 States are Alaska, California, Connecticut, Indiana, Massachusetts, Missouri, Ohio, Oregon, Rhode Island, Texas, Utah, and Wyoming. In mid-1973, federal consumer class action legislation relative to deceptive or unfair trade practices was pending before the U.S. Congress. Moreover, an Administration measure establishes the right of private action in federal courts against the supplier for damages, costs, and reasonable attorney fees when the supplier has been successfully prosecuted by the Justice Department or the FTC for any of 11 prescribed deceptive and unfair practices.

In addition to the basic consumer protection laws mentioned, a number of States have passed legislation dealing with other practices that place the consumer at an unfair disadvantage relative to the seller.

Thirty-five States provide for a "cooling off period." Under these provisions, the consumer who has purchased a product from a door-to-door salesman may, if he follows certain procedures within a specified period of time, break the sales contract without incurring any liability or penalty. The release of a defendant accused of fraudulent or deceptive selling

³Alabama has an active consumer protection office established by Executive Order in the office of the Governor. A significant part of its activities derive from the Alabama Commercial Credit Act. Under the Consumer Protection Act of 1973, Tennessee has established a consumer complaint office within the Department of Agriculture.

⁴The Council of State Governments, *1970 Suggested State Legislation* (Lexington, Kentucky, 1969), pp. 141-52.

⁵Letter from Mr. Gale P. Gotschall, Counsel for Federal-State Cooperation, Federal Trade Commission, Washington, D. C., July 31, 1973.

on assurance of discontinuance of the questionable practice is authorized in several States. The once sacrosanct "holder in due course doctrine" has been modified in more than 20 States, including roughly a dozen that have taken these steps since 1970.

Several States have outlawed such practices as so-called pyramid sales schemes, mailing unsolicited credit cards, certain debt collection methods, and certain types of land sales unless specified pre-conditions are met. In addition, more States are legislating consumer protection in specific areas which seem to give rise to large numbers of complaints: auto repairs, television and appliance repairs, advertising methods, tenant-landlord relationships, mail order sales, and warranties and guarantees. California, Hawaii, Illinois, Michigan, and North Dakota have established small claims courts to deal more effectively with consumer problems.

Another important consumer protection device is consumer education and information programs, although it is true that in some instances consumer education is a response by a Legislature unable to agree on "tougher" consumer laws.

Approximately 75 percent of the States have indicated that they have education and information programs. These range from press releases and speakers to formal programs within the public school systems. Illinois and Hawaii require consumer education for graduation from high school. In a recent survey 25 States responded that they had a comprehensive, coordinated, statewide consumer education program.⁸ Enthusiasm for consumer education, of course, varies among state education departments and within school districts, but the Education Commission of the States concludes that "several States have evidenced an extraordinary commitment to consumer education through a variety of activities emanating primarily from the state education agency."

ADMINISTRATION

The Attorney General's office, by nature and by virtue of the fact that many

State Attorneys General have newly acquired special competence in handling consumer fraud problems, generally has been vested with the principal authority and responsibility for enforcing consumer protection laws, maintaining liaison with national enforcement officials, and working with other state and local enforcement officials and the bar associations.

The State and Local Programs Division, Office of Consumer Affairs of the federal government, reports that by late 1973 there were consumer offices in all 50 States. Twenty-nine States had two or more consumer offices with divided or coordinate responsibilities. The majority of consumer offices were within the Office of the Attorney General, the remainder were reported as within the Office of the Governor or various governmental agencies. Other state government departments that frequently have consumer responsibilities are agriculture, commerce, business regulation, and labor. Regardless of the office or department with primary responsibility in consumer protection, the Attorney General in almost all cases takes the lead in any litigation brought by the State. The table on page 434 lists the state consumer offices, not including city, county, or nongovernmental offices.

The problem of fragmented consumer protection efforts has been recognized and many States have taken steps to correct the situation. The major problem resulting from fragmentation of consumer responsibilities, at least from the consumer's viewpoint, is that the individual is not sure what department should be contacted in the event he or she has a complaint.

A variety of situations characterize the relationship between the consumer affairs office in the state capital and local consumer affairs offices. In States with large urban centers there often is a branch office in the large city. At the other extreme, perhaps a very informal relationship exists. The state office and the local police, consumer affairs office, or voluntary consumer protection organization simply endeavor to exchange pertinent information. Between these two extremes are numerous arrangements including formal, integrated communication net-

⁸Education Commission of the States, *Consumer Education in the States* (Denver, June 1973).

works, "hot lines," state training and information programs for local consumer offices, and state subsidies to district or county attorneys' offices.

Comparisons by State of consumer complaints probably would not be accurate because of different complaint reporting methods and fragmented reporting points. Nevertheless, one can assume that in large States with well-publicized consumer protection programs, the number of complaints is well into the thousands. In a recent year, New York State reported in excess of 36,000 consumer complaints.⁷

For the most part, consumer protection staffs of Attorneys General's offices are small, rarely more than two or three full-time lawyers. Exceptions are New York, which reports 26 full-time and seven part-time attorneys; Illinois, 14 full-time and 14 part-time attorneys; and California, 14 full-time lawyers.⁸ Among the larger consumer affairs staffs outside of Attorneys General's offices are those in California and Connecticut, which have about 600 and 125 employees, respectively.

CONCLUSION

The multiplicity of competing products; the tools and psychology used in building markets; the variety of packaging, weights, and measures; the imper-

sonalization of the marketplace; the lag in keeping laws abreast of social change; easy credit; and the everlasting tendency of some to seek advantage by deception and fraud leaves many consumers injured and many more confused. Some aspects of regulation in the consumer's interest are dominantly national in character because products are produced and advertised for the national market. However, most undesirable and deceptive sales practices occur locally, and States have recognized their responsibility to enact legislation to provide, coordinate, and administer, directly and through local officials, a program to protect consumers. States can be proving grounds for new ideas designed to maintain a desirable balance between the buyer and the seller.

Federal, state, and local officials, and units of government will no doubt increase their actions in relation to the well-being of individuals in their role as consumers. Certain action in relation to them is best suited to each level of government, and some, as consumer education, may involve all levels. No level of government is competent to deal appropriately with all consumer problems and interests.

Consumer problems—perhaps more than any other area of the public interest—demonstrate more clearly the desirability of States' initiating programs that extend, supplement, and complement national programs. Certainly, the opportunity for state officials to beneficially work together with officials of other levels of government is as great in the consumer field as in any field.

⁷National Association of Attorneys General, Committee on the Office of Attorney General and Consumer Protection Committee, *State Programs for Consumer Protection* (Raleigh, North Carolina, August 1972), p. 31.

⁸*Ibid.*, p. 25.

THE BOOK OF THE STATES
STATE CONSUMER AFFAIRS OFFICES*
 (As of July 1973)

<i>State</i>	<i>Office of Attorney General</i>	<i>Office of Governor</i>	<i>Department of Agriculture</i>	<i>Department of Consumer Affairs</i>	<i>Department of Commerce</i>	<i>Independent Consumer Councils</i>	<i>Other</i>
Alabama.....	★	★	...	...	...	...	...
Alaska.....	★	...	...	...	...	...	...
Arizona.....	★	...	...	...	...	...	...
Arkansas.....	★	...	...	...	...	...	...
California.....	★	...	...	★	...	...	...
Colorado.....	★	...	...	...	...	...	...
Connecticut.....	★	...	...	★	...	...	...
Delaware.....	★(a)	...	...	...	...	...	(b)
Florida.....	★	★	★	...	...	...	(c)
Georgia.....	★	...	...	...	...	...	(d)
Hawaii.....	...	★	...	...	...	...	...
Idaho.....	★	...	...	...	...	...	...
Illinois.....	★	...	...	...	...	...	...
Indiana.....	★	...	...	...	★	...	(e)
Iowa.....	★(a)	...	...	...	...	...	...
Kansas.....	★	...	...	...	...	...	...
Kentucky.....	★	...	...	...	...	...	...
Louisiana.....	★(a)	★	★	...	...	...	...
Maine.....	★	...	...	...	...	...	...
Maryland.....	★	...	...	...	...	...	...
Massachusetts.....	★	★	...	...	...	★	...
Michigan.....	★	...	...	...	...	★	...
Minnesota.....	★	...	...	...	★	...	...
Mississippi.....	★	...	★	...	...	...	...
Missouri.....	★	...	...	...	...	...	(f)
Montana.....	...	...	...	...	...	...	(g)
Nebraska.....	★	...	...	...	...	...	...
Nevada.....	★	...	...	...	★	...	...
New Hampshire.....	★	...	...	...	...	...	...
New Jersey.....	★	...	...	...	...	...	...
New Mexico.....	★	...	...	...	...	...	...
New York.....	★	★	...	...	...	...	...
North Carolina.....	★	...	...	...	...	...	...
North Dakota.....	★	...	...	...	...	...	(h)
Ohio.....	★	...	...	...	★	...	...
Oklahoma.....	★	...	...	★	...	...	...
Oregon.....	★	...	★	...	★	...	...
Pennsylvania.....	★(a)	...	★	...	...	...	...
Rhode Island.....	★	...	...	...	...	★	...
South Carolina.....	★	★	...	...	...	...	...
South Dakota.....	★	...	...	...	...	...	...
Tennessee.....	★	...	★	...	...	...	...
Texas.....	★	...	...	...	...	...	(i)
Utah.....	★	...	...	...	...	...	(g, i)
Vermont.....	★	...	...	...	...	...	...
Virginia.....	★	★	★	...	...	...	...
Washington.....	★	...	...	...	...	...	...
West Virginia.....	★	...	★	...	...	...	(j)
Wisconsin.....	★(a)	...	★	...	...	...	...
Wyoming.....	★	...	...	...	...	...	(k)

*Source: *Directory of State, County and City Government Consumer Offices*, State and Local Programs Division, Office of Consumer Affairs, Department of Health, Education, and Welfare.

(a) Department of Justice.

(b) Department of Community Affairs and Economic Development.

(c) State Attorney and Office of the Comptroller.

(d) Consumer Services Program.

(e) Department of Financial Institutions.

(f) Department of Business and Administration.

(g) Department of Business Regulation.

(h) State Laboratories Department.

(i) Office of Consumer Credit.

(j) Department of Labor.

(k) State Examiner.

THE NATIONAL GUARD

By BRIAN MCKIERNAN*

WITH THE UNITED STATES preparing for its 200th Anniversary, the concept of a civilian military force continues as a cornerstone of our Nation's defense posture. The National Guard, direct descendant of the colonial militia, is a significant part of the country's heritage. Its traditions are deeply rooted in United States history. From its beginning in 1636, when several Massachusetts Bay Colony settlements joined together for their common defense and created the first formally structured military force in the United States, until today the National Guard has continued the tradition of providing a trained citizen force, ready to meet any emergency need of community, state or Nation.

The National Guard is unique among the various military services. Perhaps its most distinctive feature is its dual status as both a federal and a state military force. No other federally recognized military organization has a state mission to augment civil authorities during disasters and disturbances that exceed capabilities of civilian agencies. As such, the Army and Air National Guard are immediately available to State Governors, except during periods when called upon for federal service.

The National Guard's primary mission is to be the immediate backup force for the U.S. Army and Air Force. It is earmarked by the Department of Defense to provide the initial, rapid-reaction augmentation of the Army and Air Force in any situation requiring expansion of the active military force. This dual federal-state role enables a single body of men, with a single outlay of money for manpower, training, equipment, facilities, and administration, to perform its two vital

tasks—national defense and support to civil authorities.

From a cost standpoint, less than 3 percent of the total defense budget for fiscal year 1974 was spent in support of the Army and Air National Guard. Yet, with this appropriation, nearly 500,000 Guardsmen were maintained as a specialized, professional force capable of responding to federal and state missions.

With the end of the war in Southeast Asia and the reduction in the strengths of the active military forces of the United States, National Guard organizations have been given more important missions. Most of its units are available for early deployment in the event of a major conflict. Certain Air National Guard elements are scheduled for deployment within a matter of hours.

In effect, the National Guard in many instances has advanced from a training mission to a participating role. Frequently, Army National Guard units engage in integrated training exercises in the United States and overseas with elements of the active Army. The Air National Guard flies missions for the active Air Force and provides aircraft refueling for U.S. Air Force units in Europe. Both Army and Air National Guard units carry out active missions on a continuing basis under control of the North American Air Defense Command.

Two recent developments in defense policy have had significant influence on the modern National Guard. They are:

- The "Total Force Concept," which places increased reliance on the National Guard and reserves for national defense requirements. The concept, while not entirely new, views active, National Guard and reserve forces as a single, integrated military force.

- The elimination of the military draft and efforts to establish an all-volunteer military force.

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TOTAL FORCE CONCEPT

The Total Force Concept, as first outlined in 1970 by then-Secretary of Defense Melvin R. Laird, reaffirmed the importance of the National Guard's federal mission in defense planning. The concept does more than just place additional responsibilities on the National Guard; it is a policy that emphasizes the need for a strong reserve force to maintain the security of the Nation. Along with requiring higher operational readiness levels for the National Guard and other reserves, the Department of Defense is providing greater support to the National Guard in terms of funding, equipment, and training assistance.

The stepped-up effort by the Defense Department, particularly in allocation of equipment, has been beneficial to state governments. National Guard units are rapidly becoming better equipped to accomplish their state mission of military support to civil authorities, as well as their federal mission.

Throughout its history, the National Guard has participated in all U.S. conflicts, from the early colonial campaigns to the Vietnam War. However, the decision to rely heavily on the draft rather than the Guard and reserves in the expansion of U.S. forces in Southeast Asia jeopardized the basic premise of a reserve backup force. The Defense Department's support of a Total Force Concept reversed that policy. In any future mobilizations, Guard and reserve units will be called first. However, Total Force goes beyond that. It gives greater emphasis to the role of the citizen soldier. It has altered defense planning. Larger quantities of valuable resources are being directed into the reserve components.

To illustrate recent developments, appropriations for the Army and Air National Guard in fiscal year 1969, the year before Total Force was introduced, stood at \$997.3 million. Since that time, funding has grown to \$1.7 billion in fiscal year 1973, with a further increase to \$1.96 billion planned for fiscal year 1974.

Equipment obsolescence and shortages have been major problems in the Army and Air National Guard for many years,

intensified by heavy equipment withdrawals for Southeast Asia. Under Total Force, accompanied by the lessening of involvement in Southeast Asia, the National Guard has experienced an equipment "fallout" that enables it, for the first time, to conduct truly effective training. Thus, its units will attain higher levels of combat readiness.

Modern equipment is being assigned to the National Guard in larger quantities. In fiscal year 1969, for example, the Army Guard received \$103 million in modern equipment to replace some of its aging stocks. Modernization expenditures peaked in fiscal year 1972 at \$850 million and exceeded \$500 million in fiscal year 1973. A similar trend exists in the Air National Guard. Entering fiscal year 1974, the Army and Air National Guard held federally issued equipment valued at over \$6.5 billion.

ALL-VOLUNTEER FORCE

Throughout the Guard's history, it has prided itself on being a wholly voluntary military force. However, since the use of the draft by the active forces, the National Guard has been regarded as an alternative to active service. With draft pressures influencing enlistments in the National Guard, most units maintained waiting lists to provide a steady supply of manpower.

The induction provision of the Selective Service Act expired on June 30, 1973, and the enlistment of personnel for both active and reserve military forces became wholly voluntary.

Without the inducement of the military draft to provide an input of personnel into the National Guard, grave manpower problems were forecast. Aggressive and concentrated recruiting programs are being carried out in the States. The Army National Guard, after losing 25,000 men between January and June 1973, recovered in the early months of fiscal year 1974 as the intensified recruiting programs took hold. By September 30, 1973, the Army Guard was only 11,700 men, or 3 percent, below its prescribed 40,000 level. The Air National Guard began fiscal year 1974 with a 2,757 over-strength figure.

New emphasis has been placed on recruiting minorities and women into the National Guard. At the outset of fiscal year 1972, there were 5,600 black Guardsmen in the Army and Air National Guard. By the close of fiscal year 1973, this figure grew to more than 15,000 and continues on the rise. Likewise, women have found a place in the Guard. In addition to an intensified recruiting program, the National Guard has opened several thousand non-combat assignments to women and expanded advancement opportunities. Before fiscal year 1972, some 589 women were in the National Guard. The end strength for fiscal year 1973 climbed to more than 1,500 women.

SERVICE TO THE STATES

During the late 1960s, National Guard organizations in many States were heavily involved in support of civil authorities in controlling civil disturbances. More recently, Guard units have been involved with greater frequency in emergency services in the States—flood control and assistance in other natural disasters.

In fiscal year 1973, 8,321 Guardsmen were alerted for civil disturbances in 11 callups, as compared to fiscal year 1970, when civil disorders led to 92 callups requiring more than 60,000 men.

The Oklahoma State Prison riots in July 1973, one of the worst prison uprisings in the Nation's history with more than 80 percent of the facility destroyed, resulted in almost 1,000 Oklahoma Army and Air National Guardsmen being placed on state duty.

During calendar year 1972, 34,142 National Guardsmen were called to provide support to civil authorities in the States, involving 111 separate callups in 33 States. Of these, 71 were prompted by natural disasters, 15 by civil disturbances or the threat of such disorders, and the remaining 25 by a miscellaneous assortment of occurrences such as airplane crashes, search and rescue operations, and community health protection. The wide-scale flooding that resulted after tropical storm Agnes in June 1972 brought almost 12,000 Guardsmen to state duty along the entire eastern region of the country. Every available piece of equipment was used to

support local search and rescue operations during the disaster and for clean-up efforts afterwards. Other Guardsmen in other States also responded to their local communities as tornadoes, ice storms, and the 1973 Mississippi Valley floods left hundreds stranded and without homes.

Another important local community service supported by virtually every Guard unit is domestic action projects. Traffic safety, youth activities, ecology, and other worthwhile endeavors in the community receive active participation by National Guardsmen and their units.

ARMY NATIONAL GUARD

The Army National Guard is the oldest military force in the United States. The 385,000 officers and men, serving in the 3,261 units across the country, are assigned primarily to combat-type organizations. The principal elements are eight combat divisions (five infantry, one mechanized and two armored), 18 separate brigades (one airborne, one armored, four mechanized, and 12 infantry), four armored cavalry regiments, 133 separate combat battalions, and 23 separate combat support battalions.

The Army Guard's fastest-growing mission area is aviation. Its pre-Vietnam fleet of more than 900 fixed-wing aircraft and helicopters is being rapidly expanded and modernized by conversion to the latest models and has grown to a 1973 figure of 1,785 aircraft, with more than 3,800 Guard aviators. By fiscal year 1975, it is anticipated the figure will surpass 2,300 aircraft and 4,000 aviators. This rapid expansion is a direct result of transferring forces from the active Army to the Army National Guard as equipment and troop reductions continue.

Because of these reductions in the active military forces, the Army National Guard is required to maintain higher levels of combat readiness, with its units immediately deployable for the national defense. Many Guard units man Nike-Hercules missiles sites on a full-time basis as part of the air defense system.

AIR NATIONAL GUARD

The Air National Guard has been undergoing a rapid conversion to newer

aircraft and, in some cases, to new missions. All Air Guard units are affiliated, by mission, with the U.S. Air Force in general, and with Tactical Air Command, Aerospace Defense Command, Military Airlift Command, Air Force Communications Service, Air Force Logistics Command, Pacific Air Force, or the Alaskan Air Command in particular.

Missions of long standing are tactical fighters, tactical reconnaissance, air defense fighter-interceptors, air-to-air refueling, airlift, special operations, tactical electronic warfare, tactical air support (forward air control), and flying training groups. Its fleet of 1,843 aircraft includes 27 different types, the majority of which are jet fighters.

Like the Army Guard, the 90,371 officers and men of the Air National Guard, serving in the 1,041 federally recognized units across the country, play an active role in national defense missions. Air Guard units conduct the runway alert program where aircraft and crews are on alert around the clock, 365 days a year, to provide fighter interceptor support to the air defense system. Also, Air Guard

units rotate to Europe on a regular schedule to provide refueling support for active Air Force flying missions.

TODAY AND TOMORROW

The National Guard, currently, is at the highest level of mobilization readiness ever achieved by a civilian component. In this state of readiness, it has assumed added responsibilities in national defense which result from curtailment of the strength of the active military forces. Army and Air National Guard units today are prepared to respond to calls for rapid mobilization.

The major challenge confronting the National Guard and other reserves is the recruitment of manpower in a period when the draft is no longer available and both the active and reserve forces are compelled to maintain their authorized strength on a purely voluntary basis.

For more than 300 years the National Guard has served State and Nation. Its proud heritage will continue, as in the past, with a group of trained, motivated citizens prepared to answer the call of their community, State or Nation.

5

Planning, Housing and Development

STATE PLANNING

By H. MILTON PATTON*

STATE PLANNING has become an institutionalized process within state governments during the past decade. The process varies considerably among States according to their unique requirements. In most States, planning is a staff function closely related to the Governor's office. Nevertheless, in recent years, state planning has included a variety of management responsibilities relating to program departments, intergovernmental relations, and program development. With increasing interest in energy, growth policy, and land use planning, closer working relationships have been developed between Legislatures and state planning agencies.

The following table indicates the or-

ganizational location of state planning agencies. While nearly all are within an agency directly responsible to the Governor, there is some variation in agency orientation.

Location in departments of economic development, the historic location for state planning in the 1950s, has decreased substantially. There have been a number of mergers of planning and budget agencies since 1968. Objectives of the mergers have been to introduce a planning perspective into the budget process and to enhance the management and implementation capabilities of planning. With an increasing interest in the impact of state policies on community development, planning has become the focus for interrelating a variety of state programs in sub-state areas. In one State, this has resulted in establishment of three counterpart planning staffs—(1) budget and

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ORGANIZATIONAL LOCATION OF STATE PLANNING AGENCIES

<i>Dept. of Budget or Administration</i>	<i>Dept. of Planning & Community Affs.</i>	<i>Dept. of Planning & Eco. Development</i>	<i>Office of the Governor</i>	
Connecticut	Arkansas	Arizona	Alabama	Nebraska
Florida	Idaho	Colorado	Alaska	New Hampshire
Georgia	Missouri	Indiana	California	New Mexico
Massachusetts	Nevada	Kansas	Delaware	New York
Michigan	New Jersey	Montana	Hawaii	Oregon
North Carolina	Ohio	Wyoming	Illinois	Pennsylvania
North Dakota	Oklahoma		Iowa	South Dakota
Rhode Island	Virginia		Kentucky	Tennessee
South Carolina			Louisiana	Texas
Washington			Maine	Utah
Wisconsin			Maryland	Vermont
			Minnesota	West Virginia
			Mississippi	Puerto Rico

management, (2) community development, and (3) Governor's policy staff.

The specific activities included within the state planning function vary in emphasis among the States, but may be grouped in the following four categories:

(1) Executive Policy—issue development, management and coordination, legislative program, budget policy, and federal-state relations.

(2) Functional Planning—natural resources, human resources, transportation, education, and general government.

(3) Program Development—interfunctional and intergovernmental programs.

(4) Community Development—state-local program coordination, community services, capital investment, location, and planning assistance.

EXECUTIVE POLICY

Policy and coordinative planning relates directly to the executive management function and the office of the Governor. It provides the unifying force which ties functional programs together and coordinates program development efforts.

The general trends in state executive policy planning and organization are to (1) reorganize planning, budgeting, and management; (2) develop functional departmental planning capabilities; (3) create staff capability in the Governor's office for program development; (4) develop mechanisms to identify unique requirements within sub-state and local areas relating to state programs; and (5) develop the staff and organizational capabilities of the Governor's office to deal with comprehensive state development policies.

In many States, the state planning agency provides staff for federal-state relations. It develops and maintains liaison with the various federal agencies and coordinates state efforts in behalf of the Governor's office in new program development areas. Often the state planning agency serves as the lead agency in the A-95 clearinghouse process and in environmental impact review.

FUNCTIONAL PLANNING

State planning agencies have encouraged and supported the development of planning capabilities within various state

departments and agencies. Frequently there are a number of separate departments within each functional area. Often these various programs and agencies have been grouped into natural resources, human resources, transportation, education, and general government.

In order to carry out an effective functional planning program for each area, a number of specific activities have been undertaken. Among these are: (1) identification of functional needs, problems, and opportunities; (2) analysis of existing and future resources; (3) identification and recommendation of functional goals, objectives, and policies; and (4) preparation of integrated functional plans and programs including establishment of priorities and the allocation of resources among them, management and organizational arrangements, work programs, and identification of needed budget and legislative authority.

In recent years substantial administrative reorganization has occurred in nearly one half the States. This has enhanced functional planning and management activities and permitted improved policy direction. The guiding principles of state reorganizations during this time have been: (1) grouping of agencies into broad functional areas, (2) establishment of relatively few departments to enhance span of control and to pinpoint responsibility to the Chief Executive and Legislature, (3) delineating single lines of authority to the top, and (4) administration of departments by single heads.

Another tool for functional planning has been the administration of various federal-state programs with multiagency implications. Many state planning agencies administer comprehensive health planning, law enforcement assistance regional transportation planning, manpower planning, economic development, and outdoor recreation funds. In all cases, these programs require functional program development of objectives and interdepartmental cooperation.

In some States the state planning agency provides staff for functional cabinet groups and input into the budget process at its earliest stages to establish functional program objectives.

PROGRAM DEVELOPMENT

State planning agencies have undertaken a variety of program development activities. Program development supports both the Governor's office and the functional program agencies. For the most part the program development activities of state planning agencies relate to interfunctional or intergovernmental programs.

Recent program development issues have included state land use planning, growth policy, and energy and resource conservation.

Land Use Planning—Throughout its evolution, state planning has moved away from the traditional "land use" orientation of the urban planning process and toward its current focus upon policies, programs, and coordination of government action. However, the recent surge of concern for environmental issues, state growth policy, and the preservation of land resources, coupled with the pressures of growth and rapid development, have placed major new program responsibilities on state planning agencies.

In most States, the state planning agency has become the lead agency in the development of state land use programs. States such as Vermont, Florida, and Maine have developed comprehensive state land use programs involving other state agencies, local governments, and citizen participation processes. In other States, such as California, Washington, and Delaware, more limited coastal zone management programs have been developed. In most States, active program development is under way in the area of land use which may be expected to lead to the establishment of new state land use management programs.

The processes of land management include (1) the designation of areas of critical state concern, (2) the evaluation of developments of regional impact, (3) the establishment of an effective process for citizen participation, and (4) the redefinition of state and local government responsibilities in land use planning and regulation.

Pending national legislation promises to provide new financial support for the

continuing evolution of a state land use planning process.

Growth Policy—More than one half of the States have instituted programs dealing with development goals and "futures." Often commissions composed of a cross section of the State's citizenry are formed to provide assessments of future opportunities and need for state action. State planning agencies have provided staff and leadership for many of these efforts.

In the "Utah Process," the State is attempting to identify major economic changes which may occur during the next 10 years, assess the probable impacts, and outline five of the most probable futures for the State that follow from these changes. Washington developed a similar process which resulted in a series of interrelated bond issues to provide revenue for a comprehensive capital investment program. Fifteen Southern States are in the early stages of establishing a Southern Growth Policies Board. The purpose of the organization is to determine alternatives for growth in that region to forestall undesired development patterns in coming decades.

The Commission on Minnesota's Future, established in 1973, is charged with preparing for the Governor and the Legislature a proposed state growth and development strategy and to assess the possible impact on state growth and development of the long-range plans of state departments and agencies. The state planning agency has been assigned the responsibility for providing the professional staff support to the commission.

Energy and Resource Conservation—State planning agencies moved rapidly to develop state responses in the conservation of energy. In large part, they provided staff assistance to Governors' offices in coordinating a state policy. Typically, they undertook program development responsibilities to deal with specific issues such as: (1) the existing patterns for distribution of electric power and fuels within the State, (2) how state government can best assign responsibility for making energy decisions, (3) how state growth patterns will affect energy demands, (4) federal developments and leg-

islation related to state involvement, and (5) use of fuels for agricultural production.

COMMUNITY DEVELOPMENT

State planning agencies traditionally have provided planning assistance to local governments. In recent years, the range of state-local responsibilities has expanded considerably. With the advent of comprehensive programs such as growth policy and land use management, there has been a growing recognition of the need for focusing a broad range of state programs which impact upon sub-state and local community development.

Some States have developed new offices of community development to include not only local planning assistance but also economic development, human resources programs, and various capital facilities in-

vestments. The objectives of these concentrated programs are to coordinate the broad-ranging community development programs of state government with local governments. They establish liaison with local communities and they reflect equal concern for social and physical development programs. Some are demonstrating ways to relate individual local budgets and programs with state budget activities. Early experience in this effort was gained in those States which had model cities programs.

A long-standing effort of state planning agencies has been to encourage sub-state district or regional planning programs. These efforts not only bring together fragmented local government efforts but also provide a focus for decentralization of many state operational programs and an analysis of the impact of state services.

STATE HOUSING DEVELOPMENT

By RICHARD W. LINCOLN*

ACCORDING to a study published in late 1973 by the Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University, one in every five American families lives in inadequate housing or spends an excessive amount for rent. While earlier studies by Congress and others had placed the figure at 6 to 8 million households, the M.I.T.-Harvard study shows that the number actually exceeds 13 million families in what they call the "housing deprived" category.¹ Whether one accepts the higher or lower estimate, the point remains the same: many millions of Americans pay too much for too little housing.

GOVERNMENT RESPONSE

While individual citizens and governments at all levels have recognized housing as a problem for many years, governmental responses to the problem have varied. Essentially, however, governmental action has been of three types: (1) regulation, (2) removing market impediments, and (3) directly providing decent housing. Regulation, an essentially "negative" sanction, dates to the passage of local laws regulating the health and safety of New York City tenements in the 1860s. From these early laws grew a plethora of zoning and subdivision ordinances, housing and building codes, and the like. While most of these regulations were authorized by state enabling statutes, they were essentially local laws, written for and enforced by the local unit of government. A more recent phenomenon, however, has been the national concern for environmental "quality." This

has stimulated a number of attempts at the state level to regulate certain types of local activities. For example, 22 States now exercise some general land use controls, and 14 regulate specific uses, such as floodplains, wetlands, shorelands, etc. (see Table 2). In addition, 15 States have established a statewide building code.

Governmental attempts to remove market impediments have tended to focus primarily on federal efforts to stimulate the private mortgage market. This has taken the form of secondary mortgage activities, wherein various federal agencies purchase mortgages made by private, conventional lending institutions, and thereby make funds available for additional mortgage loans to individuals and developers. Other market techniques have been federal mortgage insurance, through the Federal Housing Administration (FHA), the Veterans Administration (VA), and the Farmers Home Administration (FmHA). Finally, there have been various attempts to stimulate advances in building technology, most notably "Operation Breakthrough," a recent attempt by the Department of Housing and Urban Development (HUD) to encourage industrialized, or factory-built housing, and to achieve economies of scale through market aggregation. While this effort has not seemed to greatly reduce overall housing costs, some 27 States have passed legislation relating to the inspection of manufactured housing, and 38 States regulate the mobile home industry (see Table 2).

The final, most expensive, most visible, and most controversial type of governmental activity has been the direct provision of decent, safe, and sanitary housing for lower-income families. During the Depression the federal government recognized the need to both stimulate the lagging construction industry and to produce new housing for low-income families. Thus the public housing program

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¹David Birch et al., *America's Housing Needs: 1970-1980* (Cambridge, Mass.: Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard Univ., December 1973).

was created in 1937. Under it, the federal government paid the costs of constructing the housing, the local government waived local property taxes, and the tenants were expected to pay the cost of operation (utilities, maintenance, etc.). The occupants of public housing have, by law, been of the very lowest income, often receiving public assistance, and as the cost of operating the projects has risen in recent years, tenant incomes have not kept pace. Congress has therefore been forced to provide additional operating subsidies, which have added both to the cost and the controversy surrounding public housing.

A second major form of federal financial assistance for housing production comes in the form of a partial interest subsidy on a project mortgage. Created as part of the Housing and Urban Development Act of 1968, this program provides financial assistance for both single-family homeownership (Section 235) and multi-family rental (Section 236) housing units. Under the program, a private nonprofit or limited profit corporation builds housing units to federal standards. HUD guarantees a subsidy on the interest rate on the mortgage, which is typically obtained from a private lender. This subsidy, over the 30- or 40-year life of the mortgage, can reduce the effective interest rate to as low as 1 percent, provided the housing is sold or rented to tenants of low to moderate income, who then pay the mortgage principal, the reduced interest, and full property taxes. While the 235-236 program generally has not been able to reach families with the lowest incomes, as public housing has, it nonetheless has been more popular on the whole than public housing because the occupants typically are employed and pay full property taxes, and the projects have tended to avoid massive concentrations of the poor in huge, isolated high-rise complexes.

This and other programs of housing assistance have not been without their severe problems. Declaring federal housing and community development assistance programs to be wasteful, inefficient, and inequitable, former HUD Secretary George Romney declared a "moratorium" on all new construction commitments in

January 1973, pending the outcome of an analysis of the federal programs. That study, completed in September 1973,² recommended that the present policy of increasing the housing supply gradually be replaced with a program of housing allowances in the form of cash assistance to low-income families to seek decent housing in the private market—a "demand" strategy. As Congress debates the President's proposal, along with other suggestions for significant changes in the present "supply" programs, both the National Governors' Conference and the National Legislative Conference have called for continued federal financial assistance for the production and rehabilitation of housing, with increased flexibility and responsibility to the States for the administration of housing subsidy funds.³

THE STATES AND HOUSING DEVELOPMENT

What have the States done to directly stimulate increased housing opportunities for their citizens? The rest of this chapter will attempt to look at these questions, particularly as they may provide some guide to anticipating future directions for the States. One thought, however, should be borne in mind—while the precise form of federal financial assistance remains to be resolved between Congress and the Administration, it generally is believed that there will continue to be programs and funds aimed at increasing and improving our Nation's housing supply.

While some of the more historical functions of the States, particularly their regulatory activities, have been outlined above, probably the most dramatic single event at the state level has been the emergence in the past 5-8 years of state agencies concerned directly with the financing and production of housing for low- and moderate-income persons. Although

²U.S. Department of Housing and Urban Development, *Housing in the Seventies* (Washington, D.C.: Government Printing Office, October 1973).

³National Governors' Conference, "National Governors' Conference: Policy Positions 1973-1974," p. 68 (June 1973), and National Legislative Conference, "Intergovernmental Relations Committee: Policy Positions and Final Report," August 1973, p. 6.

many States have branches of their executive departments concerned with housing, the most recent burst of activity commenced with, and was stimulated by, the passage of the Housing and Urban Development Act of 1968, which provided through Sections 235 and 236 the opportunity to directly finance new housing for occupancy by low- and middle-income tenants. As of 1960, only New York had a state housing finance and development agency (HFA). Beginning in the late 1960s, an additional 29 States established housing finance agencies, and New York added the Urban Development Corporation. Many other States are considering legislation to authorize creation of a state-level finance agency (see Table 1).

The HFA's are generally state authorities or quasi-public corporations, created by enabling legislation, which stand to some extent independent of the state executive departments. The core of their operations is mortgage lending for the construction of privately owned and operated housing developments, financed by the issuance of tax-exempt bonds or notes. The largest share of these developments have been assisted by the federal Section 236 interest reduction subsidy program.

Typically, the HFA's invite development proposals from prospective private nonprofit or limited dividend developers, evaluate these proposals, and agree to finance a limited number of the proposed developments. This is normally preceded by an "annual arrangement," executed between the HFA and HUD, which allocates to the state agency a specific number of Section 236 units (and subsidy funds) for their use. Following approval of a particular development (more correctly, a series of developments), the agency normally sells short-term, tax-exempt notes, which are then used to finance the construction of the project. These will be followed by longer term, tax-exempt bonds to provide permanent financing for the full term of the mortgage. Throughout this process, the state agency's central role is that of a mortgage lender, but with additional concerns relating to the quality of the project, as is appropriate to their position as a public

agency. The HFA's must, in other words, balance the social interests of the housing assistance programs with the necessity to insure the financial security and solvency of their bonds.

In the selection and monitoring process, many HFA's assume tasks which are normally associated with the developer as well as with the mortgage lender. For example, most of the HFA's play an important role in reviewing or recommending sites, while a smaller number are actually involved directly in site selection and acquisition. HFA's often play a review role in the selection of architects and builders, and again a few agencies actually conduct the selection process themselves. Within the statutory and administrative constraints imposed by the federal programs, most HFA's are involved in determining the distribution of units both as to size and as to income mix, and in selecting non-housing ancillary facilities. For example, several States (among them Illinois, Michigan, and Massachusetts) require that a certain percentage of their assisted units be made available to very low-income families, and that some units be rented at an unassisted "market" rental, with the remaining units available to moderate-income families. As indicated earlier, the primary source of funds for the state housing agencies is provided through the issuance of agency bonds (or, in the case of interim or construction financing, short-term notes). These bonds are backed primarily by the revenues generated from the housing projects which they finance, i.e., the tenant's rent. Most of the agencies carry an additional proviso which has come to be known as the "moral obligation" of the State. Under this provision, contained in all but seven of the state enabling acts, the state agencies are required by statute to set aside an amount sufficient to pay the debt service coming due on outstanding bonds the following year. If in any given year the agency is unable to meet these payments from the project revenues, the Legislature agrees to appropriate or the Governor agrees to request an appropriation in the next state budget for an amount sufficient to pay the outstanding debt service for that year. While this

moral obligation does not constitute a legal commitment on the part of the State, it has resulted in the HFA's being able to market its bonds at an interest rate just one or two tenths of a percentage point above the state general obligation bond rate, and considerably below the corresponding rate for "pure" revenue bonds. It is worth noting that as of early 1974 no State has been forced to go back to the Governor and Legislature to call upon these "moral obligation" assurances. It is also worth noting that the seven States which are authorized to issue revenue bonds, but which lack the moral obligation of the State, have been forced to limit their lending operations to mortgages which are FHA insured.

Since the funds available from the issuance of bonds are exempt from federal taxation, the agencies normally pay considerably less than conventional lending institutions charge for their loans (5.5 to 6 percent v. 8 to 9 percent). Since most of the agencies are designed to be self-supporting, they typically add a small financing fee, and then re-lend the bond proceeds to the developer. The interest saving is ultimately passed on to the low-income tenant through higher loan to value ratios, additional direct interest subsidy, and longer mortgage terms. This assistance, coupled with federal subsidies, enables the state agencies to serve a large number of lower income people.

In addition to the "conventional" finance activities of the 30 States, many of the agencies have been given a broad range of additional authorities with which to stimulate increased housing production. For example, nearly all of the HFA's are empowered to survey and evaluate statewide housing deficiencies and develop programs to correct those deficiencies, and to directly administer federal housing subsidy programs. Over one half of the agencies are authorized, under certain circumstances, to acquire land by purchase or eminent domain. Of these, nine are authorized to function as a public housing authority, generally in areas of the State where a local public agency does not exist or where one has been created but is largely inactive. In addition, 11 States are authorized, subject to the avail-

ability of state funds, to provide a full or partial tax abatement to projects developed under their auspices, and 11 States possess authority to provide their own mortgage insurance or to enter into co-insurance arrangements with either private or federal insurers. Finally, fully two thirds of the State HFA's are authorized to function as a secondary mortgage market. Under this program, the state agencies purchase federally insured mortgages from local banks, which in turn use the state funds to make additional mortgage loans under terms and conditions prescribed by the state agency. The program has met, however, with only limited success in the several States where it has been utilized to any degree.

AN IMPRESSIVE RECORD

Given the newness of the state programs and the relatively limited resources available to state agencies, they have achieved fairly impressive records in their few years of existence. Dating from the beginning of the housing finance agency "movement," the State HFA's have accounted for more than 250,000 housing units either built and occupied or presently under development. As of early 1974 only about one half of the 30 state agencies in existence are fully operational, although many of the additional new agencies are in the process of hiring staffs and implementing "shallow" subsidy programs during the interim period of congressional review and enactment of new federal subsidy programs.

In addition to simply producing an impressive number of housing units, the state housing agencies have been able to improve upon and expedite the federal subsidy programs in several ways where they have been utilized. For example, bureaucratic red tape has been significantly reduced by the state agencies, enabling them to process and deliver a project application in from 12-16 months compared with an average of 34 months for a similar project which must go through the federal administrative machinery. In addition, through closer monitoring of the projects and more detailed economic feasibility analyses, the state agencies have been able to achieve

a foreclosure and default record far below that of the conventional federal programs. Also, the States have been able to use the administrative flexibility contained in the "annual arrangement" to adjust rents and provide a greater economic mix in their project, as well as to utilize some of their other funds to provide certain types of social amenities, such as recreation and community centers and, in a very few cases, swimming pools.

While the state housing programs can hardly be seen as a panacea for all of the millions of Americans who are seeking decent shelter (it has been argued, for example, that the state agencies do not reach the very lowest-income families, particularly in rural areas and in urban centers of our central cities, that they have been unnecessarily conservative in their investment decisions in an effort to protect the interests of their bond-holders,

and that the use of the tax exempt financing mechanism represents a "back door" federal subsidy), it is certain that the States, and specifically state housing finance and development agencies, have become a major and significant force in the effort to define and implement a national housing policy. In the words of the Speaker of the Michigan House of Representatives:

State housing agencies, working from an overall state plan which encompasses an overview of the condition of housing, concentrations of the poor, places of job development, neighborhood deterioration, new community development and environmental concerns can uniquely locate housing and community facilities where job availability, housing demand and other factors create a need for low and moderate income housing.⁴

⁴Speaker William A. Ryan in testimony to the Committee on Banking and Currency of the U.S. House of Representatives, October 25, 1973.

TABLE 1
HOUSING FINANCE AND DEVELOPMENT AGENCIES

State	Year agency estab- lished	Agency	Programs		Administrative capabilities			Development activity		Lending activity			Financial activity		
			Adminis- ter federal subsidized housing program	Public housing authority	Evaluate statewide housing needs	Evaluate housing proposals	Provide technical assistance to devel- opers	Acquire land	Construct or reha- bilitate housing	Seed money	Construc- tion loans	Mort- gage loans	Mort- gage insurance	Tax abate- ment	Purchase existing mortgages
Alaska.....	1971	Alaska Housing Finance Agency	(a)	★	(a)	★	★	...	...	(a)	★	★	...	...	★
Colorado.....	1973	Colorado Housing Finance Authority	(a)	...	...	(a)	(a)	...	...	...	(a)	(a)	...	...	(a)
Connecticut....	1969	Connecticut Housing Finance Authority	★	...	☆	(a)	(a)	...	...	☆	(a)	★	★	...	★
Delaware.....	1968	Delaware State Housing Authority	★	(a)	★	★	★	(a)	(a)	★	★	(a)	(a)	...	...
Georgia.....	1972	Georgia Development Authority for Housing Finance	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)	(b)
Hawaii.....	1970	Hawaii Housing Authority	★	★	(a)	★	★	★	★	★	★	(a)	(a)	(a)	(a)
Idaho.....	1972	Idaho State Housing Agency	(a)	(a)	(a)	(a)	(a)	★	(a)	(a)	(a)	(a)	(a)	...	(a)
Illinois.....	1967	Illinois Housing Development Authority	★	...	★	★	★	★	(a)	★	★	★	...	...	(a)
Kentucky.....	1972	Kentucky Housing Finance Agency	(a)	...	...	...	(a)	(a)	...	(a)	(a)	(a)	...	...	(a)
Louisiana.....	1972	Louisiana Development Authority for Housing Finance	(a)	...	...	...	(a)	...	...	...	(a)	(a)	...	...	(a)
Maine.....	1969	Maine State Housing Authority	★	(a)	★	★	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	★
Maryland.....	1970	Maryland Community Development Administration	(a)	...	★	★	★	(a)	(a)	(a)	(a)	(a)	(a)	★	...
Massachusetts..	1966	Massachusetts Housing Finance Agency	★	...	★	★	★	...	...	...	★	★	...	...	...
Michigan.....	1966	Michigan State Housing Development Authority	★	...	★	★	★	(a)	(a)	★	★	★	...	(a)	...
Minnesota.....	1971	Minnesota Housing Finance Agency	(a)	...	★	(a)	★	...	...	(a)	(a)	(a)	...	(a)	...
Missouri.....	1969	Missouri Housing Development Commission	★	...	★	★	★	(a)	...	(a)	★	★	(a)	...	...
New Jersey.....	1967	New Jersey Housing Finance Agency	★	...	★	★	★	(a)	(a)	★	★	★	...	(a)	(a)
New York.....	1935	New York State Dept. of Housing and Community Relations	...	...	★	★	★	...	★	★	☆	☆	...	★	...
	1960	New York State Housing Finance Agency	...	...	★	★	...	...	...	...	★	...	...	★	...
	1968	New York State Urban Development Corporation	★	...	★	★	★	★	★	★	★	...	...	★	...

North Carolina..	1969	North Carolina Housing Corporation	...	...	★	...	★	...	...	★	(a)	...	...	...	(a)
Ohio.....	1970	Ohio Housing Development Board	(a)	...	★	(a)	★	★	...	★	...	(a)	(a)	...	...
Oregon.....	1971	Oregon Housing Development	(a)	...	★	(a)	★	...	...	★	...	...	(a)	...	(a)
Pennsylvania...	1972	Pennsylvania Housing Finance Agency	(a)	...	(a)	★	★	...	...	★	(a)	(a)	...	...	(a)
Rhode Island...	1973	Rhode Island Housing Mortgage Finance Corporation	(a)	...	(a)	(a)	(a)	...	...	☆	(a)	(a)	...	★	...
South Carolina..	1971	South Carolina State Housing Authority	...	★	★	★	★	(a)	(a)	(a)	(a)	(a)	...	★	...
South Dakota...	1973	South Dakota Housing Development Authority	(a)	(a)	(a)	(a)	(a)	(a)	(a)	...	(a)	(a)	(a)	...	(a)
Tennessee.....	1973	Tennessee Housing Development Agency	(a)	...	(a)	(a)	(a)	...	...	(a)	(a)	(a)	...	...	(a)
Vermont.....	1968	Vermont Home Mortgage Credit Agency	...	(a)	...	...	...	...	...	...	...	...	...	...	(a)
Virginia.....	1972	Virginia Housing Development Authority	(a)	...	(a)	(a)	(a)	(a)	...	(a)	(a)	(a)	(a)	...	(a)
West Virginia...	1968	West Virginia Housing Development Fund	★	(a)	★	★	★	(a)	(a)	(a)	★	(a)	...	...	(a)
Wisconsin.....	1972	Wisconsin Housing Finance Authority	(a)	...	(a)	(a)	(a)	(a)	...	(a)	(a)	(a)	...	...	(a)

*Source: Department of Housing and Urban Development, *Housing in the Seventies*, October 1973.

★ Agency presently performing function.

☆ Performed by related state agency.

(a) Statutory authorization not implemented.

(b) Not operational; additional legislation pending to broaden powers of agency.

TABLE 2
HOUSING AND RELATED ACTIVITIES
OF THE STATES*

<i>State</i>	<i>Dept. of Community Affairs Housing Finance & Development Agcy.</i>	<i>Bonds outstanding</i>	<i>Consider bonding</i>	<i>Housing Development Agcy.</i>	<i>Acquire land</i>	<i>Statewide building act</i>	<i>Manufactured building act</i>	<i>Mobile home building act</i>	<i>Occupancy act</i>	<i>Land use controls—general</i>	<i>Land use controls—special</i>	<i>Environmental controls</i>	<i>Impact statement required</i>	<i>Planning</i>	<i>Development</i>	<i>Environmental control</i>	<i>Watershed</i>	<i>Relief for elderly</i>	<i>Tax abatement— low-income housing</i>	<i>Tax abatement— homeowner & renter</i>
Alabama.....	★		★	★		★	★	★	★	★		★						★		
Alaska.....	★	★	★	★			★	★	★	★		★						★		
Arizona.....	★						★	★	★											
Arkansas.....	★	★				★	★	★	★	★	★	★	★	★	★	★	★	★		★
California.....	★					★	★	★	★	★	★	★	★	★	★	★	★	★		★
Colorado.....	★	★		★	★		★	★		★	★	★	★	★	★	★	★	★		
Connecticut.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★		
Delaware.....	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★		
Florida.....	★	★		★	★		★	★	★	★	★	★	★	★	★	★	★	★		
Georgia.....	★	★			★		★	★		★	★	★					★	★	★	
Hawaii.....		★	★		★	★	★		★	★	★	★	★				★	★	★	
Idaho.....		★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	
Illinois.....	★	★	★		★		★	★	★	★		★	★	★	★	★	★	★		
Indiana.....		★			★		★	★	★	★		★	★	★	★	★	★	★		
Iowa.....	★					★	★	★	★	★		★	★	★	★	★	★	★		★
Kansas.....		★		★	★			★		★		★		★	★	★	★	★		
Kentucky.....	★	★		★	★					★		★		★	★	★	★	★		
Louisiana.....		★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★		★
Maine.....		★	★		★		★	★	★	★	★	★	★	★	★	★	★	★	★	
Maryland.....	★	★		★	★	★	★	★	★	★		★	★	★	★	★	★	★	★	★
Massachusetts.....	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	
Michigan.....	★	★			★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	
Minnesota.....	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	
Mississippi.....	★	★	★		★	★				★		★		★	★	★	★	★	★	
Missouri.....	★	★	★		★	★				★		★		★	★	★	★	★	★	
Montana.....	★	★				★		★		★		★	★				★	★		
Nebraska.....				★				★		★		★					★	★		
Nevada.....	★						★	★		★		★		★	★	★	★	★		
New Hampshire.....		★		★									★	★	★	★	★	★		
New Jersey.....	★	★	★		★	★		★	★	★	★	★	★	★	★	★	★	★	★	
New Mexico.....							★	★		★	★	★	★				★	★		★
New York.....	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	
North Carolina.....	★	★			★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	
North Dakota.....	★			★	★		★	★	★	★		★		★	★	★	★	★		
Ohio.....	★	★		★	★	★	★		★	★		★		★	★	★	★	★		
Oklahoma.....	★			★			★		★	★		★					★	★		★
Oregon.....	★	★	★				★	★	★	★		★					★	★		★
Pennsylvania.....	★	★		★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	
Rhode Island.....	★	★	★	★		★		★	★	★	★	★	★	★	★	★	★	★	★	
South Carolina.....		★		★	★	★		★	★	★		★					★	★	★	
South Dakota.....		★	★	★	★	★						★				★	★	★		
Tennessee.....	★	★		★				★						★	★	★	★	★		
Texas.....	★	★		★				★						★	★	★	★	★		
Utah.....	★			★				★		★		★		★	★	★	★	★		
Vermont.....	★	★								★	★	★		★	★	★	★	★		★
Virginia.....	★	★		★	★	★	★	★				★	★				★	★		
Washington.....	★							★		★	★	★	★				★	★		
West Virginia.....	★	★	★	★	★		★						★	★	★	★	★	★		
Wisconsin.....	★	★		★	★			★	★	★	★	★	★				★	★		★
Wyoming.....												★					★	★		

*Source: U.S. Department of Housing and Urban Development, *Housing in the Seventies*, October 1973.

★ Operating
☆ Pending

STATE DEVELOPMENT PROGRAMS

BY TERRY SMITH, JR.*

STATE DEVELOPMENT activities include a wide variety of individual efforts as well as increasing joint action aimed at strengthening the economic position of the States and the United States. State development programs traditionally have sought to increase per capita income through providing employment opportunities for a growing population. In the past two years, States have teamed with the federal government in an attempt to focus development activities on the needs of the national economy as well as on individual state objectives.

Traditional state development activities may be grouped into four broad categories: (1) *financial assistance*, including state and local tax incentives, state and local quasi-public development and building authorities to facilitate construction, enabling authority for local industrial development bonds, loan guarantees, and direct loans; (2) *locational assistance*, including liaison services between industry and local government, direct and indirect support to industrial park development, and specific technical assistance in site location and development; (3) *manpower development*, including both general and specific vocational training programs, university liaison, and co-operative training programs; and (4) *information*, including a wide array of research and statistical services, advertising, and promotional efforts. A detailed list of specific activities is presented in the tables on pages 453-56. These activities have been and continue to be characterized by a spirit of competition among States.

RECENT DEVELOPMENTS

Recently, an additional element has been added to state development pro-

grams. Foreign corporations have shown an increased willingness to locate major facilities in the United States. In seeking to attract such foreign investment, more than 30 States have created special international departments, and 10 States have established overseas offices in Western Europe and the Far East.

Acting jointly through the National Association of State Development Agencies (NASDA) and in cooperation with the U.S. Department of Commerce, 48 States, Puerto Rico, and the Virgin Islands are participating in an "Invest in America" program aimed at attracting large-scale foreign investment.

The program is designed to inform foreign businessmen of economic, legal, and social conditions favoring location in the United States, and to provide a vehicle through which States can act jointly in their overseas efforts.

Through joint seminars, including federal and state officials as well as representatives of the private sector, potential investors are apprised of labor availability and training, site selection factors, regional market structures, and other information critical to their investment decisions. Seminars held in Germany and Sweden in 1972 included participation by 27 States. Similar meetings in Japan in 1973 saw participation by 36 States, and 35 States are scheduled to participate in "Invest in America" programs in Europe during 1974.

NASDA augments its participation in these programs with seminars and workshops in the U.S. aimed at facilitating the exchange of ideas among the States and between state, federal, and private sector representatives.

In addition to such direct contacts with potential foreign investors, techniques used by States include advertising in foreign media and direct advertising by mail. These efforts are gaining increasing im-

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portance as a new component of traditional development programs.

Increasingly, development activities reflect an awareness that economic programs are a means to an end and that development must lead to the achievement of broad social goals. The linkages between economic and social goals are clearly in the forefront as States review their development programs. State development programs have evidenced a grow-

ing concern with the policies and priorities which can provide a better integration of public and private investment decisions. Improved executive management at the state level is enabling policy-makers to view economic objectives in terms of their impact upon transportation, education and housing programs, health and other social service systems, and geographic priorities for public and private investment.

STATES PROVIDING DATA BASIC TO
PLANT LOCATION FOR INDUSTRY*

State	Data on communities in comparable form, such as an audit	Site studies	Conduct or assemble research studies on State and areas	Climate	Civil characteristics	Financing	Labor	Legislation and taxes	Markets	Data on plant location factors for indi- vidual communities	Assist in design or layout of new plants	Own or share in ownership of industrial sites	Financial assistance to new or expanding plants	Power and fuels	Water and waste	Transportation	Raw Materials
Alabama.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Alaska.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Arizona.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Arkansas.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
California.....	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Colorado.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Connecticut.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Delaware.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Florida.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Georgia.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Hawaii.....	★	..	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Idaho.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Illinois.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Indiana.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Iowa.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Kansas.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Kentucky.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Louisiana.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Maine.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Maryland.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Massachusetts.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Michigan.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Minnesota.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Mississippi.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Missouri.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Montana.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Nebraska.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Nevada.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
New Hampshire.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
New Jersey.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
New Mexico.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
New York.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
North Carolina.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
North Dakota.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Ohio.....	..	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Oklahoma.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Oregon.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Pennsylvania.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Rhode Island.....	..	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
South Carolina.....	..	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
South Dakota.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Tennessee.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Texas.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Utah.....	..	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Vermont.....
Virginia.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Washington.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
West Virginia.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Wisconsin.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★
Wyoming.....	★	★	★	★	★	★	★	★	★	★	★		★	★	★	★	★

*Source: Office of International Investment, Domestic Invest-
ment Services Division, Department of Commerce.

STATES PROVIDING FINANCIAL ASSISTANCE FOR INDUSTRY*

State	State, city or county incentive for establishing industrial plants in areas of high unemployment	State, city or county loan guarantees for equipment, machinery	State, city or county loan guarantees for building construction	State, city or county loans for equipment, machinery	State, city or county loans for building construction	State, city or county general obligation bond financing	State, city or county revenue bond financing	Privately sponsored development credit corporation	State-sponsored industrial development authority	State financing aid for existing plant expansions	State matching funds for city and/or county industrial financing programs	State loan guarantees for building construction
Alabama.....
Alaska.....
Arizona.....
Arkansas.....
California.....
Colorado.....
Connecticut.....
Delaware.....
Florida.....
Georgia.....
Hawaii.....
Idaho.....
Illinois.....
Indiana.....
Iowa.....
Kansas.....
Kentucky.....
Louisiana.....
Maine.....
Maryland.....
Massachusetts.....
Michigan.....
Minnesota.....
Mississippi.....
Missouri.....
Montana.....
Nebraska.....
Nevada.....
New Hampshire.....
New Jersey.....
New Mexico.....
New York.....
North Carolina.....
North Dakota.....
Ohio.....
Oklahoma.....
Oregon.....
Pennsylvania.....
Rhode Island.....
South Carolina.....
South Dakota.....
Tennessee.....
Texas.....
Utah.....
Vermont.....
Virginia.....
Washington.....
West Virginia.....
Wisconsin.....
Wyoming.....

*Source: Office of International Investment, Domestic Investment Services Division, Department of Commerce.

TAX INCENTIVES FOR INDUSTRY AND
OTHER PERTINENT LAWS*

State	Accelerated depreciation of industrial equipment	Corporate income tax exemption	Excise tax exemption	Tax incentive for compliance with pollution control laws	Inventory tax exemption on goods in transit (freight)	Personal income tax exemption	Sales use tax exemption on new equipment	Tax exemption or moratorium on land, capital improvements	Tax exemption or moratorium on equipment, machinery	Tax exemption on raw materials used in manufacturing	Tax credits for use of specified state products	Tax stabilization agreements for specified industries	Tax exemption to encourage research and development	State right to work law	State minimum wage law	State fair employment practice code	Statewide uniform property tax evaluation law	Statewide industrial noise abatement law	Statewide air and water pollution control law
Alabama.....	★	★	★	★	★	★	★	★	..	★
Alaska.....
Arizona.....	★	★	★	★	★	★	★	★	★	..	★
Arkansas.....
California.....	★	★	★	★	★	★	★	..	★
Colorado.....	★	★	★	★	★	..	★
Connecticut.....	..	★	..	★
Delaware.....	★	★	★	★	★	★	★
Florida.....	★	..	★	★	★	★
Georgia.....	★	★	★	..	★	★	..	★
Hawaii.....	★	..	★	..	★	★	★	★	★	..	★
Idaho.....	★	★	★	★	★	★	★	..	★
Illinois.....	★	★	★	★	★	★	★	★	★
Indiana.....	★	★	★	★	★	★	★	..	★
Iowa.....	★	★	★	★	★	★	★
Kansas.....	★	★	..	★	★	..	★	★	..	★
Kentucky.....	★	★	★	★	★	★	★	★	..	★
Louisiana.....	★	★	★	★	★
Maine.....	★	★	★	★	★	★	★	★	..	★
Maryland.....	★	★	★	★	★	..	★	★	★	..	★
Massachusetts.....	..	★	..	★	..	★	★	★	★	★	★	★
Michigan.....	★	★	★	★	★	★	★	★	..	★
Minnesota.....	..	★	..	★	★	★	★	★	..	★	★	..	★	★	★	..	★
Mississippi.....	★	★	★	..	★	★	★	★
Missouri.....	..	★	★	★	★	★	★	★	..	★
Montana.....	★	★	★	★	★	..	★
Nebraska.....	★	★	★	★	★	★	..	★
Nevada.....	..	★	..	★	★	★	★	★	..	★
New Hampshire.....	..	★	★	★	★	★	★	..	★
New Jersey.....	★	★	★	★	★	★	..	★	★	★	★	★
New Mexico.....	★	..	★	★	★	★	★	★	..	★
New York.....	..	★	..	★	★	★	..	★	★	★	★	★	★	..	★
North Carolina.....	★	★	★	★	★	★	★	★	..	★
North Dakota.....	..	★	★	★	★	★	★	..	★
Ohio.....	..	★	..	★	★	★	★	★	★	★	★	..	★
Oklahoma.....	★	★	..	★	★	★	..	★	★	★	★	★	★	..	★
Oregon.....	..	★	..	★	★	★	★	★	★	★	★	..	★
Pennsylvania.....	★	..	★	★	★	★	★	..	★	★	★	..	★
Rhode Island.....	★	★	★	★	★	..	★	★	★	★	..	★
South Carolina.....	★	★	★	★	★	★	..	★	★	★	..	★
South Dakota.....	..	★	★	..	★	★	..	★	..	★	★	★	★	★	..	★
Tennessee.....	★	★	★	..	★	★	★	★	★	★
Texas.....	..	★	..	★	★	★	..	★	★	..	★	★	★	★
Utah.....	★	★	★	★	★	..	★
Vermont.....	★	★	★	★	★	★	..	★
Virginia.....	★	★	★	★	★	★
Washington.....	★	★	★	★	..	★
West Virginia.....	..	★	★	★	★	★	★	★	★	..	★
Wisconsin.....	★	★	★	★	★	..	★
Wyoming.....	..	★	★	★	★	★	★	★	★	★	★	..	★

*Source: Office of International Investment, Domestic Investment Services Division, Department of Commerce.

SPECIAL SERVICES TO ENCOURAGE INDUSTRIAL DEVELOPMENT*

State	State, city or county provide free land for industry	State, city and/or county finance speculative building	State, city or county own industrial park sites	State funds for city and/or county development-related public works projects	State funds for city and/or county master plans	State funds for city and/or county recreational projects	State program to promote research and development	State program to increase export of products	University R&D facilities available to industry	State and/or university conduct feasibility studies to attract or assist new industry	State recruiting, screening of industrial employees	State-supported training of industrial employees	State-supported training of hard-core unemployed	State incentive to industry to train hard-core unemployed	State help in bidding on federal procurement contracts	State science and/or technology advisory council
Alabama.....	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Alaska.....
Arizona.....	..	★	★	★	★	★	★	★
Arkansas.....	★	★	★	★	★	★
California.....	★	..	★	★	..	★	★	..	★	★	★	★
Colorado.....	★	★	★	★	★	★	..	★	★	★	★	★	★	★	..	★
Connecticut.....
Delaware.....
Florida.....	★	★	★	★	★	★	★	★
Georgia.....	..	★	★	★	★	★	★	★	★	★	★
Hawaii.....
Idaho.....
Illinois.....
Indiana.....
Iowa.....	★	★	★	★	★	★	★	★	★	★	★
Kansas.....
Kentucky.....
Louisiana.....	★
Maine.....
Maryland.....
Massachusetts.....
Michigan.....
Minnesota.....
Mississippi.....
Missouri.....
Montana.....
Nebraska.....
Nevada.....
New Hampshire.....
New Jersey.....
New Mexico.....
New York.....
North Carolina.....
North Dakota.....
Ohio.....
Oklahoma.....
Oregon.....
Pennsylvania.....
Rhode Island.....
South Carolina.....
South Dakota.....
Tennessee.....
Texas.....
Utah.....
Vermont.....
Virginia.....
Washington.....
West Virginia.....
Wisconsin.....
Wyoming.....

*Source: Office of International Investment, Domestic Investment Services Division, Department of Commerce.

6

Natural Resources

POLLUTION CONTROL PROGRAMS

BY NICHOLAS M. GOLUBIN*

A MULTIPLE RANGE of state environmental actions has been undertaken as a consequence of federal legislation and because of individual state awareness on many fronts.

AIR QUALITY

The Clean Air Amendments of 1970 set in motion a nationwide, federal-state program to achieve acceptable air quality. In essence, the Clean Air Act requires achievement of national standards of ambient air quality to protect public health by 1975. These are known as primary standards. The Environmental Protection Agency (EPA) may grant administrative extensions of up to three years if necessary technology or other alternatives are not available. More stringent standards needed to protect aesthetics, property, and vegetation—secondary standards—must be achieved within a "reasonable time."

The act specifies major reductions in new car emissions of hydrocarbons and carbon monoxide by 1975 and nitrogen oxides by 1976—subject to a one-year extension if technology is not available. The reductions in emissions are to the level that Congress estimated to be necessary to achieve the health-based ambient standards even in the most heavily polluted areas of the Nation.

The groundwork for action under the act was laid in 1972. EPA had translated

the congressional mandate into precise standards for six major air pollutants. States had submitted for EPA approval their implementation plans for meeting the air quality standards within the statutory deadlines.

During 1973, some of the ramifications of achieving clean air came into focus as requirements established under the act—primarily those in state implementation plans—took effect. Test results released by EPA show that increasingly stringent controls required by federal law on new vehicles since 1968 have reduced emissions from new cars below the levels produced by uncontrolled, pre-1968 vehicles. However, on well over one half the vehicles tested, emissions were higher than expected under the applicable model-year standards. EPA attributes this result to a combination of inadequate quality controls by manufacturers, improper maintenance by owners, and federal rules that, prior to 1972, allowed manufacturers to average the results of emission certification tests conducted on prototype vehicles.

Urban Transportation

One of the most dramatic impacts of the act is on urban transportation, particularly commuter driving habits. For 37 metropolitan areas of the United States that are especially hard hit by automotive pollution, state controls on stationary source emissions and federal emission limits on new motor vehicles will not by themselves reduce total emissions suffi-

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ciently to meet the air quality standards for carbon monoxide, hydrocarbons, and other pollutants largely attributable to motor vehicle emissions by the 1975 deadline. The affected States therefore were required to include transportation controls in their plans for achieving national air quality standards.

On June 15, 1973, pursuant to a federal court order, EPA announced its approvals and disapprovals of the 43 plans submitted by 23 States for 37 metropolitan areas. EPA fully approved plans for New York City, Rochester, and Syracuse, New York, and Mobile and Birmingham, Alabama, areas. Plans for seven States and the District of Columbia generally were approved but had various deficiencies, some only procedural. EPA is working with those jurisdictions to develop fully approved plans. Plans for 15 regions in seven States were disapproved because the States did not submit transportation plans. In some of these areas, States still are working to develop and submit plans.

There are two basic types of transportation control strategies—those which reduce miles driven, such as expanded mass transit and carpooling, and those which reduce emissions per mile, such as inspection and maintenance programs, retrofit devices for older vehicles, and changes in traffic patterns. In most cases EPA and the States have required inspection and maintenance. EPA has also emphasized changes in driving habits, particularly expanded use of public transportation. Retrofits generally have been required only as a last resort.

Buses, and particularly rapid rail transit, generate fewer emissions per passenger mile than automobiles. Thus, air quality objectives are a major stimulus for reducing automobile use in favor of mass transit. This shift also reduces urban congestion and conserves energy.

In 1973 legislative action, Colorado established a motor vehicle emission control program and provided for the control of emissions from stationary sources; Nevada provided for motor vehicle inspection as a means of achieving pollution control; Oregon provided for certification of motor vehicle pollution

control systems; and Utah brought under state law all motor vehicles equipped by a manufacturer with a pollution control device.

Land Use and Growth

Land use and the distribution of economic growth will be affected by the Clean Air Act's provisions for controlling major new sources of air pollution. EPA is required to establish standards of performance for new sources based on the best available demonstrated control technology and processes. EPA established standards for fossil fuel electric generating plants, cement plants, and sulfuric and nitric acid manufacturing plants, and issued proposed standards for seven additional categories of plants. The standards apply even when they are more stringent than the emission limits necessary to meet the air quality standards.

The land use and growth distribution impact of the new source performance standards is neutral—it neither encourages nor discourages siting a plant in any area or type of area. However, the act requires that States exercise siting controls when necessary. States must be able to preclude the siting of a new facility in a particular area if its presence there, despite best available emission controls, would cause or exacerbate an air quality standard violation.

EPA has issued regulations requiring States to approve in advance the siting and construction of both new polluting facilities and such "complex facilities" as shopping centers, amusement parks, and highways that would cause violation of air quality standards by attracting concentrations of vehicles.

In order to comply with state emission limitations designed to meet EPA's national air quality standards, electric utilities, industries, and other users of fossil fuels must cut sulfur oxide emissions in one of several ways. The most common alternative is to use low sulfur fuels—natural gas, low sulfur oil, or low sulfur coal. Another alternative, stack gas cleaning technology, permits the use of higher sulfur fuels, particularly high sulfur coal. Although this technology is being developed rapidly, it will not be available

for use in more than a small fraction of U.S. facilities until after 1975.

The problem is that domestic low sulfur fuel supplies are inadequate to meet the demand resulting from the sulfur oxide control approach of many state implementation plans. That approach requires achievement of the more stringent secondary standards at the same time as the primary standards in 1975, even though the act only requires that the secondary standards be met within a "reasonable time." Many States have established their sulfur oxide emission limits on a statewide basis, meaning that undeveloped areas already meeting both primary and secondary standards also are required to use low sulfur fuels. The administrator of EPA has formally encouraged Governors to postpone low sulfur fuel requirements where they are not now needed to meet primary standards. However, under the act, States are authorized to set more stringent clean air requirements than the act itself requires. Thus the administrator's request is advisory, not mandatory, and under the act the States will make the final decision.

Arkansas, in 1973 legislation, authorized municipalities and counties to own, acquire, and construct pollution control facilities and permitted the issuance of revenue bonds to finance the costs; Georgia allowed the Department of Natural Resources to adopt regulations prohibiting the operation of a facility from which air contaminants may be emitted unless a permit has been obtained; Hawaii provided for permits to discharge wastes into the air with provisions for civil and criminal penalties; Mississippi and New York increased penalties for air pollution; Nevada created a Commission of Environmental Protection with powers to prevent and abate air pollution; North Carolina provided for the establishment of effluent standards, giving a board authority to set air quality standards and regulate complex sources and set penalties; Oregon provided for regional air quality authorities; South Carolina provided for the regulation of mining to insure that the operation will not violate standards of air quality, surface water quality, or groundwater quality; Texas

gave municipalities authority to issue revenue bonds to finance improvements in air quality and established the Air Control Board as an independent state agency; and Wyoming consolidated the State's environmental programs into a new Department of Environmental Quality with three major divisions: air, land, and water.

WATER QUALITY

Enactment in October 1972 of the comprehensive Federal Water Pollution Control Act (FWPCA) Amendments culminated nearly three years of executive and congressional deliberations aimed at strengthening our clean water program. It extends federal-state regulation to all navigable waters, requires specific effluent standards for individual facilities to be implemented through permits, makes mandatory the use of the best available demonstrated technology in new facilities, authorizes stringent federal standards or prohibitions for toxic discharges, strengthens and streamlines federal enforcement procedures, authorizes large fines, permits citizens to bring legal actions to enforce its requirements, and strengthens the federal grant program for municipal treatment plants while working toward self-sufficient financing of treatment plants once the current backlog of needs has been met.

The law's basic regulatory requirement is that "point source" discharges—industries, municipal treatment plants, feedlots, and other discrete sources—must obtain a permit specifying allowable amounts and components of effluents and a schedule for achieving compliance. States meeting requirements specified by the EPA administrator are to administer the national permit program, with individual permits subject to EPA review. EPA will issue the permits in States that fail to submit or carry out an approved permit program and for federal facilities.

In addition to issuing effluent guidelines for existing point sources, EPA must set special effluent standards for new industrial point sources, based on best available demonstrated control technology. These will apply to at least 27 categories of sources listed in the act.

The administrator must also publish a list of toxic pollutants and effluent limitations or prohibitions for them. Toxic pollutants are defined as those which, when assimilated either directly from the environment or indirectly by ingestion through food chains, will cause death, disease, behavioral abnormalities, cancer, genetic mutations, physiological malfunctions, or physical deformities in any organism or its offspring. Spills of toxic or other hazardous materials are now subject to the same regulatory framework—for prevention and federal cleanup costs—that previously existed only for oil spills.

The administrator must also issue pretreatment standards requiring an industrial facility discharging into a municipal sewage treatment plant to pretreat its effluent so that it does not interfere with the operation of or pass through the plant without adequate treatment. Because roughly one half of all industrial facilities discharge their wastes into municipal systems, pretreatment standards are essential to achieving control over industrial effluents.

The act requires States to develop a comprehensive and continuing planning process for water quality management. Plans must include not only the point source controls described above but also controls for diffuse land runoff and other nonpoint sources. Beginning in 1975, the States must submit annual reports to EPA that inventory all point sources of pollution, assess existing and anticipated water quality, and propose programs for nonpoint source control.

An expanded federal grant program will help municipalities construct sewage treatment plants. More than 1,300 communities have sewer systems that discharge untreated wastes, and a comparable number provide only primary treatment. The administrator is authorized to make available to the States up to \$18 billion for fiscal years 1973 to 1975 for municipal waste treatment project grants. The federal share of these projects is 75 percent, compared to the prior maximum of 55 percent. The remainder is borne by the municipalities, which sometimes also receive state aid. Industrial users must reimburse the federal and local govern-

ments for the share of project costs attributable to them.

The law encourages States to assume administration of a new permit program, called the National Pollutant Discharge Elimination System (NPDES). But they can do so only by adopting a variety of enforcement, public notice, and other authorities and procedures specified by EPA.

In April 1973, California became the first State to receive a permanent NPDES approval for its permit program. Another six States are close to receiving approval. Meanwhile, EPA itself is processing permit applications.

Legislative action in 1973 saw Arizona appropriate \$1.5 million to the Health Department for allocation as state grants to political subdivisions or other eligible applicants of the State for the construction of water pollution control facilities; Arkansas, Connecticut, Delaware, Maine, Missouri, Montana, New Hampshire, and New York pass or amend legislation to allow the State to qualify for participation in NPDES; Colorado create a commission to classify waters, promulgate water quality standards and permit regulations, and provide for civil and criminal penalties; Connecticut amend the Water Pollution Control Act, calling for a continuing planning process for the management of water resources, prohibiting discharges into certain waters, and setting conditions for construction grants; Florida amend its Water Resources Act, creating water districts and prescribing responsibilities of basin and district boards; Georgia amend its Water Quality Control Act so as to provide conditions under which a permit to discharge sewage and other wastes may be revoked or modified; Hawaii provide for permits to discharge wastes into waters with provisions for civil and criminal penalties; Idaho authorize the issuance of \$1.5 million in bonds to meet the cost of water pollution control; Indiana authorize the establishment of regional water and/or sewer districts and amend the state water pollution laws so as to conform to the Federal Water Pollution Control Act of 1972; Iowa and Washington amend their water pollution laws to increase penalties for

violations; Maryland amend the state water laws to require permits for all discharges and set conditions for the issuance and revocation of all permits with increased penalties for violations; Massachusetts amend certain sections of the Clean Waters Act to establish permit conditions and set penalties; Michigan create a water resources commission to protect state waters and giving it power to issue permits and assess penalties; Minnesota authorize the issuance of \$55 million in bonds for a water pollution control fund; Mississippi, New York, and Oregon increase their penalties for water pollution; Missouri amend the state water laws to create a Clean Water Commission with power to enforce the law, and authorize the issuance of bonds to finance water pollution control programs; New Mexico amend the Water Quality Act, creating a water quality control commission and setting forth its duties, permit requirements, and penalties; and North Dakota amend its water pollution law so as to increase powers of the Department of Health and increase penalties for violations.

PESTICIDES

On October 21, 1972, the President signed the Federal Environmental Pesticide Control Act (FEPCA). FEPCA substantially amends the Federal Insecticide, Fungicide, and Rodenticide Act of 1947 (FIFRA). It strengthens and expands the authorities provided by FIFRA in several respects. Most notably, it extends regulatory authorities from labeling to the use of products, authorizes classification of chemicals for restricted use only, streamlines administrative procedures, and extends controls to products sold only in intrastate commerce.

The old FIFRA controlled only the labeling of pesticides and restricted the registration of any chemical which, when used in conformity with label instructions, would be hazardous to man or the environment. FEPCA, in contrast, makes it unlawful for anyone (including the federal government) to use a pesticide contrary to label instructions.

Under the act, pesticide products may be classified for "general" or "restricted" use. A restricted use pesticide may be ap-

plied only by a certified pesticide applicator—an individual trained in the application and potential effects of pesticides in an EPA-approved state program. The administrator of EPA is empowered to place whatever other constraints on restricted-use pesticides he deems necessary. A general use pesticide may be applied by anyone provided the use conforms with label requirements.

FEPCA simplifies the previous procedure for cancelling and suspending pesticide registrations. It also authorizes the registration and inspection of manufacturers and processors of pesticides and the regulation of pesticide packaging and disposal.

Various provisions of FEPCA go into effect over a four-year period. Corresponding sections of the old FIFRA remain in effect until replaced. EPA issued implementation plans for the new law in January 1973.

As of December 31, 1972, EPA banned all major uses of DDT, a chlorinated hydrocarbon compound which, because of its persistence and accumulation in the environment, has been blamed for damaging birds, fish, and other organisms in the food chain. The order was based upon the administrator's determination that continued DDT use would pose an unacceptable risk to man and the environment. With the cancellation order and implementation of Section 3 of FEPCA, nearly all uses of DDT have been terminated.

NOISE

The Noise Control Act of 1972 gives the federal government a major new role in controlling noise problems. Regulation over new products is made a federal responsibility. But there is still room—and need—for vigorous local action. Federal controls, except those for aircraft, trucks, and railroad operations, apply only to the noise emissions of products, not to the time, place, or manner of their use. For example, although federal regulation will cut the noise generated by new construction equipment, local regulation and enforcement will still govern its maintenance and set the hours for its use. Communities may also wish to restrict traffic

and other noise-generating activities at times.

The most significant source of noise is transportation—airplanes, automobiles, trucks, buses, and railroads.

The Noise Control Act of 1972 directed EPA to conduct a thorough study and report to Congress on the aircraft and airport noise problem, including assessment of current Federal Aeronautics Administration (FAA) flight and operational noise controls, noise emission controls and possibilities for retrofitting or phasing out existing aircraft, possibilities for establishing cumulative noise level limits around airports, and control measures available to airport operators and local governments. Following completion of the report, EPA is directed to propose for adoption by the FAA any regulations on aircraft noise and sonic boom that are necessary to protect public health and welfare.

Aircraft noise associated with airport landings and takeoffs is a major environmental problem for many communities, particularly where airports are located near community activities. Because of the extensive federal authority to regulate aircraft operations, air traffic, and the use of airspace, courts have frequently struck down local attempts to control aviation noise on the basis of preemption of federal law.

It is clear that not all local regulation is preempted. Thus, while local regulations on the permissible noise levels of all overflying aircraft or on the use of navigable airspace have been held inherently inconsistent with the Federal Aviation Act, until recently local governments have held some powers to curb noise by controlling airport operations nondiscriminatorily and consistent with rules adopted by the FAA for such operations. The Noise Control Act of 1972 was not intended to alter this preexisting alignment of federal and local authorities.

The EPA-DOT/FAA authorities for regulating transportation noise sources are part of a broader mandate under the Noise Control Act to set emission standards for new products which are major noise sources and for which standards are feasible—construction equipment; trans-

portation equipment, including any in which an engine or motor is an integral part; and electric or electronic equipment. The EPA must promulgate initial noise limits for products in these categories by October 1974. The administrator has discretionary authority to regulate any other product whose noise may endanger public health or welfare.

Hawaii, in 1973, required permits to emit excessive noise.

SOLID WASTE

Since 1965, the federal government has helped communities find new solutions for solid waste problems through research, analysis, demonstration of new technology, and technical assistance. Although the solid waste problem remains significant, the impact of EPA's efforts over the past few years is now being felt and can be expected to increase as more communities and States adopt new techniques.

EPA grants and activities have stimulated development of new technologies for the recovery of wastes; have contributed to research, development, and implementation of improved methods of collection and disposal; have helped close thousands of open-burning dumps; and have developed and demonstrated management tools to maximize the efficiency of operations.

For the most part, urban solid waste is a local or regional problem. In the past, the federal role has been to identify and test possible solutions, but implementation generally rests with state and local governments. Accordingly, the Administration has proposed to reduce federal spending for solid wastes. However, the federal government continues to stimulate recycling by purchasing recycled materials and by seeking to eliminate discriminatory treatment of recycled materials in such areas as government-approved interstate transportation rates.

In 1973, legislative action in Colorado provided for the certification of water and wastewater treatment plant operators and set standards for the control of individual sewage disposal systems; Connecticut amended its Solid Waste Management Act to require an examination of all exist-

ing or proposed solid waste facilities in order to control air, water and land pollution and establish a Resources Recovery Authority with power to plan, finance, and manage solid waste disposal, volume reduction, and resource recovery facilities; Georgia amended its Solid Waste Management Act of 1972 so as to permit certain injunctive relief, require permits for solid waste handling, and allow for revocation of permits; Hawaii required permits to operate sanitary landfill or open dumps and provide for civil and criminal penalties; Kansas provided for increased penalties for the willful or negligent discharge of sewage or violations of any permits, and authorized the establishment of areawide sewage disposal districts and the issuance of bonds; Louisiana provided that parishes and municipalities may enter into agreements for solid waste disposal and issue bonds to finance construction; Maine authorized communities to establish regional solid waste districts and required all municipalities to provide a solid waste disposal facility; Minnesota amended state water laws to provide financial assistance to municipalities for the construction of waste disposal systems, authorized regulatory powers of the Pollution Control Agency over disposal systems with provisions for penalties, and provided for the certification of operators of solid waste disposal facilities; New Hampshire provided for the development of solid waste disposal programs; Nevada authorized counties to acquire and operate sewage disposal facilities; New York amended the Environmental Conservation Law in relation to regulation, planning, and operation of solid waste management facilities, and appropriated certain monies for the state share of the cost of sewage disposal and other environmental projects; North Carolina granted counties authority to collect and dispose of solid waste and required an environmental impact statement for sewage treatment and water supply systems; Pennsylvania provided for certification of sewage treatment plant and waterworks operators; Tennessee authorized the State to sell \$11 million of bonds for construction of sewage treatment works, and regulated

subsurface sewage disposal systems; Washington provided for the certification of operators of waste treatment plants.

ENERGY AND THE ENVIRONMENT

The United States is the most energy-intensive nation in the world. With only 6 percent of the total population, this country accounts for more than one third of the world energy consumption. Annual national energy use is 70 quadrillion BTUs (which equals 2.8 billion tons of coal, or 616 billion gallons of oil, or 70 trillion cubic feet of natural gas). Gross energy use per capita has risen from 229 million BTUs in 1947 to 333.3 million BTUs in 1971.

Energy is a vital component of environmental rehabilitation as well as America's prosperity. The problem is whether reasonable energy demands can be met without harming the environment.

EPA energy objectives are to: minimize the growth of energy demand; promote efficiency and conservation; work toward decreasing the reliance on fossil fuels; make energy-environment impact assessments on the basis of the entire energy chain—extraction, processing, transportation and use; maximize pollution control technology and increase energy flexibility by increasing electricity and uses, particularly in transportation; encourage clean use of domestic coal; promote the development of exotic energy sources—solar, geothermal, and fusion, and oppose projects which promise quick energy but at high environmental cost.

The Florida Electrical Power Plant Siting Act, enacted in 1973, establishes procedures to insure that the location of electrical power plants will produce minimal adverse effects on human health and the environment, requires the filing of a 10-year site plan by electric utilities, and provides that certification by the Pollution Control Board is final state approval; and Minnesota established criteria for the development of power plant siting and transmission line routing.

States have called for a unified national policy on energy. Although that policy must be broad-gauged and cut across state lines, States have indicated a strong interest in being represented in the form-

ulation of any set of national energy objectives and goals. Most all States have formalized some group or procedure by which their particular problems will systematically be approached. There is consensus that States can and must play a major role in energy conservation.

THE ROLE OF THE STATE IN LAND USE

Changes in a State's pattern of land use involve thousands of decisions. The new patterns that result are the sum of all these decisions. The State's goals can be achieved only if the major decisions can be regulated so that state officials are not bogged down with gas station applications when they should be considering power plant sites, and so that irate homeowners do not have to go to the state capitol for permission to build a garage.

To solve this dilemma, it is essential to avoid the classic bureaucratic trap. Regulation is not desirable for its own sake. Any system of land regulation imposes substantial costs. These include not only the costs borne by the taxpayers who pay the administrators' salaries and expenses, but the costs borne by the developers and eventually passed on to the consumer. Time is a particularly important cost to most land developers because heavy front-end expenses are usually paid with money borrowed at relatively high interest rates, which makes each additional day of delay a significant factor in increasing the cost.

The costs imposed on developers by land use regulations have a peculiarly regressive nature. Developers of expensive housing, for example, can much more easily absorb the cost of regulation than developers of housing designed for lower-income groups. The cost of processing an application to build a mobile home park and a luxury apartment building may be approximately the same, but when considered as a percentage of the consumers' cost per unit the costs loom much larger to the mobile home buyer.

Regulation has other inherent disadvantages. Any complex system of regulation has a natural tendency to reduce innovation. Minima become maxima. When regulators approve one design it creates a powerful incentive for other builders to use the same approach. The

monotonous subdivision of the 1950s is being replaced by the monotonous planned unit development of the 1970s.

For these reasons all States engaging in land use regulation have used some method of concentrating their energies on a limited number of important development decisions to avoid diffusing the state regulatory power too widely. A variety of methods are used: in Minneapolis-St. Paul, Minnesota, regulation is concentrated on major capital improvements, such as airports and sewers. Both Vermont and Maine have attempted to define development subject to the State's jurisdiction in a way that excludes small-scale development and concentrates only on development of more significant size. Hawaii classifies development into four basic categories and the State attempts to decide only the proper category applicable to a particular piece of land, leaving the details to be worked out by the counties.

The problem of isolating the types or areas of development that have a significant state or regional impact does not seem headed for an easy solution. Further experimentation with the various methods now in use in the States may discover better methods. But the need is apparent for some method of concentrating state efforts on major land use issues if the burdens of regulation are not to exceed benefits.

In 1973, legislative action in Arizona provided for the adoption and enforcement of zoning ordinances and regulations governing the subdivision of land; Arkansas directed the Soil and Water Conservation Commission to prepare a comprehensive program for the development and management of the State's water and related land resources; Colorado provided for state policies and goals for land use, creating a commission with power to restrict development; Delaware gave the Department of Natural Resources and Environmental Control the authority to define the State's wetlands and to set standards for their use; Florida amended some of the registration and permit requirements for the sale of land; Maryland enacted the Interstate Mining Compact requiring States to establish an

effective program for the conservation and use of mined land; Mississippi required a permit for dredging or altering coastal wetlands; New York amended its Environmental Conservation Law so as to regulate the alteration of tidal wetlands; and Vermont provided for land use planning, setting standards and criteria.

REGULATION AND PLANNING

Once government recognizes that land can be a resource to achieve many different goals, some method is needed to balance these various goals to see which uses of land will provide the greatest overall benefit. The operations of the Hawaii Land Use Commission offer a good example of this balancing process. The commission is constantly weighing the need for more housing against the need for agricultural land.

"Planning" can be defined as just this kind of balancing process. The Hawaii Land Use Commission is engaged in "planning" although most of the commissioners do not think of themselves as planners. Similarly, many other agencies are determining the best use of land by a planning process which measures alternative uses against overall goals and policies.

In Maine, for example, the statutory direction given to the Environmental Improvement Commission would also appear to preclude much balancing of conflicting goals. The statute directs the board to insure maximum protection of the environment and does not provide any process by which countervailing development needs can be weighed. In practice, however, the board utilizes a balancing process in deciding how far to press its jurisdiction.

Some statutes more explicitly instruct the administrator to consider a variety of goals. The Wisconsin Shorelands Act, although primarily oriented toward protecting the environmental values of the rivers and lakes, does recognize the need for some types of development.

Other statutes involve more sophisticated planning processes. In Vermont, although the present regulatory process is oriented primarily toward protection of environmental values, the planners are directed to prepare a plan that takes into

consideration both environmental and socioeconomic conditions. The Twin Cities Regional Council (Minnesota) uses a comprehensive planning approach as a basis for decisions assigned to it. Similarly, the Tahoe Regional Planning Agency (California-Nevada) and the Hackensack Meadowlands Development Commission (New Jersey) are taking into consideration a wide variety of factors in preparing plans on which their regulatory systems are based.

It seems clear that as state land regulatory systems evolve they will increasingly spawn better planning processes on which to base regulatory decisions. The Massachusetts Wetlands Act, for example, does not ask its administrators to balance the pros and cons of various uses of the wetlands. The Legislature presumably has done this balancing itself and concluded that the goal of preserving wetlands outweighs all other possible goals. Consequently, the administration of the act can be said to involve a minimum of planning. But as it increasingly becomes recognized that other values are involved, it seems reasonable to assume that the State will institute a planning process that will take all values into consideration.

To see regulation as the predecessor of planning is not wholly logical. But Americans have rarely looked kindly on the idea of planning for its own sake, and have paid attention to planning only when it immediately affects decision-making. As a political matter probably the most feasible method of moving toward a well-planned system of state land use regulation is to begin with a regulatory system that concentrates on a few goals that are generally perceived as important, and then to gradually expand the system by adding more comprehensive planning elements, as is being done in Vermont. To insist that the planning precede the regulation is probably to sacrifice feasibility on the altar of logic.

SELECTED REFERENCE

Council on Environmental Quality. *Environmental Quality*. Fourth annual report. Washington, D.C.: U.S. Government Printing Office, September 1973.

OUTDOOR RECREATION

By JOHN S. BLAIR*

RETURN TO THE LAND, back to nature, year of the bike, and hike for health were all cries heard in 1972 and 1973. State governments met those cries with expanded environmental awareness programs administered through their agencies responsible for providing outdoor recreation opportunities. Park and recreation systems received recognition for those programs that met public demands.

State park systems established and expanded nature interpretative programs; park naturalists were added to inform the public of man's relationship to nature; historical restoration and interpretation projects and programs were improved; and new state legislation was enacted to provide safe, pleasant, outdoor recreation places and experiences.

In this time of increased public awareness of the outdoors, several trends were evident at the state level.

LEGISLATION

Idaho followed trends set in Oregon and Indiana by earmarking 1 percent of the State's motor fuel tax for recreation purposes, routing it directly to the State's park fund. Oregon had passed a similar measure in 1971 for the development of bicycle trails, as did Indiana in 1971 when it levied a tax on marine fuel for renovation and improvement of streams and lakes.

Effective January 1, 1972, Colorado required all self-propelled wheeled and tracked vehicles to be registered and licensed by the Division of Game, Fish and Parks. Idaho passed the Motorbike Recreation Fund Act requiring a \$3 registration sticker fee for off-highway motorbikes. Most of the fee was tagged for

safety, education, and construction of trails and facilities. Both States' actions bring the total to 28 States having regulatory off-road recreation vehicle legislation.

Virginia, New Mexico, and Colorado authorized development of a state trails system. A second attempt to pass legislation establishing a natural and scenic rivers system failed in Texas.

Several States passed environmental bond referendums in 1972. Florida authorized \$240 million in bonds to acquire environmentally endangered lands and for parks. Washington passed a \$40 million recreation facilities bond issue. Rhode Island authorized a \$1.1 million parks, recreation, and conservation bond issue. New York passed a \$1.15 billion environmental quality bond issue for sewage facilities, parks, conservation, air pollution control facilities, and land acquisition.

OUTDOOR RECREATION FINANCING

Aside from the special use taxes and authorized bond issues, the States have relied predominately on the Land and Water Conservation Fund (LWCF) and the Housing and Urban Development (HUD) Open Space Act, both federal programs, to provide funds for acquisition and development of outdoor recreation properties.

The State and Local Fiscal Assistance Act of 1972 (revenue sharing) included recreation as a high priority category. The filing of "planned use reports" by state and local units to the Office of Revenue Sharing indicated that during the reporting period ending January 1974, state and local governments spent 7.4 percent of revenue sharing monies on recreation. This pattern of expenditure came as no surprise to most in the outdoor recreation profession. The profession had strong indications that unless they were highly

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mobilized at the state and local levels, they would not get more monies from the "New Federalism"; in fact, they may even get less.

Now it looks like less monies for outdoor recreation programs. With the New Federalism came the presidential impoundment of monies allocated for the HUD Open Space Program and a fiscal year 1974 cutback in the Land and Water Conservation Fund from the authorized \$300 million to \$66 million.

The cutbacks in the LWCF came when States had become accustomed to full funding of the program over the previous three fiscal years and, in some cases, had promoted park bond issues with the public understanding that the bond monies could be matched 50-50 by LWCF.

State outdoor recreation agencies are looking toward a belt tightening in fiscal year 1974 although promise has been made for full funding of LWCF in fiscal year 1975.

Some States are taking a look at other means of stretching their dollars. For example, Washington is authorizing a private firm to build and operate public campgrounds and related recreation facilities on state land with the gross sales receipts returned directly to the developer. The developer will be responsible for maintenance of the facilities under performance standards set by the State. This method of operation is in contrast to the conventional concession agreements in which the State develops the facilities, leases to a concessionaire, and requires a percentage of the gross sales receipts be returned to the State. By moving to this new concession arrangement, Washington hopes to release monies required for high capital investment developments. Virginia is evaluating its concession policies with views toward the best methods of maximizing use of the concession dollar.

OTHER PROGRAMS

Several trends emerged in 1972-73 in program and facility development. Missouri, in 1973, dedicated a "braille trail," a mile long, self-guiding nature trail designed for blind and sighted persons. Virginia had completed a similar trail in

early 1972 and Illinois completed a nature trail for the handicapped.

Maine and Texas have completed surveys of abandoned railroad rights-of-way and their use as trails. These States' efforts follow pioneering efforts in the mid-1960s by Wisconsin which developed the Elroy Sparta Trail on an abandoned railroad right-of-way. Wisconsin presently has 169 miles of abandoned lines converted into recreation trails.

In addition to the right-of-way survey in Texas, the State acquired a section of abandoned track where it plans to run a recreation excursion train. California has construction plans for a railroad museum in Old Sacramento State Historic Park. Washington approved a proposal in 1973 to develop a railroad interpretative center as well as operation of equipment on a section of abandoned track.

Maine, Vermont, New Hampshire, and Idaho have established differential camping fees for residents and non-residents. Idaho, for example, charges out-of-state campers a dollar more than state residents. The differential fees were established because Idaho's campgrounds were being filled by out-of-state residents, yet in-state residents were paying for the campground developments.

Michigan has followed California and Hawaii in exploring the possibilities of underwater recreation opportunities. The Michigan Department of Natural Resources contracted in 1973 for a study of shipwrecks in the Great Lakes to research the possibility of establishing an underwater state park system.

New Jersey and California have printed their state park system's general information folder in Spanish to better acquaint Spanish-speaking citizens with recreation opportunities available.

In 1972, Virginia became the second State to go to a computerized campground reservation system. California initiated the first computerized reservation system in 1970. The U.S. National Park Service followed in the summer of 1973 with a pilot project of a computerized reservation system in six of the most popular national parks. The U.S. Forest Service is trying a computerized reservation system on a trial basis in two na-

tional forests in California. California and Virginia state park officials say they are pleased with public acceptance of the system. Other States are considering similar computerized systems. As of June 1972, 17 States had some form of campground reservation system. The majority of these systems are limited to campsites for the use of organized groups and reservations are processed manually.

THE FUTURE

Many observers are giving odds that if gasoline shortages continue for private automobiles, many people will have to forego the mountains, seashores, and other recreation areas. This means that

1974 may be the first year in many that park visits and recreation use will drop substantially.

Some people may see the easing of pressure on the large national parks and other such areas as a bit of a blessing. But if many of these larger distant park and recreation systems benefit, the close-in county, municipal, and private resources may be in for a substantial increase as people try to find their leisure opportunities closer to home. It seems quite possible that whatever pressure might be relieved in one location will only be shifted to already overstrained facilities in and near metropolitan areas—areas not supported by federal funds.

STATE PARK ATTENDANCE, AREAS, AND ACREAGES—1972

<i>State</i>	<i>Administrative agency</i>	<i>Total attendance</i>	<i>Total number of areas</i>	<i>Total number of acres</i>
Alabama.....	Dept. of Conservation and Natural Resources Div. of Parks	4,579,420	20	44,000
Alaska.....	Dept. of Natural Resources Div. of Parks	712,791	64(a)	1,177,315
Arizona.....	Arizona State Parks Board	1,351,023	11	24,000
Arkansas.....	Dept. of Parks and Tourism Parks Div.	4,976,539	34	26,707
California.....	Resource Agency Dept. of Parks and Recreation	41,673,712	186	802,106
Colorado.....	Dept. of Game, Fish and Parks Div. of Parks and Outdoor Recreation	3,752,000	26	151,200
Connecticut.....	Dept. of Environmental Protection Parks and Recreation Unit	6,989,333	90	30,337
Delaware.....	Dept. of Natural Resources Div. of Parks, Recreation and Forestry	2,954,345	9	7,188
Florida.....	Dept. of Natural Resources Div. of Recreation and Parks	9,875,677	103	249,938
Georgia.....	Dept. of Natural Resources Parks and Historical Sites Division	10,731,011 300,968	50 20	40,600 345
Hawaii.....	Dept. of Land and Natural Resources Div. of State Parks	13,271,000(b)	46	16,108
Idaho.....	Idaho Dept. of Parks	1,552,103	19	31,127
Illinois.....	Dept. of Conservation Div. of Parks	22,340,281(b)	144(c)	93,556
Indiana.....	Dept. of Natural Resources Div. of State Parks	5,797,614	22	52,000
Iowa.....	State Conservation Commission Div. of Lands and Waters	11,443,552	92	35,270
Kansas.....	Kansas State Park and Resources Authority Kansas State Historical Society	4,500,000 121,000	18 13	21,092 350
Kentucky.....	Dept. of Parks	26,140,699	48	39,877
Louisiana.....	State Parks and Recreation Commission	5,969,858	31	14,356
Maine.....	Maine Dept. of Conservation Bureau of Parks and Recreation	1,834,496	39	43,086
Maryland.....	Dept. of Natural Resources Maryland Park Service	7,723,662	49(d)	61,235(d)
Massachusetts....	Dept. of Natural Resources Div. of Forests and Parks	3,333,735	68	266,479
Michigan.....	Dept. of Natural Resources Parks Div.	19,191,257	78	206,648
Minnesota.....	Dept. of Natural Resources Div. of Parks and Recreation	7,040,058	96(e)	210,344
Mississippi.....	Mississippi Park Commission	2,583,922(b)	18(f)	15,000
Missouri.....	Missouri State Park Board	12,220,282	53	76,246
Montana.....	Dept. of Fish and Game Recreation and Parks Div.	N.A.	177	31,165
Nebraska.....	Nebraska Game and Parks Commission Bureau of State Parks	6,000,000	93	109,806
Nevada.....	Dept. of Conservation and Natural Resources Nevada State Park System	1,427,917	16	137,681
New Hampshire....	Dept. of Resources and Economic Development Div. of Parks	4,461,049	67	35,419
New Jersey.....	Dept. of Environmental Protection Div. of Parks and Forestry Palisades Interstate Park Commission (New Jersey Section)	5,010,909 2,132,368	103 1	236,324 2,430
New Mexico.....	State Park and Recreation Commission	4,780,486	34	85,000

STATE PARK ATTENDANCE, AREAS, AND ACREAGES—1972 (Concluded)

<i>State</i>	<i>Administrative agency</i>	<i>Total attendance</i>	<i>Total number of areas</i>	<i>Total number of acres</i>
New York	Executive Dept. Office of Parks and Recreation Palisades Interstate Park Commission (New York Section) Dept. of Environmental Conservation Div. of Lands and Forests	37,313,000 6,109,000 2,215,728	107 8 54	172,902 62,258 2,654,000
North Carolina	North Carolina Dept. of Natural and Economic Resources Div. of State Parks	2,935,589	19	48,000
North Dakota	North Dakota Park Service	316,000	20	13,800
Ohio	Dept. of Natural Resources Div. of Parks and Recreation	36,665,309	62	145,318
Oklahoma	Oklahoma Tourism and Recreation Dept. Div. of Parks	15,046,910	76	88,959
Oregon	State Dept. of Transportation State Highway Div. Parks and Recreation Branch	30,200,000	235	89,800
Pennsylvania	Dept. of Environmental Resources Bureau of State Parks Pennsylvania Historical and Museum Commission	29,409,848 N.A.	103 49	247,871 3,112
Rhode Island	Dept. of Natural Resources Div. of Parks and Recreation	7,000,000	85	9,400
South Carolina	Dept. of Parks, Recreation and Tourism Div. of State Parks and Recreation	4,039,140	38	15,396
South Dakota	Dept. of Game, Fish and Parks Div. of Parks and Recreation Custer State Park	1,133,654	1	72,000
Tennessee	Dept. of Conservation Div. of State Parks	12,847,000	37	148,500
Texas	Parks and Wildlife Dept. Parks Div. Administration	13,719,155	75	90,505
Utah	Dept. of Natural Resources Div. of Parks and Recreation	2,699,450	44	91,998
Vermont	Agency of Environmental Conservation Dept. of Forests and Parks	922,648	72(g)	134,170(g)
Virginia	Dept. of Conservation and Economic Development Div. of Parks	2,510,362	34	42,540
Washington	State Parks and Recreation Commission	26,141,733	187	77,781
West Virginia	Dept. of Natural Resources Div. of Parks and Recreation	4,415,462	34	65,702
Wisconsin	Dept. of Natural Resources Div. of Conservation Bureau of Parks and Recreation	9,787,391	65(h)	121,371
Wyoming	Wyoming Recreation Commission	1,200,082	11	121,839

N.A.—Not available.

(a) Includes parks, 3; recreation areas, 4; waysides 57.

(b) Year ending June 30, 1973.

(c) Includes state parks, park-operated conservation areas, state memorials, access areas, rest areas, park operated areas, and nature preserves.

(d) 30 operational areas totaling 42,558 acres.

(e) Includes state parks, recreational trails, waysides, recreational areas, and natural and scientific areas.

(f) Includes 4 historic sites.

(g) Includes 34 forests with a total of 106,170 acres.

(h) Includes 5 recreational forests.

STATE AGRICULTURE

BY WM. STANWOOD CATH AND JAMES M. RIDENOUR*

DEPARTMENTS of Agriculture have evolved over the years as individual agencies within the framework of state government. A study of the agricultural agencies reveals they all are heavily involved in providing consumer protective services of one type or another. Eighteen States specifically have divisions or sections of consumer protection or consumer services in their agricultural agencies. The misconception that agriculture departments are the governmental arm of a small and special interest group fades when one considers the thousands of inspections agricultural employees perform daily in assuring the consumer of wholesome food products free from unlawful additives and which are handled, processed and stored under sanitary conditions. The establishment and enforcement of weights and measures standards and inspection of fertilizers, pesticides, medicated feeds, seeds, and food products assure the consumer of the value of his purchase.

CONSUMER BENEFITS

A specific benefit to the consumer is the passage of the federal Wholesome Meat Act. It has provided for minimum standards to be enforced in all States in regards to ante-mortem and post-mortem inspections, reinspection, and sanitation of all meat and meat food products. Forty States have been certified by the Secretary of Agriculture as having programs at least equal to the federal program. The remaining 10 States have turned over this duty to federal inspection by the U.S. Department of Agriculture (USDA).

The inspection of poultry products and shell and processed eggs also are maintained under the same rigid standards as

that for red meat. These enforcement procedures are a result of the passage of the Wholesome Poultry Products Act and the Wholesome Egg Product Inspection Act. Still awaiting congressional passage is the Wholesome Fish Act which, if enacted, would involve state food inspection personnel for its enforcement. These are some of the recent developments in food inspection that are standardizing and unifying state programs in cooperation with the federal inspection service.

Closely tied with the consumer services program is the enforcement activities in the weights and measures area. Ninety percent of the state agricultural agencies are involved in assuring the public accuracy of weights, measures, and counts in their day-to-day commercial transactions. This activity ranges from checking to see that the huge railway scales accurately weigh the wheat that the farmer is sending to market, down to insuring that a 12-ounce can of soda actually contains the full amount specified.

The eradication and suppression of animal disease is an important function of all state agricultural agencies. Some programs are aimed specifically at diseases transmissible to humans and others are aimed at diseases which pose a serious and definite threat to the general health and welfare of all livestock. Tuberculosis and brucellosis of dairy cattle are diseases transmissible to humans and the Nation's dairy herds and have been under constant surveillance by cooperative state-federal dairy inspection teams as part of a national tuberculosis and brucellosis eradication program. Another cooperative animal health program has been the eradication of hog cholera, which has necessitated the destruction of millions of hogs over the years to prevent its spread. Hoof and mouth disease of cattle and African swine fever are two virulent animal diseases that have the potential to

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devastate our livestock industry. State and federal veterinarians maintain a constant surveillance of these two diseases.

A recent outbreak of Asiatic Newcastle disease in Florida, New Mexico, and California seriously threatened the Nation's poultry industry. The threat was averted through combined efforts of the industry and federal and state animal health officials, but only after the slaughter of 11,500,000 birds and expenditure of \$47.5 million in federal and state funds.

State plant, insect disease, and weed laws have been enacted to protect the horticulture of specific regions and prevent the spread of a number of serious diseases, insects, and noxious weeds to other sections. Most agricultural pests are of foreign origin and have been introduced through the years in cargo, returning military supplies from combat areas, agricultural products, and passenger baggage and belongings. The scope of the problem has enlarged in recent years with a tremendous increase in world tourism and expanding foreign trade. Plant industry divisions of state departments of agriculture cooperate with federal agencies in enforcing state and federal quarantines on the movement of products between infested and noninfested areas as well as assisting with import inspections at U.S. ports of entry. Some economic pests of foreign origin now established in the States are cereal leaf beetle of grains, the golden nematode of potatoes, Japanese beetle on horticultural crops, and the witch-weed parasite of corn.

POISON REGULATION

Most state departments of agriculture regulate the use of economic poisons by licensing commercial applicators, issuing dealers licenses or permits, and restricting or prohibiting the use of certain chemicals. The federal Environmental Protection Agency (EPA) has brought together all pesticide programs under one department. The passage in 1972 of the federal Environmental Pesticide Control Act gives EPA authority to establish controls and patterns of use for pesticides nationally. The act will provide EPA with the capability to assist state departments of agriculture in carrying out their responsi-

bilities under these new national standards.

In conjunction with these guidelines is development of field reentry standards for agricultural workers to protect them from exposure to pesticides. These standards are being established through the hearing and proposed rule-making process of EPA and the Occupational Safety and Health Division of U.S. Department of Labor. State departments of agriculture have provided extensive input into the rule-making process. These departments as well as other state agencies will have responsibility for administering and maintaining the reentry standards.

The seed law for most States assures quality by determining levels of germination and percentages of noxious weed seeds present. Some States also cooperate with seed-growing organizations by assisting in the certified seed programs through testing of grower seed stock and determining varietal purity and freedom from contamination.

The inspection of feed for animal use involves determination of levels of medication and presence of bacterial contamination, such as salmonella, in the feed. Fertilizer and pesticide regulations in many States require registration of each product and laboratory analysis of their composition in order to provide growers and consumers a product that meets the standards claimed for the materials. These regulations also provide statistical data on the use of these products within the States. The pesticide residue analysis work conducted by state agricultural laboratories involves the detection of residues on food products in order to insure that food items meet tolerance requirements as established by the Food and Drug Administration.

PROMOTION ACTIVITIES

The agri-business industry is extremely important to the economic development of the country. The marketing of agricultural products is critical to both the urban and rural dweller in the States. For this reason, agriculture agencies have taken special interest in agricultural promotion and marketing. The balance of trade problems that we face in this Nation

appears destined for further deterioration by our increased dependence on foreign fuel supply. In the short term it appears there are few alternatives to increasing imports of Middle Eastern crude and refined oil products. The one bright spot in our trade picture has been agricultural products. With the recent devaluation of the dollar, U.S. agricultural products are in greater demand on the world market. In order to more efficiently utilize marketing capabilities, 12 Midwestern state agriculture departments have incorporated under the name of Mid-American-International Agri-Trade Council (MIA-TCO). Other similar incorporations of state departments of agriculture in foreign market development include the States of North Carolina, South Carolina, Virginia, and Maryland (Atlantic International Marketing); the States of Washington, Oregon, Idaho, and Montana (Pacific Northwest International Trade); and the New England States plus New York, New Jersey, Pennsylvania, and Delaware (Eastern States Agriculture and Food Export Council). Additional joint ventures now are under consideration in the Southern States as well as in the Southwestern States.

STATE-USDA PROGRAMS

The Marketing and Consumer Services of the USDA conducts regulatory programs in cooperation with all States, generally with state departments of agriculture, but sometimes with state livestock commissions. In animal health and plant pest control work, cooperative programs are conducted with all States, Puerto Rico, and the Virgin Islands to control and eradicate various diseases and plant pests. The Animal and Plant Health Inspection Service (APHIS) conducts these programs, establishes goals, and keeps all States informed of progress toward eradication and encourages uniform procedures in various States. The Plant Protection and Quarantine Division of APHIS conducts programs designed to prevent the introduction of plant pests not known to occur or be widely distributed in the United States.

The Virus-Serum Toxic Act administered by the APHIS, Veterinary Bio-

logics Division, prohibits interstate commerce in worthless, contaminated, and harmful veterinary biologics. Effective working relationships have been established between state-federal officials regarding this activity. The Marketing and Consumer Services of USDA also is responsible for programs involving consumer protection marketing services and marketing regulatory programs. There are some three-way arrangements where the state department and state land grant university are both signatories to the agreement.

Cooperative voluntary grading and inspection programs are conducted in many States on fresh and processed fruit and vegetables, dairy products, poultry, eggs, and grain and grain products. These programs are conducted under a federal trust type of operation. All the grading work is financed by fees charged for use of the service.

Cooperative market news programs are conducted in 43 States covered by 62 individual agreements. Commodities covered include fruits and vegetables, dairy and poultry, livestock, grain, and tobacco. Generally speaking, the federal and state agencies disperse their own funds. In the administration of the Federal Seed Act one standard cooperative agreement is in effect in all States. Under this agreement, the State, for the most part, draws samples and submits them to the state seed laboratory and reports any apparent violation to the Federal Seed Act administration. Eleven state agriculture departments cooperate with USDA in the administration of warehouse examination programs. Forty-four States are receiving matching funds under provisions of Title 2 of the Marketing Act of 1946. The intent of the act is to improve the efficiency and effectiveness of the National Marketing System by providing federal funds to finance up to one half the cost of service projects which help solve marketing problems at the state and local levels. Programs under this appropriation assist growers and marketing agencies to improve the quality, trade, and consumer acceptance for agricultural products; to increase the efficiency and effectiveness in getting these

(Continued on page 478)

FARM INCOME—1972*

State	Cash receipts from farming (in thousands of dollars)				Farm income (in millions of dollars)			
	Livestock and products	Crops	Government payments	Total	Realized gross farm income	Farm produc- tion expenses	Net change in farm inventories	Total net farm income (a)
Alabama.....	\$ 616,394	\$ 303,369	\$ 68,091	\$ 987,854	\$1,090.0	\$ 737.7	\$.5	\$ 352.8
Alaska.....	2,841	1,729	197	4,767	5.6	4.7	—1	.8
Arizona.....	479,986	342,253	49,013	871,252	895.2	723.2	27.4	199.3
Arkansas.....	673,596	730,139	81,624	1,485,359	1,569.7	1,000.3	41.4	610.8
California.....	2,205,784	3,268,272	122,443	5,596,499	5,754.6	4,462.7	37.6	1,329.5
Colorado.....	1,396,479	303,291	70,906	1,770,676	1,820.9	1,568.4	13.0	265.4
Connecticut.....	101,255	62,600	509	164,364	177.5	138.8	—5.3	33.5
Delaware.....	103,186	51,447	1,975	156,608	166.2	113.7	.8	53.2
Florida.....	464,033	1,198,524	18,183	1,680,740	1,727.8	1,003.6	13.0	737.2
Georgia.....	786,774	634,392	81,064	1,502,230	1,622.1	1,049.9	—38.7	533.5
Hawaii.....	46,238	177,198	11,108	234,544	242.1	161.8	—1.0	79.3
Idaho.....	397,734	410,289	51,067	859,090	905.4	616.1	—9.3	279.9
Illinois.....	1,463,589	1,933,153	243,879	3,640,621	3,820.9	2,484.9	—12.0	1,324.0
Indiana.....	967,171	860,394	133,101	1,960,666	2,103.7	1,453.6	—11.5	638.6
Iowa.....	3,260,692	1,436,140	318,511	5,015,343	5,195.0	3,648.3	92.7	1,639.3
Kansas.....	1,899,276	921,044	246,409	3,066,729	3,151.8	2,237.5	25.2	939.5
Kentucky.....	593,327	492,067	36,837	1,122,231	1,268.7	778.4	44.4	534.7
Louisiana.....	323,639	506,944	50,953	881,536	965.4	554.7	21.4	432.0
Maine.....	155,248	89,425	1,295	245,968	258.5	190.6	—2.4	65.5
Maryland.....	278,085	134,834	9,572	422,491	473.7	352.9	—4	120.5
Massachusetts.....	83,768	70,067	478	154,313	169.3	137.9	—4.1	27.3
Michigan.....	574,735	466,083	61,203	1,102,021	1,229.4	946.1	57.1	340.4
Minnesota.....	1,563,993	799,371	179,974	2,543,338	2,713.3	1,918.6	17.8	812.6
Mississippi.....	549,527	535,054	125,875	1,210,456	1,325.3	800.3	25.6	550.6
Missouri.....	1,237,845	701,799	150,203	2,089,847	2,260.8	1,556.8	101.9	806.0
Montana.....	495,517	266,536	103,169	865,222	907.1	573.0	8.5	342.7
Nebraska.....	1,915,112	765,031	233,324	2,913,467	2,995.4	2,304.6	122.5	813.3
Nevada.....	94,313	16,207	2,619	113,139	118.8	81.1	—1.6	36.2
New Hampshire.....	42,829	15,203	461	58,493	65.2	50.2	—5	14.5
New Jersey.....	90,194	135,840	3,676	229,710	234.1	24.5	—4.1	20.4
New Mexico.....	471,737	105,704	42,503	619,944	640.3	528.7	22.0	133.6
New York.....	830,801	270,757	19,939	1,121,497	1,275.3	1,008.5	—47.5	219.3
North Carolina.....	642,372	1,016,828	57,529	1,716,729	1,897.3	1,141.8	—1.4	754.2
North Dakota.....	365,261	534,455	208,122	1,107,838	1,159.2	808.1	12.3	363.4
Ohio.....	875,527	781,205	89,578	1,746,310	1,911.8	1,369.2	22.2	564.8
Oklahoma.....	1,081,723	297,951	119,400	1,499,074	1,586.1	1,223.3	30.2	393.0
Oregon.....	288,767	355,433	24,558	668,758	719.2	519.8	—11.0	188.4
Pennsylvania.....	840,966	249,047	22,892	1,112,905	1,327.5	1,099.3	—40.9	187.3
Rhode Island.....	8,946	8,204	57	17,207	18.7	17.1	—2	1.4
South Carolina.....	214,337	345,150	49,285	608,772	676.3	444.6	—3.9	227.8
South Dakota.....	969,470	238,269	111,519	1,319,258	1,373.0	941.3	59.8	491.5
Tennessee.....	514,789	335,287	57,753	907,829	1,066.5	761.2	19.9	325.1
Texas.....	2,564,846	1,368,752	528,567	4,462,165	4,681.5	3,834.1	541.3	1,388.7
Utah.....	201,636	44,545	13,861	260,042	278.7	200.7	—3.3	74.7
Vermont.....	160,981	18,349	828	180,158	195.8	131.1	—8.0	56.7
Virginia.....	385,752	273,833	19,563	679,148	801.2	602.7	22.4	220.9
Washington.....	332,331	692,160	56,411	1,080,902	1,160.6	763.5	3.8	400.9
West Virginia.....	90,209	26,928	3,324	120,461	152.4	133.1	—1	19.1
Wisconsin.....	1,598,147	251,644	57,106	1,906,897	2,094.3	1,476.7	—52.7	564.9
Wyoming.....	293,786	51,535	20,595	365,916	386.1	277.2	—4.3	104.6
Total.....	\$35,595,544	\$25,075,158(b)	\$3,961,109(b)	\$64,631,811	\$68,840	\$49,167	\$671	\$20,344

*Source: Economic Research Service, U.S. Department of Agriculture.

(a) Per farm operator.

(b) Preliminary U.S. totals for crops and all cash receipts include an additional \$180,427 not distributed to States.

FARM ACREAGE AND INCOME PER FARM—1972*

State	Farms		Realized gross income per farm (a)	Realized net income per farm (b)	Total net income per farm (c)
	Number of farms	Total acreage			
Alabama.....	78,000	14,600,000	\$13,975	\$4,517	\$4,523
Alaska.....	310	1,710,000	18,045	2,884	2,594
Arizona.....	6,100	39,600,000	146,747	28,185	32,672
Arkansas.....	70,000	17,400,000	22,424	8,133	8,725
California.....	63,000	36,400,000	91,343	20,506	21,104
Colorado.....	29,500	39,900,000	61,726	8,559	8,998
Connecticut.....	4,500	550,000	39,446	8,610	7,438
Delaware.....	3,700	705,000	44,906	14,165	14,373
Florida.....	35,000	14,600,000	49,365	20,691	21,064
Georgia.....	76,000	17,200,000	21,343	7,529	7,020
Hawaii.....	4,100	2,300,000	59,047	19,581	19,348
Idaho.....	27,900	15,500,000	32,451	10,367	10,033
Illinois.....	128,000	29,400,000	29,851	10,437	10,344
Indiana.....	107,000	17,500,000	19,661	6,076	5,968
Iowa.....	141,000	34,300,000	36,844	10,969	11,626
Kansas.....	85,000	49,900,000	37,080	10,756	11,052
Kentucky.....	126,000	16,200,000	10,069	3,891	4,243
Louisiana.....	49,000	11,800,000	19,702	8,381	8,817
Maine.....	7,800	1,750,000	33,135	8,702	8,399
Maryland.....	18,200	3,010,000	26,030	6,641	6,620
Massachusetts.....	5,900	720,000	28,693	5,314	4,621
Michigan.....	81,000	12,400,000	15,178	3,498	4,202
Minnesota.....	118,000	30,600,000	22,994	6,735	6,886
Mississippi.....	86,000	17,300,000	15,411	6,105	6,402
Missouri.....	139,000	32,900,000	16,265	5,065	5,798
Montana.....	25,500	63,200,000	35,574	13,105	13,438
Nebraska.....	71,000	48,100,000	42,189	9,730	11,456
Nevada.....	2,000	9,000,000	59,424	18,890	18,099
New Hampshire.....	2,700	580,000	24,141	5,545	5,370
New Jersey.....	8,300	1,045,000	31,156	2,956	2,460
New Mexico.....	12,000	47,400,000	53,362	9,303	11,137
New York.....	56,000	10,900,000	22,773	4,764	3,916
North Carolina.....	140,000	14,400,000	13,552	5,397	5,387
North Dakota.....	43,000	41,700,000	26,958	8,165	8,450
Ohio.....	118,000	17,500,000	16,202	4,598	4,786
Oklahoma.....	88,000	37,000,000	18,024	4,122	4,466
Oregon.....	33,500	19,800,000	21,470	5,953	5,625
Pennsylvania.....	72,000	10,000,000	18,437	3,169	2,602
Rhode Island.....	700	67,000	26,776	2,344	2,030
South Carolina.....	50,000	8,100,000	13,526	4,634	4,556
South Dakota.....	44,500	45,500,000	30,853	9,699	11,044
Tennessee.....	126,000	15,400,000	8,464	2,423	2,580
Texas.....	209,000	142,000,000	22,399	4,054	6,645
Utah.....	13,000	13,100,000	21,442	6,001	5,748
Vermont.....	6,700	1,880,000	29,217	9,654	8,465
Virginia.....	75,000	11,300,000	10,682	2,646	2,945
Washington.....	40,500	16,600,000	28,656	9,803	9,898
West Virginia.....	27,000	4,900,000	5,643	713	709
Wisconsin.....	107,000	19,800,000	19,573	5,771	5,279
Wyoming.....	8,300	35,500,000	46,514	13,121	12,601
Total.....	2,869,710	1,093,017,000	\$23,988	\$6,856 (d)	\$7,089

*Source: Economic Research Service and Statistical Reporting Service, U.S. Department of Agriculture.

(a) Includes cash receipts from farm marketings, government payments, value of home consumption and gross rental value of farm dwellings.

(b) Excludes changes in inventories, and represents income of farm operators.

(c) Includes changes in inventories, and represents income of farm operators.

(d) It is significant to note that for all farm operator families, the 1972 figures indicate an average realized net income from farming of \$6,856 compared with income from off-farm sources at \$6,759, a nearly equal split of total income.

STATE DEPARTMENT OF AGRICULTURE FUNCTIONS*

State	Regulatory functions																																
	Administration				Auditing				Bonding				Enforcement								Service functions												
	Elected	Appointed by Governor	Appointed by Board	Career	Department	Dairy plants or handlers	Farmer cooperatives	Feed and fertilizer plants or dealers	Livestock auctions	Processing plants	Warehouses or dealers	Dairy plants or handlers	Livestock auctions	Pesticide applications	Processing plants	Warehouses or dealers	Animal health laws	Plant insect and disease laws	Seed laws	Feed laws	Fertilizer laws	Economic poisons laws	Weed laws	Food laws	Weights and measures laws	Milk laws, regulations and prices	Grading	Market news	Fairs and shows	Laboratories	Crop reporting	Food distribution	
Alabama.....	★				★			★				★				★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Alaska.....	★	★																															
Arizona.....		★	★		(b)											★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Arkansas.....			★														★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
California.....		★			★	★			★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Colorado.....		★	★		★	★			★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Connecticut.....		★			★	★			★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Delaware.....		★			★	★			★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Florida.....	★				★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Georgia.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Hawaii.....	★	★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Idaho.....		★			★	★	★	★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Illinois.....		★			(c)	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Indiana.....				★	★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Iowa.....	★				★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Kansas.....			★		★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Kentucky.....	★				★	★	★	★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Louisiana.....	★				★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Maine.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Maryland.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Massachusetts.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Michigan.....		★	★		★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Minnesota.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Mississippi.....	★				★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Missouri.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Montana.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Nebraska.....		★			★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
Nevada.....		★			★	★	★	★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Hampshire.....			★		★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Jersey.....					★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New Mexico.....			★		★	★		★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★
New York.....		★			★	★	★	★	★	★	★	★	★		★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★	★

(a) Arizona Commission of Agriculture and Horticulture—Administers plant and economic poisons laws.

(b) Arkansas State Plant Board (Division within the Department of Commerce)—Administers plant, seed, feed, fertilizer, economic poisons, and weights and measures laws. Conducts seed certification and marketing services.

(c) A function of Purdue University. Administrative and regulatory activities conducted under Assistant Director of Cooperative Extension Services.

(d) Dairy products only.

(e) Department of Natural Resources, Division of Agriculture.

(f) South Carolina Department of Agriculture at Clemson University.

(Continued from page 473)

products to the consumer; and to strengthen the marketing and bargaining position of producers. The Packers and Stockyards Administration of USDA and departments of agriculture in 45 States assist each other in enforcement of their respective livestock and poultry licensing, registration, and bonding laws by providing ownership volume and operational information to each other, including the exchange of financial audit information. Officials of 30 States now serve as trustees of bonds under the Packers and Stockyards Act. This federal-state cooperative program does not provide for the exchange of funds or delegation of authority or responsibility. Each agency remains fully and exclusively responsible for enforcement of its own statutes.

Programs covering the selection and dissemination of agricultural estimates are conducted in 47 States with the Statistical Reporting Service (SRS) of the USDA. All agreements between SRS and the States provide for the operation of a joint office under the supervision of the state statistician, who is a federal employee. The cooperative state agency in most cases is a state department of agriculture and, in a few States, it is a branch of the state university. State conservation districts blanket the Nation. Some 3,000 districts are organized by local people under state law. The Soil Conservation Service receives appropriations from the Congress earmarked for assistance to the local conservation districts. Each district is legally responsible for soil and water conservation work within its boundaries. Districts operate under the guidelines of a state commission board or committee.

STATE-FDA PROGRAMS

State departments of agriculture are engaged in a continuing program with the Food and Drug Administration (FDA) in the establishment of federal-state partnerships which will give the American consumer better protection from unsafe foods, drugs, cosmetics, devices, and hazardous household products. In 1965 the Public Administration Service completed a broad study of the state and local food and drug programs in the U.S. The study

presented an excellent overall picture and pointed out the direction that the federal government should take in establishing partnerships with the States. Efforts are under way to develop resource data on FDA programs commingled with state activities. Generally speaking, programs administered by state departments of agriculture with FDA type responsibilities involve various aspects of food and drug laws dealing with analysis of bakery products, soft drinks, candy and sugar products, fluid milk, manufactured milk products, eggs and egg products, canned and frozen foods, seafood products, animal feeds, drugs (human and veterinary), cosmetics, devices, and hazardous household substances. State departments of agriculture also have similar responsibilities for the determination of additives and residues in conjunction with work done in this area by the FDA.

RECENT TRENDS

In addition to the activities considered traditional in state agricultural agencies, there are some important trends to be considered. Emerging national concern with the environment, world food shortages, food pricing, energy needs, and domestic transportation systems have drawn state departments of agriculture to these broad fields of concern. The threatening world food shortages and the resulting increase in food prices have alarmed the public. An increasingly disturbing balance of payments problem has caused the Nation to look to the farmer to increase his production. To meet this challenge, the farmer will need help, however, in assuring that there will continue to be land to farm. Paving the land over will not allow crop yield to continue at record levels. Realizing this, many state agricultural agencies are becoming increasingly active in land use planning. There are various proposals that speak to the problem of preserving prime agricultural land. There is a renewal of interest in the area of various tax incentive proposals as they relate to farm land assessment. Some States, such as New Jersey, are considering the possibility of purchasing rights of the farmer in order to lock farm land into continuing production:

SOIL AND WATER CONSERVATION

BY DAVID G. UNGER*

SOIL AND WATER conservation programs have been under way nearly four decades in the United States. Continuing national concern about the quality of the environment has intensified attention given to some aspects of these programs. Increasingly emphasized are projects which aid in reducing water pollution; inventories and interpretations of resource data that are essential in planning changes in land use, especially in areas of rapid urban expansion; and programs that are designed to enhance fish and wildlife and natural beauty.

Recent developments have underscored the importance of other components of land and water conservation programs, however. Sudden storms and heavy and persistent rainfall in many parts of the country, and prolonged periods of drought in others, have stressed the need for flood prevention and improved water management. Sharply growing demands for wood products are drawing attention to the Nation's largely neglected, private, nonindustrial forests—comprising more than 300 million acres—which are poorly managed and insufficiently utilized.

Growing energy needs, and shifts in energy policies made necessary by environmental protection requirements, have invigorated plans to exploit vast western coal and oil shale reserves. These initiatives create the potential for widespread damages to land and water resources, if proper mining and reclamation techniques are not used.

Perhaps the gravest risks of widespread and accelerated soil erosion by wind and water that the Nation now faces are those that could grow out of the current drive for expanded agricultural production. Approximately 60 million acres of farmland that has been under grass or other-

wise held out of cultivation in recent decades could now be headed for the plow. Much of this land is marginal or submarginal and was too steep, too shallow, too wet, too sandy, or too rocky for cultivation in relation to former market conditions.

If such land is returned to production without adequate use of conservation measures, especially in the fragile Great Plains, the price could be a marked increase in soil blowing, dust storms, gully-ing, and heavy sediment pollution of the Nation's rivers and lakes.

CONSERVATION DISTRICTS

The function of the States in meeting soil and water conservation problems is principally carried out through 2,962 individual conservation districts which include within their boundaries virtually all of the Nation's privately owned land. Created under state enabling legislation in each of the 50 States, Puerto Rico, and the Virgin Islands, the districts are managed by 18,000 men and women who contribute their time and services as district officials.

During the year ending June 30, 1972, more than 11 million acres of land were added within conservation district boundaries. In 29 States and the Virgin Islands and Puerto Rico, district organization is complete and all land is included. The States are Alabama, Arkansas, Connecticut, Delaware, Georgia, Illinois, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, Nebraska, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, Tennessee, Utah, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

Organized primarily along county lines, but in some cases along watershed or river basin boundaries, the districts are vari-

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ously called soil conservation, soil and water conservation, natural resources, natural resources conservation, or simply conservation districts. They provide services to some 2.2 million cooperators who are voluntarily establishing conservation measures and practices on their properties.

Conservation districts have entered into memorandums of understanding with many state and federal agencies and help to coordinate their services. Key federal agencies with such memorandums include the Department of Agriculture (and the Soil Conservation Service within that department) and the Department of the Interior.

Serving as a channel for the application of technical, financial, and educational services provided by the federal and state conservation agencies, the districts:

1. Assist individual landowners to develop and carry out scientific conservation plans;
2. Provide and interpret basic data on soil and water resources for individuals, groups, and local and state government agencies engaged in land use planning and implementation, resource development, and economic improvement;
3. Provide technical services to individuals and agencies engaged in resource development on a community and regional basis;
4. Sponsor projects for water conservation and utilization, flood protection, and economic development on a watershed and/or multicounty basis;
5. Conduct erosion and sediment control programs in urbanizing and rural areas;
6. Aid in the coordinated planning and implementation of needed resource conservation measures in areas where public and private lands are intermingled;
7. Assist public bodies and private landowners in carrying out measures that reduce air and water pollution, improve waste disposal procedures, and enhance the landscape; and
8. Carry out environmental education programs with schools and colleges, organized youth groups, and the general public.

Conservation districts also have respon-

sibilities in reviewing and approving conservation plans designed to protect valuable waterfowl habitat from agricultural drainage developed under the federal Great Plains Conservation Program and Water Bank Program.

SUPERVISION BY STATE AGENCIES

Although independent subdivisions of state government, the districts receive general guidance and supervision by agencies of state government. In some States, these are state soil and water conservation commissions which function as independent state agencies reporting to the Governor. In others, the commissions are attached to an agency such as the state department of natural resources, environmental resources, or agriculture.

The commissions provide information to the public about district services, secure governmental assistance, and assist districts in budgeting and administrative management and coordinate their plans and programs. In many States, the commissions provide staff services to districts on a regional basis, and in most States they make available to the districts funds appropriated by the Legislatures for their support.

In 1972, the funds appropriated for direct assistance to districts, and for the support of their programs in the fields of soil surveys, flood prevention, and watershed protection, exceeded \$34 million.

AGRICULTURAL CONSERVATION

Progress continues to be made in the conservation of agricultural land and water resources, a fundamental requirement for the economical and sustained production of food and fiber in the Nation. In 1972, more than a million landowners were assisted by districts and their cooperating agencies in planning and installing contour strip cropping, diversion terraces, grass waterways, irrigation improvements, and other measures to reduce and control erosion and improve land and water management.

More than 20 million acres of improved conservation cropping systems were added on the farms and ranches of district cooperators, along with 43,000 acres of tree windbreaks to reduce soil blowing. Under

the Great Plains Conservation Program, 2,400 landowners signed contracts for long-term total conservation systems on their properties.

Other work on agricultural lands included tree planting, forest improvement practices (including thinning and selective cutting), and establishment of food and cover to improve wildlife habitat.

URBANIZING AREAS

The application of conservation technology developed in agricultural areas to the problems of expanding cities, suburbs, and other developing areas continues to increase sharply. In 1972, over 27,000 units of state and local government were assisted by districts with land use planning activities by providing soil surveys, interpretations of desirable and potential land use, and plans for waste disposal and other conservation facilities.

Assistance was also provided in the location and design of parks and other recreational areas on public lands and the preservation of open space and unique agricultural and other resource lands. Districts continue to receive increases in requests for assistance in selecting sites for schools, highways, businesses, and utility construction, and in conserving and utilizing land adjacent to schools and colleges for outdoor laboratories and environmental instruction.

REGIONAL PROGRAMS

Requests to districts for assistance with various community-wide and regional conservation programs are growing steadily. As of August 1, 1973, 2,929 applications for assistance with watershed protection and flood prevention programs had been sponsored by individual conservation districts (in conjunction with local and state governments) and forwarded to the U.S. Department of Agriculture. Programs were in the operations stage in 1,078 watersheds, and 598 more were being planned.

During 1972, these watershed projects prevented some \$48 million in flood damages (\$22.2 million from Hurricane Agnes alone) and trapped 1.9 million tons of sediment. The value of erosion control and grassland improvements in com-

pleted projects in 1972 is estimated at \$56 million.

Expanding rapidly has been the Resource Conservation and Development Program, authorized under the 1962 Food and Agriculture Act of Congress. There are 84 of these multicounty economic improvement projects in operation, sponsored by conservation districts and other local governments and organizations. Another 39 are in the planning stage. Designed to create jobs and stimulate rural development through resource conservation, agricultural development, and social and educational advancements, the 123 authorized projects include 507 million acres.

OTHER DEVELOPMENTS

Following is a survey of other recent developments of importance in relation to the work of conservation districts.

1. Technical assistance to districts from the U.S. Soil Conservation Service has declined sharply in recent years. The table below shows the reduction in personnel available to assist with soil surveys, conservation planning, and supervision of installation of conservation practices.

SOIL CONSERVATION SERVICE EMPLOYMENT

Fiscal year	Permanent full-time	Other	Total
1967	15,758	4,307	20,065
1968	15,408	4,619	20,027
1969	14,872	3,537	18,409
1970	14,497	2,714	17,211
1971	14,302	1,973	16,275
1972	14,425	2,568	16,993
1973 est.	14,100	2,600	16,700
1974 est.	13,060	2,293	15,353

In many States, district officials are supplementing federal technicians with conservationists employed with county, state, and revenue sharing funds.

2. New federal conservation incentive programs hold promise for rationalizing land treatment systems and accelerating installation of erosion control practices. New authorities contained in the Water Bank Program (expected to be reconstituted after a year's termination), the Rural Development Act of 1972, and the Agriculture and Consumer Protection Act of 1973 provide for long-term con-

tracts between landowners and the U.S. Department of Agriculture as a basis for furnishing coordinated technical and financial assistance. These authorities include a new incentives program for improvement of small, private, non-industrial forests. All of the contracts are to be based on conservation plans approved by local conservation districts.

3. Initiatives at the state and national levels to establish land use policies have emphasized the need for adequate soil survey data to help determine the "carrying capacity" of land not only for agricultural use but also residential, commercial, recreational, and other purposes. In 1972, 33 million acres of the Nation's soils were mapped, bringing the total surveyed to 44 percent. At the present rate, completion of field mapping and publication of reports cannot be expected until the end of the century.

4. A new inventory of private recreational facilities has been initiated by conservation districts in cooperation with the Bureau of Outdoor Recreation, the Soil Conservation Service, and state recreation and soil conservation agencies. Information on recreation in the private sector will be gathered by districts, county by county, and will be published by mid-1974. This will be the first consistent, nationwide inventory of its kind and will be used to plan future recreational policies.

5. There is new emphasis on reclamation of surface-mined areas. A study shows that from 1965-71, nearly half of the Nation's conservation districts participated in strip-mine reclamation in virtually all 50 States. Aid was given in restoration of areas disturbed in extracting coal, sand, gravel, and some 40 other commodities. About 15 percent of the land needing reclamation was treated during the period—a significant accomplishment considering the lack of any formal program for technical and financial help to sites on private lands.

6. Renewed interest in concepts of flood plain management using zoning,

easements, land use restrictions, incentives, and other techniques to reduce flood damages and enhance the values of stream systems can be seen throughout the country. Conservation districts are joining in the exploration of these issues and are sponsoring a national conference on the subject in mid-1974 along with other interested organizations.

7. Conservation districts are taking the leadership in encouraging consideration of the need for regulatory legislation in the field of erosion and sediment control on agricultural and forest lands and construction sites. Sediment control laws giving conservation districts additional authorities in this field have been enacted in Iowa, Maryland, Michigan, North Carolina, Ohio, Pennsylvania, South Carolina, Virginia, and the Virgin Islands.

Under a contract with the Environmental Protection Agency, the National Association of Conservation Districts is sponsoring a series of state sediment control institutes to encourage discussion of new approaches to sediment control and has already suggested state legislation in this field which has been published by the Council of State Governments. By October 1, 1973, some 20 institutes had been held, and sediment legislation was being drafted, or had been introduced, in 10 additional States.

SELECTED REFERENCES

- The Council of State Governments. "Model State Act for Soil Erosion and Sediment Control." *1973 Suggested State Legislation*. Lexington, Kentucky, September 1972.
- National Association of Conservation Districts. *America's Conservation Districts*. Washington, D.C., 1972.
- National Association of Conservation Districts and Association of State Soil Conservation Administrative Officers. *1972 Survey: State Soil and Water Conservation Agency Programs*. League City, Texas, 1972.
- U.S. Department of Agriculture. *National Inventory of Soil and Water Conservation Needs, 1967*. Statistical Bulletin No. 461. Washington, D.C., January 1971.

SOIL AND WATER CONSERVATION DISTRICTS

Cumulative to June 30, 1973*

State or other jurisdiction	Date State's district law became effective	Districts orga- nized (a) (number)	Approximate area and farms within organized districts			Districts having memoranda of un- derstanding with USDA (b) (number)
			Total area (1,000 acres)	Farms and ranches (thousands)	Land in farms (1,000 acres)	
Alabama.....	Mar. 18, 1939	67	32,597	73	13,652	67
Alaska.....	Mar. 25, 1947	1	375,304	..	1,604	1
Arizona.....	June 16, 1941	31	59,971	6	28,809	30
Arkansas.....	July 1, 1937	76	33,599	60	15,695	76
California (c).....	June 26, 1938	156	74,155	54	25,536	152
Colorado.....	May 6, 1937	88	60,994	29	37,100	86
Connecticut.....	July 18, 1945	8	3,112	5	541	8
Delaware.....	Apr. 2, 1943	3	1,266	4	674	3
Florida.....	June 10, 1937	60	31,367	35	13,583	60
Georgia.....	Mar. 23, 1937	27	37,263	67	15,806	27
Hawaii.....	May 19, 1947	15	3,992	4	2,058	15
Idaho.....	Mar. 9, 1939	52	52,590	25	14,416	52
Illinois.....	July 9, 1937	98	33,512	124	29,773	98
Indiana.....	Mar. 11, 1937	91	22,935	101	17,406	91
Iowa.....	July 4, 1939	100	35,828	140	34,070	100
Kansas.....	Apr. 10, 1937	105	52,649	86	49,390	105
Kentucky.....	June 11, 1940	121	25,377	125	15,950	121
Louisiana.....	July 27, 1938	35	29,624	42	9,756	33
Maine.....	Mar. 25, 1941	16	17,539	8	1,759	16
Maryland.....	June 1, 1937	24	6,270	17	2,803	24
Massachusetts.....	June 28, 1945	15	4,973	6	700	15
Michigan.....	July 23, 1937	85	37,257	78	11,905	85
Minnesota.....	Apr. 26, 1937	91	50,560	111	28,738	91
Mississippi.....	Apr. 4, 1938	82	30,222	73	16,040	82
Missouri.....	July 23, 1943	98	37,725	118	28,071	98
Montana (d).....	Feb. 28, 1939	61	91,859	25	62,904	61
Nebraska.....	May 18, 1937	24	49,032	72	47,225	..
Nevada.....	Mar. 30, 1937	37	69,454	3	11,698	37
New Hampshire.....	May 10, 1945	10	5,955	3	613	10
New Jersey.....	July 1, 1937	15	4,813	9	1,036	15
New Mexico (e).....	Mar. 17, 1937	51	69,637	14	42,630	51
New York.....	July 20, 1940	56	30,288	52	10,146	56
North Carolina.....	Mar. 22, 1937	92	33,670	119	12,833	87
North Dakota.....	Mar. 16, 1937	65	45,226	46	43,118	65
Ohio.....	June 5, 1941	88	25,351	111	17,085	88
Oklahoma.....	Apr. 15, 1937	88	44,180	83	35,769	87
Oregon.....	Apr. 7, 1939	56	59,964	29	17,610	55
Pennsylvania.....	July 2, 1937	66	28,927	63	8,898	65
Rhode Island.....	Apr. 26, 1943	3	677	1	69	3
South Carolina.....	Apr. 17, 1937	45	19,345	40	6,992	45
South Dakota.....	July 1, 1937	69	47,955	45	44,343	68
Tennessee.....	Mar. 10, 1939	95	26,285	121	15,057	95
Texas.....	Apr. 24, 1939	193	169,326	213	137,385	187
Utah.....	Mar. 23, 1937	41	51,217	13	10,160	40
Vermont.....	Apr. 18, 1939	14	5,935	7	1,915	14
Virginia.....	Apr. 1, 1938	39	25,198	64	10,572	36
Washington.....	Mar. 17, 1939	66	41,547	34	17,559	65
West Virginia.....	June 12, 1939	14	15,411	23	4,341	14
Wisconsin.....	July 1, 1937	72	34,858	99	18,109	72
Wyoming.....	May 22, 1941	39	62,373	10	35,799	37
States.....		2,944	2,209,164	2,690	1,029,701	2,889
Puerto Rico.....	July 1, 1946	17	1,862	33	1,296	17
Virgin Islands.....	June 1946	1	84	1	40	1
Total.....		2,962	2,211,110	2,724	1,031,037	2,907

*Prepared by the Soil Conservation Service, U.S. Department of Agriculture.

(a) For specific procedure on organization of soil conservation districts, reference should be made to each of the respective state soil conservation districts' laws.

(b) Upon request, the U.S. Department of Agriculture enters

into memoranda of understanding with districts for such assistance from the departmental agencies as may be available.

(c) Includes the Imperial Irrigation District.

(d) Includes three state cooperating grazing districts.

(e) Includes the Elephant Butte Irrigation District.

THE BOOK OF THE STATES
STATUS OF RESOURCE CONSERVATION
AND DEVELOPMENT PROGRAMS*
 (Under Public Law 87-703)
 As of July 31, 1973†

State or other jurisdiction	Applications on hand		Projects in planning		Projects in operation		Total authorized projects	
	No.	Acres (1,000)	No.	Acres (1,000)	No.	Acres (1,000)	No.	Acres (1,000)
Alabama.....	2	6,330	1	4,029	2	7,490	3	11,519
Alaska.....	..	..	..	..	..	..	..	..
Arizona.....	..	..	2	15,165	2	29,007	4	44,172
Arkansas.....	4	13,592	..	..	4	17,252	4	17,252
California.....	2	25,398	1	5,424	1	5,210(a)	2	10,634
Colorado.....	5	30,700	2	11,070	2	13,717	4	24,787
Connecticut.....	1	952	..	..	1	1,177	1	1,177
Delaware.....	..	..	..	..	1	1,266	1	1,266
Florida.....	1	1,680	1	2,062	1	5,582	2	7,644
Georgia.....	6	3,698	1	1,832	3	1,524	4	3,356
Hawaii.....	..	..	..	..	1	714	1	714
Idaho.....	..	..	1	3,604	1	7,116(b)	2	10,720
Illinois.....	2	3,118	..	..	2	4,321	2	4,321
Indiana.....	2	2,656	1	2,307	2	2,532	3	4,839
Iowa.....	..	..	1	2,115	2	3,437	3	5,552
Kansas.....	1	2,381	2	5,906	2	7,386	4	13,292
Kentucky.....	1	2,072	1	1,269	2	4,063	3	5,332
Louisiana.....	..	..	..	..	3	8,376	3	8,376
Maine.....	1	3,075	..	872	2	5,451	3	6,323
Maryland.....	..	..	1	668	..	..	1	668
Massachusetts.....	1	1,120	..	..	1	1,077	1	1,077
Michigan.....	..	..	1	3,199	2	14,939	3	18,138
Minnesota.....	2	8,191	..	..	2	8,161	2	8,161
Mississippi.....	1	3,174	1	3,365	3	20,991	4	24,356
Missouri.....	..	..	1	3,157	2	6,748	3	9,905
Montana.....	..	..	1	10,349	2	6,457	3	16,806
Nebraska.....	1	8,000	..	..	1	9,030	1	9,030
Nevada.....	2	15,366	..	..	1	15,852(c)	1	15,852
New Hampshire.....	..	..	..	..	1	3,161	1	3,161
New Jersey.....	..	..	1	570	..	..	1	570
New Mexico.....	4	36,770	..	..	2	23,569	2	23,569
New York.....	2	7,742	1	1,377	2	6,233	3	7,610
North Carolina.....	4	8,732	..	625(g)	2	3,646	3	4,271
North Dakota.....	5	27,332	1	4,149	1	9,048	2	13,197
Ohio.....	1	3,283	2	2,175	2	2,565	4	4,740
Oklahoma.....	..	..	1	4,577	2	7,859	3	12,436
Oregon.....	1	1,685	1	1,238	2	13,659	3	14,897
Pennsylvania.....	3	7,009	..	..	2	4,602	2	4,602
Rhode Island.....	..	..	1	671	..	..	1	671
South Carolina.....	1	1,856	1	1,887	3	7,219	4	9,106
South Dakota.....	6	32,383	..	..	2	11,171(d)	2	11,171
Tennessee.....	1	2,575	1	2,468	2	4,620	3	7,088
Texas.....	10	35,007	2	6,205	3	11,943	5	18,148
Utah.....	..	..	1	11,208	1	4,917(e)	2	16,125
Vermont.....	..	..	1	2,051	1	1,107	2	3,158
Virginia.....	1	445	..	291(i)	..	798(f)	..	1,089
Washington.....	2	7,103	..	..	1	2,157(e)	1	2,157
West Virginia.....	1	1,698	..	..	4	7,159(g)	4	7,159
Wisconsin.....	..	..	1	4,914	2	12,614	3	17,528
Wyoming.....	..	1,025	2	21,220	1	17,826(h)	3	39,046
Caribbean Area.....	1	789	1	85	..	..	1	85
Total.....	78	306,937	39	142,104	84	364,749	123	506,853

*Prepared by the Soil Conservation Service, U.S. Department of Agriculture.

†For multistate applications and projects the number is tabulated for the State having project leadership. The acreage column reflects actual acreage in each State.

(a) Project shared with Nevada.

(b) Project shared with Washington and one with Wyoming and one with Utah.

(c) Project shared with California.

(d) Project shared with Wyoming.

(e) Project shared with Idaho.

(f) Project shared with West Virginia.

(g) Project shared with Virginia.

(h) Project shared with Idaho and one with South Dakota.

(i) Project shared with North Carolina.

MAJOR STATE SERVICES

485

STATUS OF WATERSHED APPLICATIONS

(Under Public Law 83-566)

Cumulative to August 1, 1973*

State or other jurisdiction	Applications received in Washington		Authorized for planning assistance		Approved for operations	
	No.	Acres (1,000)	No.	Acres (1,000)	No.	Acres (1,000)
Alabama.....	61	4,253.6	40	2,901.6	27	1,844.0
Alaska.....	2	204.8	0	0	0	0
Arizona.....	32	3,316.0	17	1,941.9	11	1,021.8
Arkansas.....	132	10,717.5	72	6,071.3	51	3,034.9
California.....	79	5,568.9	47	3,182.1	21	909.4
Colorado.....	58	4,924.7	29	2,022.4	15	806.8
Connecticut.....	21	346.0	14	300.7	8	139.6
Delaware.....	6	357.8	4	301.7	4	281.9
Florida.....	77	5,170.7	31	2,354.5	20	1,231.0
Georgia.....	153	10,511.9	75	5,254.4	60	3,777.8
Hawaii.....	11	531.8	9	503.2	6	282.7
Idaho.....	48	5,152.7	17	1,382.2	6	303.1
Illinois.....	69	4,188.4	40	2,323.5	17	938.6
Indiana.....	111	8,671.3	54	4,245.4	29	1,836.1
Iowa.....	93	2,655.5	53	1,097.6	41	675.2
Kansas.....	100	10,855.2	68	7,255.6	42	3,893.7
Kentucky.....	58	3,715.6	42	2,845.2	29	2,069.4
Louisiana.....	70	8,023.5	51	6,051.3	31	3,569.6
Maine.....	27	2,022.1	16	1,044.1	9	427.1
Maryland.....	39	1,613.4	28	860.7	16	233.8
Massachusetts.....	23	1,013.6	15	562.2	10	457.3
Michigan.....	42	2,639.3	25	1,212.9	18	688.2
Minnesota.....	48	3,785.4	25	2,130.8	14	1,101.9
Mississippi.....	88	6,630.5	66	5,159.0	48	3,534.9
Missouri.....	78	6,034.8	32	2,364.6	17	697.8
Montana.....	50	3,668.4	23	1,254.0	10	353.4
Nebraska.....	84	7,054.4	57	3,800.2	39	2,311.6
Nevada.....	31	3,928.7	15	2,060.2	5	388.1
New Hampshire.....	14	1,041.1	12	1,024.0	6	455.4
New Jersey.....	26	464.5	17	376.3	12	252.6
New Mexico.....	80	7,926.0	39	3,244.9	23	1,209.6
New York.....	36	1,954.1	21	1,175.6	11	648.2
North Carolina.....	78	5,147.1	57	3,165.3	40	1,692.5
North Dakota.....	43	6,485.5	29	4,534.8	18	2,518.4
Ohio.....	72	7,290.1	23	2,024.0	14	944.6
Oklahoma.....	110	11,643.0	68	6,947.7	60	5,973.8
Oregon.....	58	5,820.1	22	2,078.3	13	679.4
Pennsylvania.....	48	2,218.7	29	1,800.9	21	1,055.3
Rhode Island.....	2	104.2	2	104.2	0	0
South Carolina.....	55	2,815.3	46	2,462.8	34	1,221.9
South Dakota.....	37	3,802.1	20	1,461.4	13	516.8
Tennessee.....	88	4,330.2	50	2,449.8	31	1,280.2
Texas.....	167	17,703.3	103	10,867.7	72	7,147.8
Utah.....	38	4,382.7	19	1,849.3	11	1,179.3
Vermont.....	8	699.9	8	699.9	3	42.4
Virginia.....	69	3,099.9	34	1,843.2	24	1,337.3
Washington.....	48	2,847.3	20	936.6	11	227.2
West Virginia.....	55	2,086.4	31	871.3	21	575.2
Wisconsin.....	54	2,851.6	34	2,059.1	22	1,082.6
Wyoming.....	46	5,380.6	22	1,892.9	11	559.3
Puerto Rico.....	6	342.7	5	292.8	3	252.0
Total.....	2,929	227,992.9	1,676	124,646.1	1,078	67,661.5

*Prepared by the Soil Conservation Service, U.S. Department of Agriculture.

STATE FORESTRY ADMINISTRATION

By A. R. BOND*

STATE FORESTRY ORGANIZATIONS are functioning in all 50 States. Although most operate as forestry departments, some are divisions of larger organizations, such as conservation or natural resource departments. Recent concern with the many natural resource uses related to the environment has given several state foresters greater responsibility for multiple resource management beyond the pure forestry aspects that so many States have been involved with during the past several decades. Consequently, state foresters are expanding the scope of their operations to become more nearly natural resource managers rather than forest managers. These changes bring a greater interest and concern from citizen groups and their participation in the decision-making process. The expansion of responsibility now extends into the urban and community areas where planning, planting, and other advice and assistance are available to lot owners and communities.

More than 16,000 permanent personnel are employed by the state forestry agencies and, of these, over 3,000 are graduate foresters. Operating budgets of these 50 agencies total over \$227 million for all programs. The size of various forestry departments varies from California, which has 2,800 permanent personnel, to smaller state organizations which may employ less than 20 full-time people. Generally speaking, the larger forestry departments are found in the Southern States, although California, Michigan, New York, Pennsylvania, and Washington are notable exceptions.

Responsibilities of the various state forestry organizations may include forest fire and pest control, assistance to private woodland owners, management of state

forest lands, regulation of cutting on private lands, administration of recreational areas, administration of urban-community forestry programs, and, in some cases, control of other natural resource uses. State foresters cooperate extensively with various units of the federal government and in particular with the Forest Service and the Soil Conservation Service of the U.S. Department of Agriculture. In addition, there is considerable cooperation with other state and local governmental agencies and organizations such as Soil Conservation Districts, rural fire departments, the Cooperative Extension Service, rural development groups, and local forest advisory groups.

To facilitate cooperation with the federal government, 37 States now have State Forestry Planning Committees which usually consist of the state forester, the area director or regional forester of the U.S. Forest Service, the State Director of Extension, the state conservationist of the Soil Conservation Service, representatives of industry, and other citizen organizations. The purpose of this committee is to provide a means for representatives of state and federal agencies with responsibilities relating to forest resources of the State to jointly review the forestry situation, the forestry programs in relation to needs, and how best to meet these needs within limits of funds and personnel. These committees, working through the U.S. Department of Agriculture Forestry Planning Committee, provide an "Annual Nationwide Accomplishment Report" on forestry activities within the States which gives a broad overview of progress or lack of progress in the application of forest land practices. Those States without a formal Forestry Planning Committee coordinate state-federal activities through various other committees and organizations.

Overall coordination and communica-

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tion among the 50 state foresters is accomplished through the National Association of State Foresters. This association is available to present a unified front in approaching the many problems encountered by the various state foresters and works closely with other agencies and organizations involved in resource management or in activities affecting the state forestry organizations.

ADMINISTRATION OF STATE FOREST LANDS

The vast majority of state forestry departments administer state-owned forest lands. These lands may be a direct responsibility of the state forester or they may be special-use forest lands managed under agreement for other state departments. State lands are managed most often under a multiple-use concept to provide forest products as well as recreation, water, and other benefits. A number of state forests are managed for demonstration and research purposes. In addition, some States manage city and county forest lands under agreements with those local agencies.

The allowable cut on state forest lands totals over 1 billion board feet annually with receipts to the various forestry departments totaling about \$72 million annually from the sale of forest products. Those States with the largest acreage of forest holdings are Alaska, Minnesota, Michigan, New York, Washington, and Pennsylvania. However, over 80 percent of the annual cut of forest products from state lands occurs in those States in the Rocky Mountain and Pacific Coast regions.

Many forestry departments have their forest lands under intensive management which assures considerable income to state government and provides economic and other benefits to city and county communities. As management matures, these forest lands will produce an increasing supply of products. Several States now have official "wildlands" as part of their state forest administration. State-owned forests generally are open to legal hunting, fishing, camping and other low-density recreational uses. Many state forests provide watersheds for public water supply.

FOREST FIRE PROTECTION

All States are involved in fire protection on state and private forest and watershed lands. The federal government cooperates, through the Clarke-McNary Act of 1924, with financial and other aid which is administered by the U.S. Forest Service. Over 631 million acres are protected by state forestry agencies, which is an increase of 111 million acres during 1970-72. It is estimated that an additional 60 million acres still need protection in various parts of the Nation. During 1972, more than 83,000 wildfires occurred on state-protected areas with the burned area limited to .17 percent of the area protected. On a nationwide basis, in 1972, 85 percent of these fires were man-caused; however, a higher percentage resulted from lightning in the Western States. Due to the prevalence of man-caused fires the States have expended considerable efforts in wildfire prevention campaigns. A nationwide prevention campaign, commonly referred to as the "Smokey Bear Program," has been in effect many years and is considered one of the more successful public service advertising campaigns in the Nation.

State forestry departments are updating their fire-fighting efforts through acquisition of more modern equipment and increased use of chemical retardants, water drops, and other improved techniques. Infrared fire detection equipment is being used on a trial basis by some States and the U.S. Forest Service in an effort to gain early detection and thus reduce wildfire size and cost. Fire weather forecasting by the Environmental Science Services Administration, U.S. Department of Commerce, has aided the States' fire-fighting forces through specialized weather forecasts and warnings. The National Association of State Foresters and U.S. Forest Service have completed a study to develop a system for determining on an interim basis the total value of all damageable resources on protected lands. The resulting model has enabled the States to more accurately determine the resource values endangered by fire and thus budget and plan accordingly. Although future improvements in equipment and techniques

are forthcoming, increased financing will be needed in many States to implement the protection programs needed to adequately protect the forest and watershed lands of the Nation.

In order to aid States and areas in need of emergency fire suppression assistance, the States and the federal government have organized four Federal Fire Company organizations (the Mid-Atlantic, Southeastern, Northeastern, and South-Central) involving 26 States. The Northeastern Compact includes New Brunswick and Quebec, Canada. Recently, state fire control personnel have assisted with fire suppression on western national forests during emergency periods. Title IV of the Rural Development Act of 1972 permits state forestry assistance in rural areas now inadequately protected.

Federal financial assistance, through the Clarke-McNary program for fire control, has increased from over \$16.4 million in fiscal year 1970 to a \$20 million appropriation in 1972. This increase was due in part to the efforts of the various state foresters, the National Association of State Foresters, and the U.S. Forest Service in alerting Congress that additional federal assistance was needed. In addition to federal financial aid, state and private expenditures for forest fire protection during fiscal year 1972 were \$105.5 million. In fiscal year 1972 total expenditures increased over \$12 million to a total of \$125 million.

FOREST MANAGEMENT ASSISTANCE

More than 70 percent of the Nation's commercial forest land is owned by private citizens and 60 percent is in farms and other nonindustrial holdings involving over 4 million landowners. These are the so-called "small owners" (i.e., less than 500 acres) who own the most productive forest land. Technical forestry assistance is available to these owners through the state forestry organizations on an advisory and educational basis. The state foresters, in many cases, advise owners of larger areas to secure the services of a private consultant. The federal government, through the U.S. Forest Service, provides financial and other assistance to the state foresters in carrying out this program.

Assistance and advice to private landowners covers tree planting, timberstand improvement, improved harvesting, marketing assistance, and formation of management plans to help meet the owner's objectives. One of the major problems in establishing good forest practices on small private woodlands in some areas of the Nation is lack of adequate markets for local species and small-sized trees. However, on August 10, 1973, the President signed the Agriculture Bill of 1973. Title X of the act includes a Forestry Incentives Program designed to encourage the small private landowner to plant and manage his woodland primarily for timber production. Cost-sharing programs will be developed by the U.S. Forest Service and the state foresters. This is considered by many to be landmark legislation. The Rural Environmental Conservation Program was also established to provide incentive cost-sharing funds for other forest benefits such as natural beauty, watershed, and wildlife cover.

State foresters employ over 850 service foresters in efforts to improve private forest land management. During 1972 over 272,000 assists to woodland owners were made at an average annual cost of \$14.6 million. Less than one third of this cost has been carried by the federal government through the Federal-State Cooperative Forest Management Program. State forestry participation in this program has been directed toward planting, improvement of growing stands, and logging road stabilization, while harvesting of trees may be done with the guidance of private consulting foresters. Forest management assistance has involved 11 million acres of private forest land. Objectives of forest management on private lands are: (1) an increase in quantity and quality in the Nation's timber supply, (2) improved income for the owners and a stable economic base for local communities, (3) improvement of other resource values such as watershed, grazing, recreation, etc., and (4) maintenance or enhancement of a quality natural environment.

In addition, the various state forestry agencies provide planning, development, and technical assistance to community

action agencies, rural development groups, conservation districts, and local development associations. A few States are becoming involved in urban area forestry assistance with an apparent trend that will involve other States in the next few years. More emphasis is given to promoting Arbor Day activities as a community activity. Forest products utilization specialists now are employed by 40 States to provide technical assistance in harvesting, processing, and marketing forest products. Wiser and more complete use of the resource helps "stretch" the wood supply. Forest landowners, loggers, and wood products manufacturers have all benefited from this phase of the state forestry program.

REFORESTATION

Forty-three state foresters operate or cooperate in the operation of state forest nurseries which shipped over 553 million trees during fiscal 1972 for planting on state and private lands. This figure is down from previous years, mostly due to old field planting sites being planted or converted to other uses. The federal government, through the U.S. Forest Service, cooperates in reforestation under the Clarke-McNary Act. Private landowners purchase trees from state nurseries at minimal cost with the remaining expense of production being carried by state and federal governments. In 1972 the costs to the States were \$5.6 million, with the federal government providing \$0.17 million. Landowners who purchased the trees paid approximately one half of the cost of seedling production.

State forestry personnel provided technical assistance to nonindustrial private landowners who reforested well over 333,000 acres during 1972. Over 666,000 acres of industrial and nonfederal public lands were also planted during the same period. Title IV of the Agricultural Act of 1956 provides assistance to the States in their own forestation programs with the objective of increasing the potential supply of industrial wood to meet future needs and to provide increased public benefits from other values associated with forest land. State reforestation programs were operating in 39 States during 1972

with total costs of \$5.9 million of which the federal share was \$0.8 million. Recent emphasis on the Title IV program is on the establishment of seed orchards for the production of seed and subsequent seedlings of superior characteristics. Using such planting stock will permit the growing of the same or greater quantity of wood fiber on a decreasing land base. In 1972, 26.5 million seedlings of improved genetic makeup were distributed from some 3,000 acres of seed orchard land operated by the States. The forest industry is also growing large quantities of these "super" seedlings. State forestry organizations, together with federal agencies, industry and others, have joined with the American Forestry Association in a 10-year tree planting effort to plant trees for all uses.

WATERSHED PROGRAMS

State forestry agencies are responsible for multiple-use management of private forest and related land resources. Under the Watershed Protection and Flood Prevention Program (P.L. 566), state foresters are assisting in forest land treatment measures such as soil stabilization, tree planting, improved fire protection, and improved forest watershed management. These same measures are applied to state lands within a P.L. 566 project area. Some States have not been able to fully implement this program because of lack of funding and limited qualified personnel, while others have assumed full responsibility for technical assistance on forest land in watershed projects and have employed and assigned specialists to cooperative watershed programs. Due to limited funds under Section 216 of the Flood Control Act of 1950, few States have been able to fully implement emergency rehabilitation projects on fire or flood-damaged watersheds. State forestry agencies are providing an increasing variety of assistance to small, publicly owned water companies in the management of their land.

FOREST PEST CONTROL

State foresters may be responsible for the prevention, detection, and suppression of forest insects and diseases on state

and private lands. Air and ground surveys covering millions of acres are conducted annually to detect or evaluate insect and disease outbreaks. In many States, this involves cooperative efforts with the U.S. Forest Service, as well as other government agencies and private landowners. The Forest Service's primary role in these cooperative efforts is the providing of technical assistance and cost-sharing with the States on approved insect and disease prevention and suppression projects.

Thirty States had cooperative agreements with the Forest Service in fiscal year 1972. There were approximately 26 cooperative insect and disease control projects in 1972. Federal cost-sharing with the States in fiscal year 1972 for the recurring program and approved control projects amounted to approximately \$1.3 million. Federal cost-sharing was on a 33 percent basis and an across-the-board limitation of \$15,000 per State. A few years ago, the National Association of State Foresters adopted a resolution recommending that the Forest Service develop a system for

cost-sharing that takes into consideration the pest control workload in the States and eliminates the across-the-board limitation. The workload analysis for each State was done and federal cost-sharing can now be up to 50 percent of the amount for approved prevention and suppression projects, providing that a cooperative agreement with the Forest Service is initiated. This new basis for financing the cooperative forest pest action program became effective July 1, 1972.

States are continuing to employ a greater number of trained entomologists and pathologists to intensify pest control programs. Federal cost-sharing assistance can help provide for the costs of employing such professionals or to provide additional training to select state employees who will then become qualified in these particular professions. Due to considerable mortality in forest stands resulting from insect and disease attacks, forest pest control efforts should receive greater emphasis in the future.

TABLE 1
STATUS OF FEDERAL-STATE COOPERATIVE FOREST
FIRE CONTROL ON STATE AND PRIVATE FOREST LANDS*

State or other jurisdiction	Area needing protection (1,000 acres)	Area protected (1,000 acres)	Fire control expenditures, fiscal year 1972		
			State and private	Federal	Total
Alabama.....	25,029	25,029	\$ 2,090,607	\$ 575,650	\$ 2,666,257
Alaska.....	14,086	14,086	342,611*	251,864	594,475
Arizona.....	18,328	4,260	66,515	57,214	123,729
Arkansas.....	20,698	20,698	1,819,260	553,310	2,372,570
California.....	33,297	33,297	28,006,640	1,319,353	29,325,993
Colorado.....	9,482	9,482	1,573,930	191,070	1,765,000
Connecticut.....	1,900	1,900	243,303	147,383	390,686
Delaware.....	392	392	64,211	47,000	111,211
Florida.....	26,243	26,243	7,242,881	741,386	7,984,267
Georgia.....	27,307	27,307	6,654,727	780,739	7,435,466
Hawaii.....	1,929	1,929	158,593	66,643	225,236
Idaho.....	10,501	9,901	844,458	401,667	1,246,125
Illinois.....	3,742	3,568	678,504	138,202	816,706
Indiana.....	4,012	4,012	293,587	101,712	395,299
Iowa.....	2,609	2,609	99,091	74,284	173,375
Kansas.....	19,329	19,329	894,641	229,249	1,123,890
Kentucky.....	16,886	16,886	1,287,434	431,825	1,719,259
Louisiana.....	15,288	12,239	3,360,131	661,348	4,021,479
Maine.....	17,321	17,321	1,814,277	521,037	2,335,314
Maryland.....	2,855	2,855	962,671	276,979	1,239,650
Massachusetts.....	3,252	3,252	620,910	257,187	878,097
Michigan.....	17,641	17,641	3,101,352	656,253	3,757,605
Minnesota.....	17,653	17,653	468,096	421,201	889,297
Mississippi.....	20,021	19,852	3,142,024	623,896	3,765,920
Missouri.....	13,936	11,374	2,219,418	517,592	2,737,010
Montana.....	12,527	8,315	930,001	220,325	1,150,326
Nebraska.....	26,319	26,319	495,272	189,864	685,136
Nevada.....	5,112	3,260	680,389	216,727	897,116
New Hampshire.....	4,339	4,339	263,188	142,510	405,698
New Jersey.....	2,564	2,564	999,305	284,053	1,283,358
New Mexico.....	44,629	44,629	213,401	101,800	315,201
New York.....	14,450	12,621	2,198,435	532,493	2,730,928
North Carolina.....	21,307	20,403	4,056,564	684,826	4,741,390
North Dakota.....	356	228	20,224	28,991(a)	49,215
Ohio.....	4,963	4,005	357,558	235,641	593,199
Oklahoma.....	27,973	4,979	762,065	261,098	1,023,163
Oregon.....	16,151	16,151	4,414,009	691,993	5,106,002
Pennsylvania.....	16,560	16,560	2,475,014	506,138	2,981,152
Rhode Island.....	434	434	233,343	80,301	313,644
South Carolina.....	12,050	12,050	2,970,778	616,216	3,586,994
South Dakota.....	25,816	25,816	311,751	90,128	401,879
Tennessee.....	12,582	12,478	3,023,084	622,860	3,645,944
Texas.....	24,566	18,588	1,651,922	451,919	2,103,841
Utah.....	9,006	9,006	391,692	155,593	547,285
Vermont.....	4,084	4,084	97,575	80,863	178,438
Virginia.....	14,367	14,367	2,163,509	575,644	2,739,153
Washington.....	12,509	12,509	4,705,140	694,457	5,399,597
West Virginia.....	12,267	12,267	595,721	256,589	852,310
Wisconsin.....	15,264	15,264	3,079,546	619,943	3,699,489
Wyoming.....	6,811	6,811	410,720	121,975	532,695
Federal Administration, In- spection, and Prevention.....	.....	.....	.....	1,493,009	1,493,009
Total.....	690,743	631,162	\$105,550,078	\$20,000,000(b)	\$125,550,078

*Prepared by the Forest Service, U.S. Department of Agriculture.

(a) Federal payment to a State never exceeds state and

private funds expended by or under control of the State.

(b) Total Federal C-M 2 funds available for Cooperative Forest Fire Control.

TABLE 2

COOPERATIVE FOREST MANAGEMENT PROGRESS AND EXPENDITURES
FISCAL YEAR 1972*

STATE FORESTERS AND U.S. FOREST SERVICE COOPERATING

State or other jurisdiction	Progress		Expenditures		
	Woodland owners assisted (Number)	Woodland involved (Acres)	Federal	State	Total
Alabama.....	3,495	121,543	\$ 119,365	\$ 130,265	\$ 249,630
Alaska.....	193	1,231	26,487	26,487	52,974
Arizona.....	455	41	18,073	20,040	38,113
Arkansas.....	1,960	16,206	99,016	118,265	217,281
California.....	6,658	381,489	83,999	112,512	196,511
Colorado.....	5,389	71,088	55,125	134,848	189,973
Connecticut.....	3,947	20,692	35,400	55,836	90,236
Delaware.....	268	80,991	21,471	21,471	42,942
Florida.....	16,912	312,428	203,575	505,192	708,767
Georgia.....	22,377	436,548	223,035	334,178	557,213
Hawaii.....	188	200,155	15,777	22,812	38,589
Idaho.....	1,281	3,247,181	41,943	44,686	86,629
Illinois.....	2,813	65,302	66,300	268,231	334,531
Indiana.....	2,754	100,242	62,600	153,536	216,136
Iowa.....	3,364	20,365	44,700	67,239	111,939
Kansas.....	3,126	309,218	34,885	61,585	96,470
Kentucky.....	2,834	93,095	150,537	406,684	557,221
Louisiana.....	3,627	101,533	95,988	153,124	249,112
Maine.....	8,447	159,937	115,800	192,339	308,139
Maryland.....	7,239	85,192	78,400	274,574	352,974
Massachusetts.....	3,955	51,507	44,400	60,849	105,249
Michigan.....	7,044	124,601	138,800	266,372	405,172
Minnesota.....	10,742	91,066	98,100	239,322	337,422
Mississippi.....	23,217	298,763	123,919	308,073	431,992
Missouri.....	10,163	142,211	143,479	465,390	608,869
Montana.....	1,952	46,759	56,959	57,126	114,085
Nebraska.....	1,721	3,475	36,602	46,785	83,387
Nevada.....	568	96,681	35,248	51,857	87,105
New Hampshire.....	4,608	140,421	58,000	78,235	136,235
New Jersey.....	2,387	19,672	44,800	94,504	139,304
New Mexico.....	747	127,821	46,864	57,571	104,435
New York.....	14,351	1,150,727	162,800	623,575	786,375
North Carolina.....	7,188	182,193	245,519	1,019,022	1,264,541
North Dakota.....	656	4,736	30,248	37,660	67,908
Ohio.....	4,811	202,083	107,400	275,446	382,846
Oklahoma.....	1,129	33,194	37,333	37,434	74,767
Oregon.....	7,534	477,905	68,261	94,783	163,044
Pennsylvania.....	3,500	51,444	145,800	402,264	547,064
Rhode Island.....	375	9,695	18,500	24,434	42,934
South Carolina.....	6,932	288,300	130,574	260,062	390,636
South Dakota.....	1,475	33,446	32,872	83,681	116,553
Tennessee.....	2,676	969,627	91,654	155,315	246,969
Texas.....	5,002	111,323	83,690	201,446	285,136
Utah.....	1,249	10,068	35,751	41,851	77,602
Vermont.....	5,155	82,963	88,100	243,348	331,448
Virginia.....	18,436	298,243	192,273	947,211	1,139,484
Washington.....	3,483	38,286	75,665	160,398	236,063
West Virginia.....	6,051	121,976	82,500	153,520	235,750
Wisconsin.....	18,226	121,463	201,500	694,551	896,051
Wyoming.....	221	2,071	34,585	35,886	70,471
Total.....	272,881	11,157,197	4,284,672	10,321,605	14,604,277
Puerto Rico.....	1,042	844	30,000	48,543	78,543
Virgin Islands.....	78	287	8,412	8,413	16,825
Grand Total.....	274,001	11,158,328	\$4,323,084	\$10,321,605	\$14,699,645

*Prepared by the Forest Service, U.S. Department of Agriculture.

Labor Relations

LABOR LEGISLATION, 1972-1973

BY SYLVIA WEISSBRODT*

STATE LEGISLATIVE ACCOMPLISHMENTS in 1972-73 broke all prior records both in number of labor laws adopted and in diversity of subject matter involved. While Legislatures focused primarily on bread-and-butter issues such as wage standards and removal of discrimination in employment, the fields of job safety and workmen's compensation also commanded considerable attention. Interest is growing in facilitating access to work opportunity for handicapped individuals and for past criminal offenders, in easing child labor restrictions, in regulating practices of private employment agencies, and in developing a framework for collective bargaining in agriculture.

WAGE STANDARDS

Minimum Wages

Continued inflationary drain on the purchasing power of low-wage workers and imminence of a possible federal rate increase formed the backdrop of accelerated state minimum wage action. This was expressed in widespread rate increases, coverage extensions, and shifts in two States from wage-board to statutory-rate type laws. Improvements of one or more types were approved or took effect in 28 jurisdictions.

Because the Federal Fair Labor Standards Act expressly permits dual federal-state jurisdiction in this field, each State

is free to respond to its minimum wage needs by establishing and enforcing higher standards than under federal law. Never before have so many Legislatures asserted this right. In 17 jurisdictions, the minimum is now above the federal \$1.60 hourly rate, or will be by January 1975.¹ In Illinois and New Hampshire, the minimum will move above \$1.60 if the federal rate is increased.

Under the Education Amendments of 1972 (P.L. 92-318), minimum wage and overtime coverage of the Fair Labor Standards Act was extended to employees of preschool centers, such as day care centers, kindergartens and similar facilities.

Noteworthy among numerous state advances was action in three States. The Ohio Legislature passed a broad coverage law for men and women, prescribing a minimum wage and premium overtime pay by statute. A shift in Minnesota replaced old wage-order rate setting for men and women by a modern fair labor standards act of almost universal application, with a minimum wage of \$1.80 an hour fixed by statute. Although the wage-board procedure was retained, the California Legislature extended authority of the Industrial Welfare Commission to establish both minimum wages and other conditions of work for men also, not just women and minors as before, and a mini-

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¹In Alaska, California, Connecticut, the District of Columbia, Guam, Maine, Massachusetts, Minnesota, Nevada, New Jersey, New York, North Carolina, North Dakota (certain occupations), Oregon, Vermont, Washington, and Wisconsin.

imum hourly rate of \$2 was promulgated. Similarly extended authority was given a comparable committee in Washington. Massachusetts discarded wage-board procedures, transferring to the labor commissioner authority to establish by administrative action certain supplementary standards formerly dependent on wage-board recommendation. In a novel contrary action in Arizona, where a wage-board type of law formerly covered women and minors, the Legislature struck out sex-based provisions with the result that the old wage law now applies only to minors.

Two segments of the work force largely denied minimum wage benefits until recently—farmworkers and household employees—are increasingly gaining protection under state law. As a result of several amendments approved in the biennium, plus coverage previously in effect, state minimums were applied to some farmworkers in 16 jurisdictions,² and to domestics in households with one covered employee in eight jurisdictions.³

Wage Payment and Collection

Employee entitlement to prompt payment of full wages and fringe benefits is well recognized in principle but has yet to be guaranteed by specific comprehensive statutes in every State, often to the dismay of the victimized employee. Some progress was made in the biennium through adoption of totally revised laws, expanded employer coverage, widened scope to protect wage supplements, tighter controls over wage deductions, and stronger penalties against delinquent employers.

A revised law approved in Illinois, incorporating recommendations made by its Commission on Labor Laws, has broad coverage of both payment and collection provisions; among other features it regulates wage deductions and protects wage supplements and fringe benefits, aside from wages. This act is to take effect July 1974, replacing four existing laws. An es-

entially new law adopted in Kansas, also with universal application, includes standards relating to payment, wage deductions, and administrative authority to collect unpaid wages. Both Ohio and Wisconsin made coverage extensions and added provisions to protect fringe benefits. In New York, where the payment and collection law had previously been extended to wage supplements, a clarifying amendment strengthened the expanded application.

Employers in default on wage payment are now obligated to pay additional penalties such as interest or liquidated damages in Arizona, Kansas, North Dakota, and Ohio. Montana extended the recovery period for such payments. Dollar limits on wage claims assignable to the administrator for collection were raised in Arkansas and North Dakota. South Carolina repealed a provision that had permitted payment of wages in redeemable certificates; it also imposed stiffer penalties for fraudulent withholding of wages. In North Dakota, wage deductions other than those mandated by law now require prior written employee authorization.

With employee consent, employers in California and Georgia may credit earnings directly to an employee's bank or similar account. The revised Kansas law permits such a plan on approval of the labor commissioner.

Wage Garnishment and Assignment

Legislative output dealing with protective standards for workers subject to wage garnishment or assignment was sparse compared with the previous biennium when state actions peaked in response to the federal wage garnishment law and the Uniform Consumer Credit Code.

In the District of Columbia, under a consumer credit protection act approved by Congress in December 1971, restrictions on the amount of garnishable wages were conformed to federal restrictions, and employers were prohibited from discharging an employee because of garnishment or attempted garnishment. In Ohio, after several court decisions found the state garnishment restrictions less advantageous to the worker than under federal

²In California, Connecticut, Guam, Hawaii, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New Mexico, New York, Ohio, Puerto Rico, South Dakota, Texas, and Wisconsin.

³In California, Maryland, Massachusetts, Minnesota, Montana, New York, Ohio, and Wisconsin.

law, the Legislature adopted amendments paralleling federal law and regulations. Amendments in Louisiana and Massachusetts raised the minimum dollar amounts protected from garnishment. Prejudgment garnishment was expressly prohibited by statute in the District of Columbia, South Dakota, and Wisconsin. A New York measure governing unfair debt collection methods for consumer purchases now forbids communication with the debtor's employer before final judgment.

In a case involving a general statute in North Dakota dealing with execution of judgments, a federal district court found the law in violation of federal law insofar as it deprives the employee-debtor of all his earnings, even though this general statute is not part of the state garnishment law.

Oregon banned all garnishment-based discharge. By a liberalized amendment in Kansas, protection from discharge was extended to employees with garnishments for three debts instead of one. Arizona, Missouri, and Minnesota forbid terminating or disciplining an employee because of wage assignment deductions for support payments to dependents.

Though the federal garnishment law lacks restrictions on wage assignments, some State Legislatures are either imposing limits or outlawing assignment, as suggested in the Uniform Consumer Credit Code. During the biennium, Kansas and Wisconsin banned irrevocable assignments for consumer transactions, New Jersey banned all assignments unless by court order, and Nebraska limited assignable wages to 15 percent, the same as for garnishment.

Prevailing Wages

A public works wage law approved in Minnesota requires payment of prevailing wages and fringe supplements to laborers and mechanics employed under contracts for public buildings, other public works, or highway construction.⁴

⁴With enactment of the Minnesota law, there are only nine States without prevailing wage laws applicable to public construction contracts—Georgia, Iowa, Mississippi, North Carolina, North Dakota, South Carolina, South Dakota, Vermont, and Virginia.

Premium pay of time and one-half an employee's basic rate is required for hours beyond prevailing hours, and in all cases for overtime in excess of eight hours a day or 40 a week. The state labor and highway departments share enforcement responsibility.

Montana's law requiring employment preference for state residents and payment of prevailing wages and certain fringe benefits, including travel allowance, already applicable to state and local construction contracts, was extended to apply also to public contracts for services. Retained is the proviso for non-enforcement of the preference mandate where it conflicts with federal hiring laws.

Administration and enforcement capacity was added for the first time to the Delaware prevailing wage law, and strengthened by amendment in Alaska, Connecticut, Nevada, and Washington. Changes of a procedural or other secondary nature were adopted in Kentucky, Maine, and New York, and additional types of contracts were brought within the scope of laws in California and Massachusetts.

By amendment in Maryland, employment of trainees or helpers on public works was barred except for approved apprentice-program enrollees, whose pay rates may not fall below an approved percentage of the predetermined journeyman rate. A new provision in Washington permits public works employment of handicapped workers at less than prevailing rates, on certificate from the labor director.

At the federal level, Congress in 1972 amended the Service Contract Act of 1965, which aims to ensure payment of prevailing wages and fringes to service employees working under government service contracts. With the purpose of achieving more equitable administration, the amendments revised the method used by the Secretary of Labor in computing prevailing rates by prescribing, for example, how rates and fringe benefits under certain union contracts are to be factored in, and by requiring that consideration be given to pay rates of federal agency employees doing comparable work. A timetable was established for

completion of rate determinations for all covered contracts, and debarment provisions strengthened against contractors in violation.

Equal Pay

Several of the early state equal pay laws, aimed essentially at eliminating pay discrimination against women, afforded redress only to women. But increasing acceptance of the principle of equality irrespective of sex has led to changes granting equal pay protection to both sexes. Arizona and Illinois did so by applying their equal pay laws to "persons," instead of women.

Ohio's equal pay law was expanded by discarding a numerical exemption and by additionally including the public sector. Ohio also clarified the law's application to wage inequality by reason of race, religion, and national origin. In Hawaii, an equal pay amendment now forbids reducing an employee's rate of pay in order to remove an unlawful wage differential based on race, religion, or sex. Utah added to its Fair Employment Practices law a definition of discriminatory compensation. A Florida law, enforceable by suit by the aggrieved, bans pay inequality based on sex, marital status, or race.

The reach of the Federal Equal Pay Act, which bars unequal pay because of sex, was extended (through the Education Amendments of 1972) to protect executive, administrative, and professional employees and outside salespeople, approximately 15 million in number.

HOURS OF WORK

An employee option to decline overtime without incurring employer retaliation—called voluntary or consent overtime—constitutes one of the new developments affecting hours-of-work standards and practices. A prominent issue in 1973 union negotiations of the United Auto Workers, the provision for voluntary overtime, under certain conditions, was successfully included in new agreements with major automakers. It is also finding its way into statutes, sometimes as an outgrowth of abandonment of women's hours laws.

The Connecticut Legislature, dropping

hours restrictions for women, applied these limits without sex bias to persons over age 66, handicapped workers, and disabled veterans, who may exceed the limits only if they consent to do so. By contrast the Utah Legislature, in repealing a maximum eight-hour day, 48-hour week for women and in rescinding power of the Industrial Commission to establish hours maximums for women, specified only that "overtime work for women shall be voluntary."

North Carolina, in an effort to control excessive overtime in employment not covered by or in compliance with the Fair Labor Standards Act, adopted maximum hours standards for such employment regardless of sex by requiring premium pay after 50 hours a week, by upping the more restrictive women's hours limit to equalize it with that for men (a maximum 10-hour day, 56-hour week and a 12-day bi-week), and by applying this limit to covered employers of four or more employees, instead of nine as before. Illinois extended a maximum six-day week to almost all full-time workers and required employers to give full-day workers a meal break of at least 20 minutes. Alaska dropped an eight-hour daily limit under public works contracts; formerly overtime was permitted only in emergencies.

DISCRIMINATION IN EMPLOYMENT

To combat employment obstacles regarded as irrelevant to job performance, legislators focused on forms of discrimination not previously outlawed.

Removal of employment bias against the handicapped was the objective of legislation in 14 jurisdictions (California, Connecticut, the District of Columbia, Florida, Iowa, Massachusetts, Minnesota, Nebraska, Nevada, New Jersey, New Mexico, Oregon, Rhode Island, and Washington) and the subject of a policy declaration in Vermont. Most such measures extended a State's basic nondiscrimination act, making it an unfair practice to discriminate because of a handicap unrelated to capacity to perform a particular job. In addition to the physically handicapped as a group, several of these amendments expressly protect the blind, epileptics, and the mentally handicapped.

Fair job consideration for the handicapped was also promoted by congressional action. Included in the Rehabilitation Act of 1973 (P.L. 93-112) is a provision requiring affirmative action by federal contractors in employing qualified handicapped individuals under contracts in excess of \$2,500, with the Department of Labor designated as the agency to receive discrimination complaints. The act also bars handicap bias in any program receiving federal financial assistance.

In a different category are past criminal offenders—those with arrest or conviction records—often blocked by numerous barriers as they try to participate responsibly in the labor force. To improve access to work opportunities for such persons, 12 States (Arkansas, California, Colorado, Connecticut, Florida, Hawaii, Illinois, Indiana, Massachusetts, New Jersey, Oregon, and Washington) adopted laws, most of them easing impediments in public sector job hiring and in occupational or business licensure.

A prohibition against discrimination by reason of marital status was added to the laws of Washington and Minnesota, the latter also barring bias based on status under a public assistance program. Amendments in several other States added or extended bans on more usual grounds. Iowa, Kentucky, and Nevada added "age" to the list; Michigan and Oregon widened the protected age span. With the addition of "sex" as a prohibited basis of discrimination in the laws of Kansas, Kentucky, Maine, Ohio, and Puerto Rico, and extension of existing bans in Alaska and Colorado, every jurisdiction with a fair employment practices or comparable act now treats sex bias essentially in the same manner as racial and other forms of unlawful discrimination. In provisions specifically applicable to jobs under public works contracts, New York added a ban against sex bias; Illinois, against bias because of sex, creed, or national origin. To promote equal opportunity in public sector employment, strengthening additions were approved in California, Hawaii, Oklahoma, and Oregon.

An enforceable human relations act was approved in South Dakota, outlawing

discrimination in employment, public service, and other fields. A former law had provided only for hearings. A more limited measure adopted in South Carolina, a State without prior legislation of this type, established a Commission on Human Affairs. Its authority to act against job bias complaints in the public sector is more effective than in the private, where it is restricted to conciliation efforts. Additional employees were brought within the scope of nondiscrimination laws in Maryland and Oklahoma by reducing from 25 to 15 the exemption based on number of employees or union members, conforming to the federal change; Nebraska inserted a numerical exemption in 1972 and reduced it in 1973.

Congress, by adoption of the Equal Employment Opportunities Act of 1972, amended Title VII of the Civil Rights Act of 1964, which prohibited employment discrimination on grounds of race, color, religion, sex, or national origin. Whereas previously the authority of the Equal Employment Opportunity Commission, created under the act, was limited essentially to a conciliation function, the commission may now sue in federal courts to achieve compliance. The amendments also expanded the act's coverage to employers and unions with 15 employees or members, a reduction from the previous number of 25, as well as to state and local governments and educational institutions. With regard to such governments, the commission may engage only in conciliation efforts, thereafter referring unresolved complaints to the Attorney General for further action.

Of profound impact in all aspects of law is the proposed Equal Rights Amendment to the Constitution, requiring equality under the law without regard to sex, adopted by the Congress in March 1972. Approval by 38 States within seven years is required for ratification. By early 1974, 33 Legislatures had voted approval. Comparable amendments to state constitutions have recently been adopted in 11 States. (See article on Legal Status of Women.)

In the elimination of sex-discriminatory laws, several Legislatures gave effect to federal and state nondiscrimination

statutes, court decisions, Attorney General opinions, administrative decisions, and constitutional provisions by wiping out many of the remaining sex-based restrictions affecting job access and work and pay conditions. Hours restrictions against women were removed by legislative action in nine more States (Connecticut, Maryland, Missouri, New York, North Carolina, North Dakota, South Carolina, South Dakota, and Utah) and by Attorney General opinion or administrative decision in Kentucky, Maine, and Minnesota.

Sex-designated occupational limitations were discarded in New York and, for employment in mines, in Arizona, Maryland, Massachusetts, New Mexico, Virginia, and Washington. Arizona, Colorado, Hawaii, Mississippi, North Carolina, and South Dakota dropped or equalized other types of sex-differentiated provisions.

Connecticut barred employers from terminating an employee because of pregnancy and adopted related provisions to assure her an absence leave and later reinstatement. Modifying a former prohibition against factory and mercantile employment within four weeks after childbirth, New York now permits such employment on a doctor's approval.

Revised sex discrimination guidelines of the Equal Employment Opportunity Commission require that pregnancy-related disability be treated the same as any other temporary disability for job purposes; among other revisions, sex inequality in fringe benefits is forbidden. A revision along similar lines of the Department of Labor's sex discrimination rules for federal contractors was also proposed in December 1973.

OCCUPATIONAL SAFETY AND HEALTH

State governments responded quickly to the challenge and opportunity offered them by the Occupational Safety and Health Act (OSHA) of 1970 to join in partnership with the federal government in the development and enforcement of safety and health standards. States may propose their own job safety and health programs for approval by the Secretary of Labor under criteria of the federal law, or

accept federal preemption. Approval carries 50 percent federal operational funds. Initially, it must be found that the state plan is or will be at least as effective as the federal program.

The need for appropriate legislation as essential underpinning to an approvable state program led to intensive state review of existing legislation, with a view to bringing the statutory framework into correspondence with federal evaluation criteria. Over half the Legislatures in the biennium either revamped their job safety laws completely or made refinements to overcome specific deficiencies. By January 1974, almost all States and Territories had submitted plans for the Secretary's review; 23 of them had been approved.⁵

Preoccupation with legislative activity generated by OSHA did not curtail interest in other aspects of safety.

Amendments to mine safety laws were passed in nine States. Of interest is a resolution of the California Legislature requesting Congress to provide 50 percent federal funds for state mine safety programs. The use of labeled safety glazing material was required in 14 more States; provisions for control of radiation hazards were approved in 11 States; and measures related to fire safety, in six. Illustrative of numerous specific improvements were a revised elevator safety law in Indiana; a mandate to the labor commissioner of Connecticut to regulate worker safety in the storage and handling of such hazardous materials as liquefied petroleum gas, dry cleaning fluids, and blasting agents; laws dealing with boiler safety in Nebraska, Ohio, and Virginia; and tighter control over explosives in Delaware, Nebraska, Rhode Island, Virginia, and Washington. New York took action for safer housing facilities of hotel employees; and the Iowa labor bureau was made responsible for safety regulation of amusement devices and related electrical equipment.

⁵In Alaska, California, Colorado, Connecticut, Hawaii, Illinois, Iowa, Kentucky, Maryland, Michigan, Minnesota, Montana, Nevada, New Jersey, New York, North Carolina, Oregon, South Carolina, Tennessee, Utah, Vermont, Virgin Islands, and Washington.

WORKMEN'S COMPENSATION⁶

Title IV of the Federal Coal Mine Health and Safety Act of 1969, commonly known as the "Black Lung Act," and the Report of the National Commission on State Workmen's Compensation Laws have received wide exposure and have been effective elements in bringing about changes in many of the States' workmen's compensation laws.

The "Black Lung Act" established a system of compensation for miners, and specified dependents of miners, who were totally disabled or killed due to pneumoconiosis arising out of employment in underground mines. As amended in 1972, the law requires the federal government to furnish the funds for all black lung compensation payments until December 31, 1973. Thereafter the claims are to be processed under state programs in those States having workmen's compensation laws approved by the Secretary of Labor, who in March 1973 issued revised criteria for determining adequacy of state laws. In States which fail to meet the criteria, the claims will be administered by the U.S. Department of Labor. The liable coal mine operators, when they can be identified, will be responsible for payment of the benefits.

The National Commission on State Workmen's Compensation Laws, at the completion of its study in July 1972, made 84 recommendations for the improvement of States' workmen's compensation laws, 19 of which it considered "essential." These "essential" recommendations deal with compulsory coverage, elimination of occupational or numerical exemptions to coverage, full coverage of work-related diseases, full medical and physical rehabilitation services, employee's choice of jurisdiction for filing interstate claims, and elimination of arbitrary limits on duration or sum of benefits. The commission recommended that the States be given an opportunity to improve their laws, but that compliance with the "essential" recommendations be evaluated

on July 1, 1975, and if not met by then, Congress should then guarantee such compliance.

In the area of benefits, the commission recommended that maximum wage replacement benefits be equal to at least two thirds of each State's average weekly wage by July 1, 1973, and 100 percent by July 1, 1975. A number of States liberalized their maximum weekly benefit provisions (see table on pages 505-7), but only 20 States and the District of Columbia actually provide wage replacement for temporary total disability at the two-thirds level as the commission recommended.

Concern continues for persons on the rolls whose benefits become inadequate as benefit levels increase. Maryland, Nevada, Vermont, and Washington provided for increases in benefits to such persons by supplemental allowances, based on a percentage of the State's average wage; and West Virginia raised such benefits from the State's 1961 minimum level to the 1967 minimum level.

Many States extended coverage of their laws. Compulsory coverage was provided in Alabama, Georgia, Kentucky, Montana, New Mexico, Tennessee, and Vermont. Numerical exemptions were eliminated in Arizona, Florida, Kentucky, Maine, Massachusetts, Ohio, Texas, and Vermont; and reduced in Georgia, Mississippi, South Carolina, and Virginia. Coverage of some agricultural workers was provided for the first time in Iowa, Montana, Pennsylvania, and Virginia, and liberalized in Arizona and Minnesota. Full coverage of occupational diseases was provided in Arizona, Colorado, Iowa, New Mexico, and Vermont.

Provisions for full medical care were adopted in Montana, Pennsylvania, South Dakota, and Virginia. Several States (Iowa, Kentucky, North Carolina, and Oklahoma), that had limitations on medical care, but had authority to extend such care administratively where necessary, statutorily required full medical care; and Alabama, New Mexico, and Tennessee increased their monetary and/or time limitations for such care.

Increased attention was given to rehabilitation services in this biennium. Among the more important enactments

⁶This section was prepared by Florence C. Johnson, Division of Workmen's Compensation Standards, Employment Standards Administration, U.S. Department of Labor.

were establishment of vocational rehabilitation services in Vermont; authorization of rehabilitation services in Nevada and North Carolina; and increases in allowances for rehabilitation in California, Delaware, Ohio, and Utah.

INDUSTRIAL RELATIONS

Public Sector

Although major groups of employees received statutorily recognized collective bargaining rights by first-time laws or coverage extensions, the biennium was characterized primarily by the adoption of more sophisticated provisions dealing with strike rights, union security, and grievance settlement. Both in new and amended statutes the search for stability shows increasing reliance on features culled from private sector experience.

Alaska adopted a Public Employment Relations Act. In addition to provisions commonly found in public bargaining laws, the act permits an agency or union shop and grants either a limited or unlimited right to strike to different groups of employees, except for protective service and hospital workers. A law in Montana, applicable to state and local employees, permits contract provisions on union security. A coordinated broad-coverage law in Oregon grants a strike right after prescribed settlement efforts have been exhausted and permits agency shop agreements. Similarly under Vermont's municipal employee law, a qualified strike right is recognized and agency shop agreements permitted. A revised Massachusetts law, to take effect in July 1974, combined separate provisions for state and municipal employees into one comprehensive law with uniform features, and added provision for union security agreements. Under agency shop contracts in Rhode Island, union dues deduction is now mandatory rather than by individual employee request.

A less punitive attitude toward unlawful strikers is also evidenced by an amendment in Minnesota where unfair employer practices may now constitute a striker's defense, and another in South Dakota which deleted from its law the specific criminal penalties formerly ap-

plicable to strikers. As for agency shop provisions in negotiated contracts, these were also permitted by amendment in three other States; in Michigan and Minnesota generally, and in Washington for state university employees. In contrast, Virginia extended its so-called "right-to-work" law to public employment.

Bargaining measures were approved for teachers in Indiana, for firemen and certain police in Kentucky, for municipal employees in Oklahoma, and state police in Massachusetts. Firemen in Florida are now protected by a law of the "meet and confer" type, and Texas adopted a law for police and firemen, subject however to local option. Improved grievance procedures were legislated within a bargaining framework in Maine and South Dakota and for public employees generally in Indiana and Virginia. Nebraska enlarged responsibilities of the Court of Industrial Relations, which administers the State's bargaining law.

A state court in Alabama voided as unconstitutional a 1953 statute, which had effectively prohibited union membership by public employees.⁷

Private Sector

Need for recognized bargaining rights and procedures for hospital employees, largely excluded from the National Labor Relations Act, was acknowledged by the Legislatures of Rhode Island and Washington. Rhode Island widened the scope of its Labor Relations Act to include private and public hospitals and related institutions. In Washington, a separate bargaining law was enacted in 1972 and improved in 1973 for nurses and other service employees in private health-care activities, both profit and nonprofit. Both States mandated arbitration as the last step to resolve impasses involving these workers, in lieu of a strike right. By amendment to an existing law in Minnesota, hospital disputes on union security must be arbitrated.

The knowing use of professional strike-breakers was outlawed in Minnesota, Oklahoma, and Pennsylvania. Typically,

⁷*Alabama Labor Council v. Frazier*, 81 LRRM 2155 (1972).

these laws make the recruiter and employer, as well as the strikebreaker, subject to penalty.

With new enactments in Idaho and Minnesota there are 14 States⁸ which bar the use of lie detectors as a condition of employment. The Virginia Legislature, while not banning use, required that employers who insist on such tests must give the job applicant or employee, on request, a record of the proceeding and conclusions.

Eight jurisdictions (Illinois, Maryland, Massachusetts, Minnesota, Oregon, Pennsylvania, Puerto Rico, and Rhode Island) approved measures to ensure fulfillment of employer contractual obligations for payment to employee benefit funds or of checked-off union dues. In a related law, the Massachusetts Legislature required bonding of trustees of employee health, welfare, and retirement funds.

PRIVATE EMPLOYMENT AGENCIES

Legislative efforts to curb employment agency practices which give rise to worker complaints, in contrast with industry efforts to persuade legislators of the efficacy of self-regulation, yielded a mixed result. Indicative of interest in achieving statutory change is the fact that proposals for new or amended laws were introduced in 37 Legislatures, several of them faced with competing bills eventually stalemated. But bills did clear Legislatures in 20 States and were approved in 18.

Despite indications of job-seeker complaints about excessive fees, Legislatures did not impose any new fee ceilings on placements in permanent jobs, such as exist under 14 laws.⁹ But a contrary development occurred, via the judicial route. In Washington, fee ceilings established by administrative regulation, temporarily enjoined since 1970, again took effect in late 1972 when the State Supreme Court vacated the lower court in-

junction, thereby upholding the administrator's authority to establish maximum fees—a decision the U.S. Supreme Court declined to review.¹⁰ This decision, coupled with a similar position taken by the Supreme Court in 1971 in connection with statutorily fixed fee ceilings under the Massachusetts law,¹¹ again affirmed state authority to prescribe maximum placement fees by statute or administrative regulation.

An agency practice of computing placement fees on projected annual earnings, in the absence of a regulated pay-as-you-go system, leads to disagreements involving overpayment for jobs lasting less than a year. Amendments adopted in seven States (California, Colorado, Nebraska, North Dakota, Oregon, Tennessee and Virginia) were directed toward reducing such fee wrangles by requiring partial refunds in specified circumstances. Another practice—referring applicants to non-existent jobs or to employers who have not expressly asked for referrals—prompted eight Legislatures (Connecticut, Illinois, Louisiana, Minnesota, Nebraska, Pennsylvania, Tennessee, and Virginia) to restrict agency action unless a bona fide job order is received from the employer, or to impose related controls over advertising or record keeping.

Included among other amendments to curtail malpractices or reduce misunderstandings were requirements in Illinois, Louisiana, and Pennsylvania that a job applicant be given a copy of the fee contract; prohibitions in Nebraska and Oregon against fees for employment in which the agency has a financial interest; and provisions in California, Illinois, Nebraska, and Pennsylvania postponing fee liability until the job offer is actually accepted. In a regulation which revised permissible placement fees, Hawaii banned advertising jobs as being "fee paid" (by employer) if the applicant could become liable for the fee under certain circumstances. Measures to increase accountability of employment counselors were taken in five States—in Maryland by

⁸Alaska, California, Connecticut, Delaware, Hawaii, Idaho, Maryland, Massachusetts, Minnesota, New Jersey, Oregon, Pennsylvania, Rhode Island, and Washington.

⁹In Alaska, Hawaii, Iowa, Kansas, Maine, Massachusetts, Nevada, New York, Oklahoma, Puerto Rico, South Dakota, Texas, Washington, and Wisconsin.

¹⁰*Barry and Barry, Inc. v. Department of Motor Vehicles*, 500 P.2d 540 (1972).

¹¹*G & M Employment Service, Inc. v. Department of Labor and Industries*, 265 N.E.2d 476.

licensing, in Illinois and Pennsylvania by pretesting, in Virginia by establishing character standards, and in Oregon by banning unauthorized use of fictitious "desk" names.

Regulation of related types of operations was approved in two States, which extended the scope of their laws—in California, to commercial résumé or counseling services; in Maryland, to visa services and to businesses furnishing job information.

Five more Legislatures—in Louisiana, Oregon, Pennsylvania, Tennessee, and Virginia—created industry advisory boards with varying degrees of authority to participate in regulatory functions.¹² On the other hand, bills to establish such boards were vetoed in Arkansas and New York.

CHILD LABOR AND SCHOOL ATTENDANCE

Existing restraints on the employment of minors continued to come under scrutiny of legislators in attempts to strike a better balance between preserving only essential safeguards and removing restrictions deemed expendable in coping with current problems of youth unemployment and alienation. In these efforts, about half the laws were revised to ease maximum hours ceilings, nightwork restrictions and procedural encumbrances on employers and minors, and to eliminate more restrictive limitations on girls than boys. As for basic standards designed to prohibit exploitation, prevent interference with schooling, and protect minors from hazardous work, in general these were maintained and in some States upgraded.

Arizona and Utah undertook complete revisions of their child labor laws. In Arizona, employment certificates are no longer required for after-school work, more stringent standards for girls were removed, and nightwork limits for both sexes relaxed. But hours ceilings for

minors under 16 and bars to hazardous employment for those under 18 were tightened, on a par with federal restraints. The Utah changes made explicit the permissible jobs at each age level between 10 and 16, prescribed a 16-year minimum age for employment during school hours, dropped mandatory certificate requirements, set uniform hours and nightwork limits for boys and girls, eliminated nightwork restrictions before nonschool days, adopted federally comparable age standards for hazardous employment, and exempted high school graduates from all restrictions. Probably more than any other revision, the Utah law typifies a composite of recent state trends. By resolution, the Utah Legislature also requested the U.S. Department of Labor and Congress to modify federal standards to enable state enactment of laws that afford youth greater employment opportunity.

On a selective basis other States adopted similar changes. For example, nightwork restrictions were relaxed in 11 States (Arkansas, California, Connecticut, Kansas, New Hampshire, New Mexico, New York, Ohio, Pennsylvania, Tennessee and Virginia), some of them permitting minors under 16 to work later at night than is lawful under federal law. Certificate requirements were curtailed or procedures simplified in California, Kansas, New Mexico, North Carolina, Virginia, and Wisconsin. Maximum hours limits for those under 16 were eased for some minors in Colorado, New Hampshire, New Mexico, and New York, but tightened at the 40-hour federal limit in Kansas and South Dakota. An 18-year starting age in hazardous occupations was established or extended in Kansas, Minnesota, and Virginia. In Tennessee, the child labor law no longer applies to minors who are married or parents, or to certain vocational trainees.

Making child labor restraints for girls the same as for boys is traceable to removal of sex-bias generally and, more specifically, to the latest guidelines of the Equal Employment Opportunity Commission, which for the first time took a position against sex-based restrictions in employment of minors. In the biennium, amendments to nine child labor laws

¹²By January 1974, 16 States had such statutorily sanctioned boards or councils, composed solely or predominantly of industry representatives—Arizona, California, Colorado, Florida, Louisiana, Maryland, Minnesota, New Mexico, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Virginia, and Washington.

eliminated more restrictive standards formerly imposed on girls, relating primarily to employment in newspaper delivery, messenger work, and during night hours.

Illinois and Indiana joined the few States which have established a specific age minimum for farmwork, applicable even outside school hours. Both fixed the minimum at 10 years, but the Indiana provision does not apply to children living with their parents, whereas that of Illinois exempts only the farmer-employer's family. Although Utah fixed a 12-year minimum for farmwork performed outside school hours, this age minimum can be waived with parental consent.

About half the Legislatures, lowering the age of majority from 21 years to 18, combed their state codes to make conforming age reductions for numerous purposes. Most frequently affected in the employment field were minimum qualifying ages for occupational and professional licenses and for employment in establishments subject to alcoholic beverage control laws.

Enabling or related measures for offering year-round school instruction on a rotating enrollment basis, without altering pupil attendance standards, were adopted in Arizona, California, Florida, Massachusetts, Nebraska, and Rhode Island. Year-round school operation suggests a need to reexamine any child labor standards or enforcement procedures developed on the assumption that attendance hours in a district are uniform for all school-age children. By amendment to compulsory school attendance laws, Arizona exempted children in designated work-training programs; New Mexico, those not benefitting from attendance, on condition they have passed a general education test. The Supreme Court upheld the right of the Amish to withdraw their children from compulsory schooling after the eighth grade.

AGRICULTURAL WORKERS

Absence of a statutory framework for the conduct of collective bargaining in the farm sector, in the face of union organizing activity, impelled three Legislatures to adopt specific labor relations

acts for this sector alone—in Arizona, Idaho, and Kansas. Agricultural workers are largely exempted from the National Labor Relations Act and are similarly exempted under comparable state laws, except in Hawaii and Wisconsin and to a limited extent in Massachusetts where laws of general application include farm-worker coverage.

Discord accompanying adoption of the Arizona law attests to lack of consensus on features of an equitable law in this field. Particularly controversial in the Arizona law were restrictions on harvest-time strikes, on use of consumer boycotts and, from the union viewpoint, on organizing activity.¹³ The Kansas law recognizes an employee's right to organize and to be represented in a "meet and confer" relationship, which may culminate in a "memorandum of agreement" with employers on wages, hours, other conditions of employment, and grievance procedures. Both laws are administered by specially created independent boards. The Idaho act represented a modification of a prior short-time law that had expired March 1972, with removal of some of the former severe restrictions against labor, such as eligibility for picketing. Variations in these three laws are indicative more of developmental growing pains than of a pattern predictive of future trends.

Stronger regulation of conditions in migrant labor camps was approved in Florida, Michigan, Oregon, and Wisconsin. Adoption of Arizona's job safety and health law made superfluous former separate requirements for labor camps alone. New York required growers or processors to provide, at their own expense, work-site drinking water for farmworkers. A California measure required adoption of regulations on pesticide use and related worker safety. Many of the new safety and health laws made no distinction between

¹³The State Superior Court of Arizona has already found one provision in the law to be unconstitutional. The invalidated provision, found too vague and serving "to completely muzzle the union," had prohibited a union from encouraging a secondary employer not to handle products of a grower with whom a labor dispute exists. (*Safeway Stores, Inc. v. United Farm Workers Union*, 72 LC, para. 53,195.)

farm and nonfarm sectors, a departure from the pattern prevalent before passage of the federal law. In South Carolina, the Legislature created a Migrant Farm Workers Commission to coordinate several programs affecting migrants and called for a study of their problems.

Through payment bonds or bank deposits, workers of farm-labor contractors in Oregon now have greater assurance of receiving their wages; in Utah, farmworkers are now protected by time limits for payment of wages to terminated employees.

Progress in minimum wage standards for farmworkers included new coverage under laws of California, Minnesota, Ohio, New Mexico, and South Dakota, and higher rates for all or some covered workers, either by amendment or by previously approved escalation, in Connecticut, Guam, Montana, New Jersey, and Wisconsin, and in Puerto Rico through higher subsidy payments. A new provision in Oregon's minimum wage law entitles farmworkers under 18 years of age to the same piece rates as those over 18.

OTHER LAWS

A proposed constitutional amendment in Oklahoma, scheduled for electorate vote in November 1974, would make the post of labor commissioner an appointed rather than an elected office. Several South Carolina measures strengthened enforcement powers of the labor commissioner; Connecticut transferred to the labor department its occupational health division, formerly in the health department; whereas Kentucky, by executive or-

der subject to legislative approval in 1974, moved administration of private employment agencies out of the labor department into a Human Resources Cabinet. Illinois renewed its Commission on Labor Laws.

Connecticut, Massachusetts, and Oregon dealt with regulation of pension or retirement systems and New Jersey and Michigan authorized study of pension problems.

By congressional action, the Comprehensive Employment and Training Act of 1973 (P.L. 93-203), approved in late 1973, shifts substantial manpower program funds from federal to state and local control; it also expands the public service employment program. Manpower measures at the state level included establishment of a public service employment program in Hawaii, a revised apprenticeship law and a rural manpower services program in Florida, creation of a Department of Employment Development in California, and training acts in New Mexico for the unemployed and the handicapped. Connecticut and Kansas, like California¹⁴ previously, barred employers from knowingly employing an alien illegally in the country.

¹⁴In a case before the Superior Court of Los Angeles County, the court held the California statute to be unconstitutional and enjoined enforcement, on the grounds that it encroached on the exclusive right of Congress to regulate immigration and that it failed to provide the degree of certainty required to meet constitutional guarantees of due process (*Dolores Canning Co., et al. v. George Milas*, [Chief of Division of Labor Law Enforcement, Department of Industrial Relations] No. 016928. Memorandum Opinion, March 21, 1972).

MINIMUM AND MAXIMUM BENEFITS FOR TEMPORARY TOTAL
DISABILITY UNDER WORKMEN'S COMPENSATION LAWS*
(As of November 1973)

State or other jurisdiction	Maximum percentage of wages	Maximum period	Payment per week		Total maximum stated in law
			Minimum	Maximum	
Alabama.....	66%	300 weeks	\$30, or average wage if less	\$68(a)	\$20,400(a)
Alaska.....	65	Duration of disability	\$65, or average wage if less	\$175	\$30,000
Arizona.....	66%	Duration of disability	\$30 if worker is 21 years of age or over, plus \$2.30 for total dependents	\$153.85, plus \$2.30 for total dependents	...
Arkansas.....	65	450 weeks	\$15	\$63(b)	\$29,000
California.....	61 1/4(c)	240 weeks	\$35	\$105	...
Colorado.....	66%	Duration of disability	25% of applicable maximum (\$21)(d)	\$84(d)	(d)
Connecticut.....	66%	Duration of disability	\$20	66% of State's average production wage (\$112.50 - \$167.84)(e)	...
Delaware.....	66%	Duration of disability	\$25, or actual wage if less	\$75	...
Florida.....	60	350 weeks	\$20, or actual wage if less	\$80(g)	...
Georgia.....	66%	400 weeks	\$25, or actual wage if less	\$65	...
Hawaii.....	66%	Duration of disability	\$18, or average wage if less	\$112.50	...
Idaho.....	60(e)	52 weeks; thereafter 60% of the currently applicable average weekly state wage, for duration of disability	45% of the currently applicable average weekly state wage (\$55.80)	60% to 90% of the currently applicable average weekly state wage (\$74.40 - \$111.60)(e)	...
Illinois.....	65-80(e)	Duration of disability until equivalent of death benefit is paid, except in specific injury cases limited to 64 weeks	\$31.50 to \$49(e)	\$100.90 to \$124.30(e). After first 64 weeks reduced to \$80.90 - \$96.90	\$24,624 - \$34,485(e)
Indiana.....	60	500 weeks	\$21	\$60 to \$75(e)	\$30,000
Iowa.....	80(l)	Duration of disability	\$18, or actual wage if less	66% of State's average weekly wage (\$91)(i)	...
Kansas.....	60	415 weeks	\$7	\$56	\$23,240
Kentucky.....	55-62 1/2(e)	Duration of disability	20% of the State's average weekly wage (\$27)	60% of the State's average weekly wage (\$81)	...
Louisiana.....	65	300 weeks	\$17.50, or actual wage if less	\$65	...
Maine.....	66%	Duration of disability	\$18(j)	2/3 of State's average weekly wage (\$83)(j)	...
Maryland.....	66%	Duration of disability	\$25, or actual wage if less	2/3 of State's average weekly wage (\$96.80)	...
Massachusetts.....	66%	Duration of disability	\$20, or average wage if less, but not less than \$10 if normal working hours are 15 or more	\$80 plus \$6 for each total dependent; aggregate not to exceed worker's average weekly wage	\$20,000(k)
Michigan.....	66%	Duration of disability	\$27 to \$42(e)	\$93 to \$122(e)(l)	...
Minnesota.....	66%	350 weeks	\$17.50	\$100	...
Mississippi.....	66%	450 weeks	\$10	\$56(m)	\$21,000
Missouri.....	66%	400 weeks	\$16, or actual wage if less	\$70	...
Montana.....	66%	Duration of disability	No statutory minimum	\$110(n)	...
Nebraska.....	66%	Duration of disability	\$49, or actual wage if less	\$80	...
Nevada.....	66%	433 weeks	No statutory minimum	2/3 of State's average monthly wage (\$106.07 weekly)	...
New Hampshire.....	(o)	Duration of disability	\$30, or average wage if less	\$115(o)	...
New Jersey.....	66%	300 weeks	\$15	2/3 of State's average weekly wage (\$108)	...

MINIMUM AND MAXIMUM BENEFITS FOR TEMPORARY TOTAL DISABILITY UNDER WORKMEN'S COMPENSATION LAWS*

(As of November 1973)—Continued

State or other jurisdiction	Maximum percentage of wages	Maximum period	Payment per week		Total maximum stated in law
			Minimum	Maximum	
New Mexico.....	66%	500 weeks	\$36, or actual wage if less	\$65(p)	\$32,500(p)
New York.....	66%	Duration of disability	\$30, or actual wage if less	\$95	...
North Carolina.....	66%	400 weeks(q)	\$20	\$80	\$32,500(q)
North Dakota.....	60	Duration of disability	Same as maximum	60% of State's average weekly wage (\$74), plus \$5 for each dependent child, but not to exceed worker's net wage after taxes and social security	...
Ohio.....	66%	Duration of disability	33½% of State's average weekly wage (\$55), or actual wage if less	66½% of State's average weekly wage (\$110)	...
Oklahoma.....	66%	300 weeks, may be extended to 500 weeks	\$20, or actual wage if less	\$60	...
Oregon.....	66%	Duration of disability	\$50, or 90% of actual wage if less	80% of State's average weekly wage (\$125.20)	...
Pennsylvania.....	66%	Duration of disability	50% of statewide average weekly wage (\$75), with absolute minimum of ½ maximum weekly rate	66½% of statewide average weekly wage (\$100)	...
Rhode Island.....	66%	Duration of disability (r)	\$30	60% of State's average weekly wage (\$81.55) plus \$6 for each dependent; aggregate not to exceed worker's average weekly wage	(r)
South Carolina.....	60	...	\$20	\$63	\$25,000
South Dakota.....	66%	312 weeks	½ of maximum weekly average (\$32), or average weekly wage if less	56% of State's average weekly wage (\$63)(s)	...
Tennessee.....	66%	Duration of disability	\$15	\$62	...
Texas.....	66%	401 weeks	\$15(t)	\$63(t)	...
Utah.....	66%	312 weeks	\$35(e)	66½% of State's average weekly wage (\$89.33)	...
Vermont.....	66%	Duration of disability	30% of State's average weekly wage (\$41), plus \$5 for each dependent under 21, or average wage if less	60% of State's average weekly wage (\$81), plus \$5 for each dependent under 21	...
Virginia.....	66%	500 weeks	\$25	\$80	\$40,000
Washington.....	60-75(e)	Duration of disability	\$43.19 to \$82.11(e)	75% of State's average wage, adjusted annually (\$121.38)	...
West Virginia.....	66%	208 weeks	\$40	60% of State's average weekly wage (\$91.80)	...
Wisconsin.....	70	Duration of disability	\$21	\$90	...
Wyoming.....	66%	Duration of disability	\$43.38 to \$62.08(e)	\$54.92 to \$79.38 (e)	...
District of Columbia	66%	Duration of disability	50% of national average weekly wage (\$70.18), or worker's actual wage if less	\$210.54(f)	...
Guam.....	66%	Duration of disability	\$28, or actual wage if less	\$56	\$20,000(h)
Puerto Rico.....	66%	312 weeks	\$10	\$45	...

MINIMUM AND MAXIMUM BENEFITS FOR TEMPORARY TOTAL DISABILITY UNDER WORKMEN'S COMPENSATION LAWS*

(As of November 1973)—Concluded

State or other jurisdiction	Maximum percentage of wages	Maximum period	Payment per week		Total maximum stated in law
			Minimum	Maximum	
United States†:					
FECA.....	66½-75(e)	Duration of disability	\$81.95(u), or actual wage if less	\$519.23(u)	...
LS/HWCA.....	66½	Duration of disability	50% of national average weekly wage (\$70.18), or worker's actual wage if less	\$210.54(f)	...

*Prepared by the Division of Workmen's Compensation Standards, Employment Standards Administration, U.S. Dept. of Labor.

†FECA means Federal Employees' Compensation Act (5 U.S.C. 8101-8150). LS/HWCA means Longshoremen's and Harbor Workers' Compensation Act (33 U.S.C. 901-950).

(a) Effective July 1, 1974, the maximum weekly benefits will be \$75; and the total maximum will be \$22,500.

(b) Effective July 1, 1974, the maximum weekly benefits will be \$66.50.

(c) The law provides for 65 percent of 95 percent of actual earnings, or 61½ percent.

(d) Effective July 1, 1974, the maximum weekly benefits will be 66½% of the State's average weekly wage. If periodic disability benefits are payable to the worker under the federal OASDI, the workmen's compensation weekly benefits shall be reduced (but not below 0) by an amount approximating one half such federal benefits for such week. If disability benefits are payable under an employer pension plan, the workmen's compensation benefits shall be reduced in an amount proportional to the employer's percentage of total contributions to the plan.

(e) According to number of dependents. In Washington and Wyoming, according to marital status and number of dependents. In Illinois, according to number of dependent children under 16, or under 18 when not emancipated. In Connecticut, \$5 for each dependent child under 18, up to 50 percent of the basic weekly benefit, total benefit not to exceed 75% of the average weekly wage. In Idaho, increased by 7% of currently applicable average weekly state wage for each child up to 5 children. In Utah, \$5 for dependent wife and each dependent child up to 4, but not to exceed 66½% of State's average weekly wage.

(f) D.C. and LS/HWCA: Based on 150% of national average weekly wage during period ending September 30, 1974; 175% from October 1, 1974-September 30, 1975; and 200% beginning October 1, 1975. "National average weekly wage," as determined by the Secretary of Labor, shall be based on the national average weekly earnings of production or nonsupervisory workers on private nonagricultural payrolls.

(g) If periodic disability benefits are payable to the worker under the federal OASDI, the workmen's compensation benefits and the federal payment shall not exceed 80% of the employee's average weekly wage. This offset shall not be applicable when worker reaches age 62.

(h) Total maximum \$20,000 for temporary total and permanent partial disability.

(i) Maximum percentage of wages based on employee's average weekly spendable earnings. Effective July 1, 1975, maximum weekly benefits will be 100% of the State's average weekly wage; July 1, 1977, 133¼%; July 1, 1979, 166¼%; and beginning July 1, 1981, 200%.

(j) Effective November 30, 1974, minimum weekly benefits will be \$25, and effective November 29, 1974, maximum benefits will be 100% of the State's average weekly wage.

(k) Total maximum \$20,000 for temporary total and permanent partial disability. Plus dependents' allowances.

(l) The maximum benefit rate is adjusted annually on the basis of a \$1 increase or decrease for each \$1.50 increase or decrease in the State's average weekly wage.

(m) Effective July 1, 1974, the maximum weekly benefits will be \$63.

(n) Effective July 1, 1974, maximum weekly benefits shall not exceed the State's average weekly wage. If periodic disability benefits are payable to the worker under the federal OASDI, the workmen's compensation weekly benefits shall be reduced (but not below 0) by an amount approximating one half such federal benefits for such week.

(o) Benefits set in accordance with a "wage and compensation schedule," up to average weekly wage of \$138 (maximum payment \$92). If the average weekly wage is over \$138, compensation shall be 66¼% of such wage, not to exceed \$115.

(p) Effective July 1, 1974, maximum weekly benefits will be \$75, and the total maximum will be \$37,500.

(q) The 400 weeks and \$32,500 do not apply in cases of permanent total disability resulting from an injury to the brain or spinal cord or from loss of mental capacity caused by an injury to the brain.

(r) After 500 weeks, or after \$32,500 has been paid, payments to be made from second injury fund for period of disability.

(s) Effective July 1, 1974-June 30, 1975, 60% of State's average weekly wage; effective July 1, 1975, 66¼%.

(t) Effective September 1, 1974, maximum weekly benefits will be \$70, and the minimum \$16. Thereafter, each \$10 increase in the average weekly wage for manufacturing production workers will increase the maximum benefit by \$7 per week, and the minimum by \$1 per week.

(u) Federal employees: Based on 75 percent of the pay of specified grade levels in the federal civil service.

MAJOR STATE CHILD-LABOR STANDARDS AFFECTING MINORS UNDER 18*

As of November 1973

(Because of limitations of space, occupational coverage, exemptions, and deviations are usually not indicated)

<i>State or other jurisdiction</i>	<i>Basic minimum age (a)</i>	<i>Employment or age certificate required up to age indicated (b)</i>	<i>Maximum daily and weekly hours and days per week for minors of age indicated (c) (d)</i>	<i>Nightwork prohibited for minors of age indicated and for hours specified (c)</i>
Alabama.....	16	17; 19 in mines and quarries	8-40-6, under 16. 4 on schoolday, 28 in school week, under 16.	8 p.m. to 7 a.m., under 16.
Alaska.....	16	(e)	8-40-6, under 18, except during public school vacations for 16-18 provided employment accords with prevailing hours in the industry. 9 combined hours of work and school on schoolday, 23 work hours in school week, under 16.	7 p.m. to 6 a.m., under 16.
Arizona.....	14	(e)	8-40, under 16. 3 on schoolday, 18 in school week, under 16 enrolled in school.	9:30 p.m. to 6 a.m., under 16.
Arkansas.....	14	16	8-48-6, under 16. 10-54-6, 16-18.	7 p.m. (9 p.m. before nonschoolday) to 6 a.m., under 16. 10 p.m. before schoolday to 6 a.m., 16-18.
California.....	15	18	8-48, under 18. 4 on schoolday, under 18 required to attend school.	10 p.m. (12:30 a.m. before nonschoolday) to 5 a.m., under 18.
Colorado.....	16	16	8-40, under 18. 6 on schoolday, under 16.	9:30 p.m. to 5 a.m. before schoolday, under 16.
Connecticut.....	16	18	9-48, under 18. 8-48-6, under 18 in stores, and 14-16 in agriculture.	10 p.m. to 6 a.m., under 18. 11 p.m. (midnight if not attending school) to 6 a.m. in dining rooms before nonschoolday and during vacation, 16-18.
Delaware.....	14	18	8-48-6, under 16.	7 p.m. (9 p.m. in stores on Friday, Saturday, and vacation) to 6 a.m., under 16.
Florida.....	16	18	8-40-6, under 16. 3 on schoolday before schoolday, under 16.	8 p.m. (10 p.m. before nonschoolday) to 6:30 a.m., under 16. 10 p.m. to 5 a.m., 16-18.
Georgia.....	16	18	8-40, under 16. 60-hour week, employees 16 and over in cotton and woolen factories. 4 on schoolday, under 16.	9 p.m. to 6 a.m., under 16.
Hawaii.....	16	18	8-40-6, under 16. 10 combined hours of work and school on schoolday, under 16.	7 p.m. (8 p.m. June 1 through day before Labor Day) to 7 a.m., under 16.
Idaho.....	14	(e)	9-54, under 16.	9 p.m. to 6 a.m., under 16.
Illinois.....	16	16	8-48-6, under 16. 3 on schoolday, 8 combined hours of work and school on schoolday, under 16 attending school.	7 p.m. to 7 a.m., under 16.

Indiana	14	17	8-40-6, under 17, except minors of 16 not attending school. 9-48 before nonschoolday and during summer vacation, minors of 16 attending school. 3 on schoolday, 23 in school week, under 16.	7 p.m. (9 p.m. before nonschoolday) to 6 a.m., under 16. 10 p.m. (midnight before nonschoolday and during summer vacation) to 6 a.m., minors of 16 attending school.
Iowa	16	16	8-40, under 16. 4 on schoolday, 28 in school week, under 16.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m., under 16.
Kansas	14	(e)	8-40, under 16.	10 p.m. before schoolday to 7 a.m., under 16.
Kentucky	16	18	8-40, on nonschooldays and weeks, under 16. 3-18, on schooldays and weeks, under 16. 4 on schoolday, 8 on Friday and nonschoolday, 32 in school week, 16-18 attending school. 10-60-6, 16-18 not attending school.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m., under 16. 10 p.m. (midnight on Friday, Saturday, and during vacation) to 6 a.m., 16-18 attending school. Midnight to 6 a.m., 16-18 not attending school.
Louisiana	16	18	8-44-6, under 17. 3 on schoolday, under 16.	7 p.m. to 6 a.m., boys under 16, girls under 17. 10 p.m. to 6 a.m., boys 16, girls 17 if attending school.
Maine	16	16	8-48-6, under 16. 4 on schoolday, 28 in school week, under 16 enrolled in school.	9 p.m. to 7 a.m., under 16.
Maryland	16	18	8-40-6, under 16. 9-48-6, 16-18 not enrolled in school. 3 on schoolday and 23 a week when school in session 5 or more days, under 16 attending school. 5 on schoolday and 30 a week when school in session 5 or more days, 8 on nonschoolday and 40 a week when school in session less than 5 days, 16 and 17 attending school.	7 p.m. (9 p.m. June 1 through September 1) to 7 a.m., under 16. 11 p.m. to 6 a.m., 16-18 attending school.
Massachusetts	16	18	4-24, under 14 in farmwork. 8-48-6, under 16. 9-48-6, 16-18.	6 p.m. to 6:30 a.m., under 16. 10 p.m. (midnight in restaurants on Friday, Saturday, and vacations) to 6 a.m., 16-18.
Michigan	14	18	10-48-6, under 18. 48 combined hours of work and school in school week, under 18.	9 p.m. to 7 a.m., under 16. 10:30 p.m. to 6 a.m., 16-18 attending school. 11:30 p.m. to 6 a.m., 16-18 not attending school. 6 p.m. to 6 a.m. in factories, girls under 18.
Minnesota	14	16	8-48, under 16.	7 p.m. to 7 a.m., under 16.
Mississippi	14	(e)	8-44, under 16. 10-hour day, employees 16 and over in mill, factory, and other specified establishments.	7 p.m. to 6 a.m., under 16.
Missouri	14	16	8-40-6, under 16.	7 p.m. (10 p.m. before nonschoolday and for minors not enrolled in school) to 7 a.m., under 16.
Montana	16	18	.....	.....
Nebraska	14	16	8-48, under 16.	8 p.m. to 6 a.m., under 14. 10 p.m. (beyond 10 p.m. before nonschoolday on special certificate) to 6 a.m., 14-16.

MAJOR STATE CHILD-LABOR STANDARDS AFFECTING MINORS UNDER 18*—Concluded

As of November 1973

(Because of limitations of space, occupational coverage, exemptions, and deviations are usually not indicated)

<i>State or other jurisdiction</i>	<i>Basic minimum age (a)</i>	<i>Employment or age certificate required up to age indicated (b)</i>	<i>Maximum daily and weekly hours and days per week for minors of age indicated (c) (d)</i>	<i>Nightwork prohibited for minors of age indicated and for hours specified (c)</i>
Nevada.....	14	17	8-48, under 16.	.....
New Hampshire.....	16	18	3 on schoolday, 8 any other day, 23 in school week, 48 during vacation, under 16 enrolled in school. 10-48 at manual or mechanical labor in manufacturing, 10¼-54 at such labor in other employment, under 16 not enrolled in school and 16-18.	9 p.m. to 7 a.m., under 16 enrolled in school.
New Jersey.....	16	18	8-40-6, under 18. 10-hour day, 6-day week in agriculture, under 16. 8 combined hours of work and school on schoolday, under 16.	6 p.m. to 7 a.m., under 16. 10 p.m. (midnight in restaurants before nonschoolday and during vacation) to 6 a.m., 16-18, except 11 p.m. for boys in nonfactory establishments during vacation.
New Mexico.....	14	16	8-44 (48 in special cases), under 14.	9 p.m. to 7 a.m., under 14.
New York.....	16	18	8-40-6, under 16. 8-48-6, 16-18. 3 on schoolday, 23 in school week, under 16. 4 on schoolday, 28 in school week, 16 attending day school.	7 p.m. to 7 a.m., under 16. Midnight to 6 a.m., 16-18.
North Carolina.....	16	18	8-40-6, under 16. 9-48-6, 16-18. 8 combined hours of work and school on schoolday, under 16.	7 p.m. (9 p.m. when school not in session) to 7 a.m., under 16. Midnight to 6 a.m., 16-18.
North Dakota.....	14	16	8-48-6, under 18. 3 on schoolday, 24 in school week, under 16 not exempted from school attendance.	7 p.m. (9 p.m. June 1 through Labor Day) to 7 a.m., under 16.
Ohio.....	16	18	8-48-6, under 18. 9 combined hours of work and school on schoolday, under 16; 4 work hours a day, under 14.	6 p.m. to 7 a.m. (10 p.m. to 6 a.m. before nonschoolday), under 16. 10 p.m. (midnight before nonschoolday) to 6 a.m., 16-18.
Oklahoma.....	14	16	8-48, under 16.	6 p.m. to 7 a.m., boys under 16, girls under 18.
Oregon.....	14	18	10-44 (emergency overtime allowed on special permit)-6, under 16. 44 (emergency overtime allowed on special permit), 16-18.	6 p.m. (10 p.m. on special permit) to 7 a.m., under 16.
Pennsylvania.....	16	18	8-44-6, under 18. 4 on schoolday, 18 in school week, under 16 enrolled in school. 28 in school week, 16-18 enrolled in regular day school.	7 p.m. (10 p.m. during vacation from June to Labor Day) to 7 a.m., under 16. 11 p.m. (midnight before nonschoolday) to 6 a.m., 16-18 enrolled in regular day school.
Rhode Island.....	16	16	8-40, under 16. 9-48, 16-18.	6 p.m. to 6 a.m., under 16. 11 p.m. to 6 a.m., 16-18.

South Carolina.....	16	(e)	10-55, employees 16 and over in cotton or woolen manufacturing establishments. (Overtime permitted with special authorization.)	8 p.m. (11 p.m. before nonschoolday in stores, domestic service, farmwork) to 5 a.m., under 16.
South Dakota.....	14	16	8-40, under 16.	After 7 p.m. in mercantile establishments, under 14.
Tennessee.....	14	18	8-40-6, under 18. 4 on schoolday, except 5 on Friday, 28 in school week, under 17 not exempted from school attendance.	10 p.m. to 7 a.m., under 16. 10 p.m. to 6 a.m., 16-18.
Texas.....	15	15(e)	8-48, under 15.	10 p.m. to 5 a.m., under 15.
Utah.....	16	(e)	8-40, under 16. 4 on schoolday, under 16.	9:30 p.m. to 5 a.m. before schoolday, under 16.
Vermont.....	14	16	8-48-6, under 16. 9-50, 16-18.	7 p.m. to 6 a.m., under 16.
Virginia.....	16	18	8-40-6, under 18.	6 p.m. (10 p.m. before nonschoolday and June 1 to Sept. 1) to 7 a.m., under 16, except that minors of 15 may begin work at 5 a.m. Midnight to 5 a.m., 16-18.
Washington.....	14	18	8-40-5, when school in session, under 16. In computing hours, $\frac{1}{2}$ total school attendance hours are included. 8-40-5 when school not in session, under 16. 8-40-5, 16-18.	7 p.m. to 7 a.m., under 16. Minors 16 and 17 attending school may be employed after 7 p.m. in authorized employment.
West Virginia.....	16	16	8-40-6, under 16.	8 p.m. to 5 a.m., under 16.
Wisconsin.....	16	18	8-24-6, except 8-40-6 during school vacation, under 16. 8-40-6, except 8-48-6 during school vacation, 16-18.	8 p.m. (9:30 p.m. before nonschoolday and during vacation) to 7 a.m., under 16. 11 p.m. (12:30 a.m. before nonschoolday and during vacation) to 6 a.m., girls 16-18. 12:30 a.m. to 6 a.m. (except where under direct supervision of adult and provided minor receives 8 consecutive hours of rest between end of work and beginning of schoolday), boys 16-18.
Wyoming.....	16	16	8 a day, under 16.	10 p.m. (midnight before nonschoolday and for minors not enrolled in school) to 5 a.m., under 16. Midnight to 5 a.m., girls 16-18.
District of Columbia.....	14	18	8-48-6, under 18.	7 p.m. to 7 a.m., under 16. 10 p.m. to 6 a.m., 16-18.
Puerto Rico.....	16	18	8-40-6, under 18. 8 combined hours of work and school on schoolday, "minors attending school."	6 p.m. to 8 a.m., under 16. 10 p.m. to 6 a.m., 16-18.

*Prepared by the Division of State Employment Standards, Employment Standards Administration, U.S. Department of Labor.

(a) The States listed as having a 16-year basic minimum age usually establish this age for factory employment at any time, or for any employment during school hours, or both; certain employment is permitted under 16 outside school hours and during school vacation, usually in nonfactory employment. The States listed as having a 14- or 15-year minimum age often permit employment of children under these ages outside school hours or during school vacation or in certain occupations at any time.

(b) In almost all States the law provides that age certificates may be issued upon request for minors above the age indicated or, although not specified in the law, such certificates are issued in practice.

(c) Maximum hours and nightwork provisions usually have broad occupational coverage. Several States exempt high school graduates or their equivalent, or have less restrictive pro-

visions for minors participating in various school-work programs. Many States have separate nightwork prohibitions in messenger service. These are not shown.

(d) This column does not include hours restrictions on female minors derived from women's maximum hours laws still on the statute books. Many such laws have been repealed in recent years; most of those not repealed have been invalidated in whole or in part by court or administrative decision on the ground they are discriminatory under Title VII of the Federal Civil Rights Act of 1964.

(e) Certificates are not mandatory under State law in Alaska, Arizona, Idaho, Mississippi, South Carolina, and Utah, nor in Kansas for minors enrolled in secondary school. For purposes of the Fair Labor Standards Act, age certificates are issued upon request by the State Employment Service in Idaho and by federal officers in Mississippi and South Carolina, as well as in Texas for minors 15 and over; in Alaska, birth, baptismal, and census records are accepted as proof of age.

EMPLOYMENT SECURITY ADMINISTRATION IN THE STATES*

GROWTH AND CHANGE in the population, the labor force, and the economy have influenced and shaped the course of the employment security system since its birth in the depression years of the 1930s. An expanding population produced dramatic changes in the composition of the Nation's labor force. These changes, coupled with continued economic growth and technological advances, challenged the efforts of the Nation to balance manpower needs and resources. To further complicate the problem, social programs related to equality of opportunity and economic want exerted tremendous pressures for change in manpower demands and services. State employment security agencies have had prime responsibility for meeting the changing manpower needs. The history of these governmental agencies is one of progression to meet the needs of the times.

As the Nation moves into the mid-1970s, the employment security system faces a period of further challenge. It is a time of paradoxes—of strengths and weaknesses in the economy, of doubts and uncertainties in priorities, of experience versus innovation in methods. Attuned to crisis and change, the Nation's primary manpower system is being reshaped to come to grips in a more effective way with the manpower problems of the future.

THE ECONOMY

The economic recovery which began in 1971 moved at an accelerated pace in 1972 and the first six months of 1973. The

Gross National Product continued its steady rise. In the April-June quarter of 1973, there was a slackening in the boom which lowered the growth rate to 2.6 percent after discounting the effects of inflation.

The effects of improved economic conditions were reflected in generally improved conditions of the labor force. The number of persons with jobs increased in June to 84.67 million, the highest in history. The increase was accompanied by a drop in the unemployment rate to 4.8 percent of the work force. This was the first time the jobless rate had fallen below 5 percent in three years.

The median family income reached \$11,116 annually in 1972, an increase of 5 percent over 1971. This was the sharpest rise in family income since 1966. Of equal importance was a drop of 1.1 million persons classified as poor in 1972. This lowered the number of Americans in poverty status to 24.5 million. It continues a trend that has seen the proportion of poor in the population decline from 17 percent to 12 percent from 1965 to 1972. Nonetheless one of every eight persons still is trapped in this condition.

The Nation is the beneficiary of these improvements in the economy, labor market conditions, and earning power. However, there are other factors which are not in consonance with booming economic conditions. The dangers of inflation, wage and price spirals, and unsettled conditions in international trade and banking pose a threat to economic stability. Increases in employment and reduction in the unemployment rate are offset by high unemployment rates that exist among blacks, youth, Spanish-speaking workers, women, and others with employment barriers. Migrant farm workers are attracting national attention because of alleged discrimination and substandard work and living conditions.

*This article was prepared by Clement R. Bassett, Commissioner of the West Virginia Department of Employment Security and 1972-73 President of the Interstate Conference of Employment Security Agencies, in conjunction with Oscar Duff, Assistant Director of Employment Service, West Virginia Department of Employment Security, and Peter Boisseau, Director of Information Services for the Virginia Employment Commission.

EMPLOYMENT SERVICE OPERATIONS

The United States Employment Service (USES), which observed its 40th anniversary in 1973, reflects the strengths and weaknesses in the Nation's manpower posture. This major division of the employment security system was designed primarily to serve as a labor exchange mechanism at a time of massive unemployment and underemployment. By the end of World War II the effectiveness with which USES performed its role of matching men and jobs according to national security priorities gave rise to added responsibilities under the Employment Act of 1946. As the Nation returned to a peacetime economy, a definitive six-point program of service was promulgated to direct operations. The guidelines included these basic manpower services: (1) an effective job placement service, (2) employment counseling, (3) special service to veterans, (4) industrial services to employers, (5) labor market analysis and information, and (6) cooperation in community services. These guidelines carried over into the roller coaster economy of the 1950s.

The proliferation of new manpower programs and services during the 1960s engulfed the Employment Service. The labor exchange capability gave way to a concept of human resources development. Intensified and individualized services to disadvantaged client groups became the theme of the times. Overburdened with categorical manpower programs and services for particular target populations, the labor exchange capabilities of USES were gradually eroded.

As a consequence, non-farm job placements, which totaled 6.6 million workers in fiscal year 1963, declined to 3.8 million placements in fiscal year 1972. By this time the Employment Service was unable to provide an effective placement service for either the job-ready or the disadvantaged worker.

In June 1973 the Manpower Administration announced a major redirection of USES, calling on it to redirect efforts along conventional labor exchange lines. A higher quality and more efficient placement service is the primary and continu-

ing goal of USES now and in the foreseeable future.

The Employment Service plans to redirect the efforts of the affiliated state employment services through the following actions:

1. improved management at all levels;
2. development and field testing of standards of operation and cost analysis studies;

3. implementation of portions of the "Vickery Committee Report" (an employer committee report) on how to improve services to and relations with employers;

4. dispersion, modernization, and relocation of local employment offices;

5. development of the full potential of the mandatory job listing activities to assist veterans in finding civilian employment; and

6. cooperating with and providing supportive services to manpower revenue sharing prime sponsors.

Initial reports on the progress of the new direction indicated a dramatic turnaround in the trend of job placements. The new approach of improving employer relations to generate increased job orders was working. The more jobs listed with USES, the more placements were made in all categories of occupations and applicant categories. Thus, placements for the poor, minorities, and veterans all increased as the general total increased.

In specific terms, the goal for fiscal year 1974 is 4,700,000 non-farm job placements. Sub-goals established by USES for applicant groups were: veterans, 1,180,000; poor, 1,280,000; minority, 1,610,000.

RECENT IMPROVEMENTS

Veterans

Significant developments and stepped-up efforts on behalf of select worker groups have marked the progress of USES operations since 1971. The most recent undertaking of this type was directed toward providing more effective placement services to returning Vietnam-era veterans. In a six-point program for veterans instituted in 1971, the target of serving just over a million Vietnam-era veterans was set for fiscal year 1972. This goal was

exceeded with the achievement of 1.3 million job placements and enrollments in training. With the passage of the Vietnam Era Veterans Readjustment Assistance Act of 1972, the role of USES was magnified and new opportunities for placement activities for veterans expanded. One of the provisions supplemented the Executive Order of President Nixon for mandatory listing of job openings by federal contractors with the Employment Service. A more recent innovation was the provision to add seriously disabled Vietnam veterans to state and local office staffs to provide placement services for other disabled veterans.

Work Incentive

Large-scale changes in the Work Incentive Program (WIN) for welfare recipients took effect July 1, 1972. The WIN II provisions contain new incentives for enrollees, employers, and administering agencies. Job development tax credit provisions were tied to the legislation as an incentive for employers as provided under the Revenue Act of 1971. The new program stresses training relevant to the job market with assurances of employment opportunity of a suitable nature for WIN enrollees. The legislation was the outgrowth of a variety of previous approaches utilized in selective placement of welfare recipients. It strengthens and clarifies the relationships of welfare agencies and USES.

Rural Area Programs

In an effort to improve manpower services in rural areas and in the farming sector, new and innovative programs have been developed the past several years. Among the new rural programs operating are:

Area Concept Expansion Program (ACE), operating in selected areas of 11 States. This project is administered by a local office located in an urban area, which extends the full range of manpower services through satellite offices to residents of contiguous rural areas.

Operation Hitchhike, which is presently serving 16 States, provides manpower services to rural residents through extension manpower offices operated by USES

working in conjunction with colleges and universities and cooperative extension services.

Local Office Dispersal System, inaugurated in fiscal year 1973, establishes satellite offices in suburban areas of metropolitan centers. Placement services to job-ready applicants are provided by offices located in high-traffic areas of shopping centers, industrial parks, etc.

In fiscal year 1974, all the indicators of progress were on the rise for the Nation's state employment services. However, there existed one cloud on the horizon in the form of two straight years of severe budget cuts by the Manpower Administration. Even with this financial handicap, USES was improving its performance, but the point of diminishing returns was rapidly approaching. Manpower revenue sharing held out one possible hope for financial help. For years USES had been absorbing the administrative overhead costs associated with categorical manpower programs. Under revenue sharing, the Employment Service still appeared to be the likely deliverer of manpower services in most areas of most States, but now the grants for such programs in all probability would provide funds for all costs.

UNEMPLOYMENT INSURANCE

One of the most distinctive characteristics of the unemployment insurance system is the existence of separate state systems. The Social Security Act of 1935, in effect, forced the States to adopt their own legislation for administration of the program. Consequently, differences in basic provisions have grown over the years.

A major change affecting all States occurred with passage of the Employment Security Amendments of 1970. This legislation strengthened the program to provide a stronger stabilizing effect on the economy. Under the law, benefit payments are classified as "regular," "extended," or "additional" to identify those payments subject to federal sharing. In general, "federal shared extended benefits" are those payments made during an extended benefit period to claimants following exhaustion of all rights to regular

benefits. "Regular" state benefits, with some exceptions, and "additional" benefits are fully state financed. Benefit payments (regular and extended benefits) of \$4.7 billion during 1972, reflected a decrease of nearly \$600 million, or 11 percent, from 1971. This was the first year since 1968 that total benefit payments had not increased over the total of the previous year.

MANPOWER SERVICES

Emergency Employment Act

The Emergency Employment Act of 1971 (EEA) established a manpower program of subsidized public service jobs. Until the Public Employment Program (PEP) was authorized by the act, there had been no large-scale public service employment program since the 1930s. The EEA allowed States and local governments greater flexibility in designing and carrying out programs financed by the federal government. The jobs provide work only until the occupant can find permanent public or private employment.

The act authorized \$2.25 billion in federal funds for fiscal years 1972 and 1973. At the end of fiscal year 1972, 226,000 persons were employed through grants to 650 state and local program agents. The groups to whom Congress assigned employment priority were well represented among PEP's first-year participants. Veterans comprised 43 percent of all persons hired. Only 27 percent of all participants, however, were Vietnam-era veterans. Racial minorities comprised 31 percent of the PEP total. Slightly over one third of the first-year participants met the criteria for disadvantaged classification. One participant in 10 was a welfare recipient.

The first-year PEP operations saw some notable achievements. Foremost was the speed with which the new program was set into motion. The first participant was at work within a week after funds were authorized. Perhaps the most significant result, however, was the great degree of federal-state-local cooperation that was demonstrated through this program. As PEP moved into the second and final year, it was apparent that the program's primary goals were being met.

Employment offices throughout the Nation were given responsibilities in their areas of competency in the operation of the program. They were called on to make special estimates of unemployment numbers and rates for designated areas before local government apportionments could be completed. All job vacancies of program agents had to be listed with the State Employment Service and held open by the employer for 48 hours to permit referral of Vietnam-era veterans.

Though the Emergency Employment Act was a temporary measure, public employment programs are expected to become a continuing part of federal manpower policy. The program provided valuable experience to States and local governments and tested their capability to act responsively in the manpower field. In effect, the program paved the way for States and local governments to engage in manpower planning and sponsorship under manpower revenue sharing proposals.

Manpower Revenue Sharing

Fiscal 1974 has been selected by the Manpower Administration as the transition period for launching a comprehensive manpower program based on the revenue sharing concept. Steps have been taken within the limits of existing legislation and administrative authority to increase the involvement of local officials in the planning and operation of manpower programs. The first step was funding 1,200 manpower planning staff positions under state and local elected officials. The second step was the redesign of the Cooperative Area Manpower Planning System (CAMPS), initiated in fiscal year 1972. The third step was selection of six jurisdictions to serve as test areas to initiate decategorized and decentralized manpower projects as manpower revenue sharing program models.

Approximately 70 percent of the \$1.34 billion requested in the President's 1974 budget for the Manpower Development and Training Act (MDTA) and the Economic Opportunity Act (EOA) will be distributed to States and localities. The balance of these funds will be used to finance national programs such as Job Op-

portunities in the Business Sector (JOBS) and the Job Corps.

The major objectives of the manpower revenue sharing concept are:

1. To decentralize decision making, insofar as practicable, to the governmental level closest to the citizen. Local elected officials will be encouraged to form consortia to encompass several political jurisdictions to reach more of the local populace in need of services.

2. To integrate the appropriate manpower activities operating in the area into a unified manpower services delivery system. A single prime sponsor will be responsible for manpower activities in each designated area. That sponsor may be a unit of general government or combination of units with the capability and authority to manage a single comprehensive manpower program.

3. To improve the ability of local manpower operators to match services to client needs. This should eventually result in the decategorization of programs for more effective ways to deal with client manpower requirements.

Programs included in manpower revenue sharing for fiscal year 1974 are many of those funded under MDTA and EOA. The distribution of funds to States is based on an interim formula which takes into account each State's share of total U.S. workforce, unemployment and poverty. The Department of Labor will establish national target group priorities but local officials will be able to adapt these to their unique local population patterns and problems. Among such national target groups are veterans, the disadvantaged, youths under 22, people 45 and older, and minorities.

Under interim manpower revenue sharing plans for fiscal year 1974 there will be no presumptive deliverers of manpower services. Opportunities for improvement in manpower services at the local level will be great, but progress ultimately will depend on the responsive-

ness of organizations charged with the delivery of those services. It is expected that USES will be called upon by most elected officials for manpower services traditionally associated with the agency. These services are receiving high-priority attention under redirection plans for the state agencies.

It is recognized that the passage of the Comprehensive Employment and Training Act of 1973, passed by Congress late in 1973, will have major implications for state and local governmental bodies. It moves local government one step further on the road to decentralization and decategorization of federal manpower services. Manpower target populations can be more effectively served if judicious use is made of the new legislation, and coordination of effort achieved in its implementation.

A CREATURE OF CHANGE

In with the new, out with the old, appears to be the rule for employment security administration in the States. A shift in emphasis from social experimentation to labor exchange capability has been mandated. The ever-increasing cost of living and the debilitating effects of inflation keep the unemployment insurance programs of the States under constant scrutiny and question. The initial move into the manpower revenue sharing concept may enable the employment system to play even more significant roles in the States as each agency supports its prime sponsors. Different roles may be assigned local offices within the States in support of different local jurisdictions.

Fiscal year 1974 will severely strain the employment security capability to adapt to the changes now facing it, yet it remains the Nation's largest and most experienced manpower delivery system. Recent improvements have increased the effectiveness of employment security programs at a time when the system must face a new series of added responsibilities.

SELECTED DATA ON STATE UNEMPLOYMENT INSURANCE OPERATIONS
TOTAL, FISCAL YEARS 1972 AND 1973; BY STATE,
FISCAL YEAR 1973*

State or other jurisdiction	Employers subject to state law	Initial claims (a)	Beneficiaries	Average weekly benefit amount paid for total unemployment	Average duration of benefit (weeks)	Total benefit payments(b) (in thousands)	Average employer contribution rate during calendar year(c) (percent)	Funds available for benefits at end of fiscal year (in millions)
Total 1971-72	3,530,759(d)	14,805,831	5,843,318	\$54.39	14.4	\$4,810,167	1.7(e)	\$ 9,159
Total 1972-73 (P)...	3,685,022(f)	12,698,470(g)	5,053,283	57.60	13.6	4,113,542	1.9(h)	10,080
Alabama.....	51,068	143,342	65,600	46.25	11.6	34,421	1.1	115
Alaska.....	6,965	32,467	18,042	53.13	17.2	16,463	2.9	38
Arizona.....	37,618	87,345	30,483	52.97	11.9	18,919	1.3	144
Arkansas.....	38,575	100,400	39,687	46.87	11.6	20,240	1.5	55
California.....	379,012	1,916,000	753,049	58.41	14.0	602,970	3.1	1,090
Colorado.....	48,635	69,655	26,911	65.46	8.6	15,141	.8	113
Connecticut.....	64,067	295,826	149,895	68.53	12.7	128,576	2.7	41
Delaware.....	11,063	41,472	20,715	53.74	9.1	9,533	2.6	34
Florida.....	143,032	202,271	69,371	47.17	11.8	38,085	.6	329
Georgia.....	77,236	118,632	48,392	47.81	13.4	30,042	1.0	423
Hawaii.....	15,661	54,010	26,411	66.99	17.0	25,943	1.9	26
Idaho.....	16,870	55,134	21,516	53.54	10.8	11,350	2.1	50
Illinois.....	153,691	530,515	238,983	59.78	14.0	194,663	2.3	332
Indiana.....	76,244	235,407	110,618	44.68	9.7	46,349	1.0	349
Iowa.....	54,125	90,072	37,116	58.35	12.8	26,675	1.1	112
Kansas.....	43,431	66,908	37,499	53.24	10.5	20,199	2.1	97
Kentucky.....	51,378	135,415	78,572	55.03	10.2	42,299	1.7	185
Louisiana.....	56,788	192,447	82,338	52.94	14.2	59,859	1.3	114
Maine.....	20,485	99,176	42,289	50.17	11.6	22,795	2.6	22
Maryland.....	60,423	191,813	85,381	60.22	13.2	64,874	1.5	137
Massachusetts.....	110,273	477,100	223,295	62.81	17.2	236,584	2.5	207
Michigan.....	139,552	672,283	303,369	60.20	12.1	214,791	3.1	488
Minnesota.....	65,914	172,535	92,086	53.43	13.5	64,309	1.6	79
Mississippi.....	33,987	58,615	23,970	40.83	10.8	10,311	1.1	101
Missouri.....	81,805	336,305	117,889	53.15	12.2	71,982	1.0	228
Montana.....	17,737	42,993	18,468	45.32	13.7	11,410	1.5	22
Nebraska.....	30,094	43,536	24,728	51.46	12.1	14,999	1.1	55
Nevada.....	12,981	86,150	27,191	62.35	13.5	22,387	2.8	29
New Hampshire.....	17,116	50,422	20,354	53.42	7.9	7,809	1.3	54
New Jersey.....	136,389	606,559	N.A.	N.A.	N.A.	307,015	3.3	153
New Mexico.....	20,959	63,497	19,226	48.24	14.8	13,388	1.5	40
New York.....	385,159	1,588,969	657,483	60.22	16.0	593,293	2.8	1,272
North Carolina.....	89,937	215,076	80,100	40.03	9.7	29,415	.8	481
North Dakota.....	13,068	20,943(P)	9,074(P)	51.23(P)	15.9(P)	7,922	3.3	15
Ohio.....	178,636	427,461	176,746	57.39	12.1	119,224	1.2	692
Oklahoma.....	45,519	101,645	41,913	44.18	14.5	26,768	1.4	48
Oregon.....	46,593	216,074	66,880	47.68	13.6	41,902	2.0	116
Pennsylvania.....	191,626	988,583	400,502	67.83	14.6	364,946	2.4	576
Rhode Island.....	22,688	117,779	45,068	60.83	13.2	33,710	2.8	37
South Carolina.....	39,102	89,212	34,154	44.29	12.7	18,674	1.2	198
South Dakota.....	14,088	14,911	7,221	45.27	11.3	3,445	.7	21
Tennessee.....	62,618	159,440	76,990	45.46	11.3	38,101	1.4	267
Texas.....	188,644	280,106	108,793	51.24	12.8	69,111	.7	309
Utah.....	21,816	54,543	26,440	57.20	12.4	17,878	1.7	50
Vermont.....	10,939	33,502	15,206	60.69	14.7	13,013	1.9	3
Virginia.....	67,187	84,803	33,300	50.90	9.9	16,341	.5	235
Washington.....	70,010	448,641	146,977	60.35	15.2	124,348	3.0	4
West Virginia.....	25,303	104,208	50,991	44.09	11.5	25,239	1.2	109
Wisconsin.....	79,105	209,676	93,580	65.93	13.9	80,599	1.6	279
Wyoming.....	9,799	9,671	5,403	52.60	9.5	2,813	1.3	22
District of Columbia..	16,962	32,415	20,107	76.16	18.5	25,102	1.2	56
Puerto Rico.....	33,049	232,228	102,911	34.80	15.8	57,318	2.7	26
Virgin Islands.....	...	262	...	...	...	...	...	...

*Prepared by the Office of Administration and Management, Manpower Administration, U.S. Department of Labor.

P—Preliminary; N.A.—Not available.

(a) Excludes intrastate transitional initial claims in order to reflect more nearly instances of new unemployment.

(b) Adjusted for voided benefit checks and transfers under the interstate combined-wage plans.

(c) Data compiled on a calendar year basis.

(d) Represents data as of June 30, 1972.

(e) Estimated for calendar year 1972.

(f) Represents data as of March 31, 1973.

(g) Includes 262 interstate claims taken by the Virgin Islands.

(h) Estimated for calendar year 1973.

SIGNIFICANT PROVISIONS OF STATE UNEMPLOYMENT INSURANCE LAWS,
JULY 1, 1973*

State or other jurisdiction	Qualifying wages or employment in base period (number times weekly benefit amount unless otherwise indicated) (a)	Weekly benefit amount Computation (fraction of high-quarter wages, unless otherwise indicated) (b)	For total unemployment (c)		Total benefits payable in benefit year (d)			Employer contribution rates for 1972 (percentage of wages) (g)	
			Minimum	Maximum	Proportion of wages in base period (e)	Benefit weeks for total unemployment (f)		Minimum	Maximum
						Minimum	Maximum		
Alabama.....	1½ times high-quarter wages, but not less than \$525	1/26	\$15.00	\$60.00	⅓	11+	26	0.5(g)	2.7(g)
Alaska.....	\$750 with \$100 outside high quarter	2.3-1.1% of annual wages, plus \$10 for each dependent up to \$30	18.00-23.00	90.00-120.00	34-31%	14	28	1.5(g)	4.0(g)
Arizona.....	1½ times high-quarter wages and \$250 in high quarter	1/25	10.00	60.00	⅓	12+	26	0.1	2.9
Arkansas.....	30; and wages in 2 quarters	1/26 up to 66⅔% of state average weekly wage	15.00	79.00	⅓	10	26	0.3	4.2
California.....	\$750	1/24-1/27	25.00	75.00	⅓	12+-15(d)	26(d)	1.5	3.9
Colorado.....	30	60% of 1/13 of claimant's high-quarter wages up to 60% of state average weekly wage	25.00	90.00	⅓	7+-10	26	0	3.6
Connecticut.....	30; and wages in 2 quarters	1/26, up to 60% of state average weekly wage plus \$5 for each dependent up to ⅓ wba	15.00-20.00	92.00-138.00	¼	22+(d)	26(d)	2.1	2.7
Delaware.....	36	1/25	10.00	85.00	47%	16+	26	1.4	4.3
Florida.....	2 weeks of employment at average of \$20 or more	⅓ of claimant's average weekly wage	10.00	64.00	⅓ weeks of employment	10	26	0.07	4.5
Georgia.....	36; with \$175 in 1 quarter and wages in 2 quarters	1/25	12.00	65.00	¼	9	26	0.08	3.36
Hawaii.....	30; and 14 weeks of employment	1/25 up to 66⅔% of state average weekly wage	5.00	93.00	Uniform	26(d)	26(d)	0.8(g)	3.0(g)
Idaho.....	1¼ times high-quarter wages, but not less than \$520.01; with \$416.01 in 1 quarter and wages in 2 quarters	1/26 up to 60% of state average weekly wage	17.00	78.00	Weighted schedule of base period in relation to high-quarter wages	10	26	0.7	4.3
Illinois.....	\$800; with \$225 outside high quarter	1/20-1/25 up to \$51; up to \$74-\$97 for claimants with 1-4 dependents(b)	10.00	51.00-97.00	33-39%(e)	10-26(f)	26	0.1	4.0

Indiana.....	\$500; with \$300 in last 2 quarters	1/25 up to \$50; up to \$75 for claimants with 1-4 dependents(b)	\$20.00	\$50.00-75.00	$\frac{1}{4}$	12+6+	26	0.08	3.1
Iowa.....	\$300; with \$200 in 1 quarter and \$100 in another quarter	1/20 up to 55% of state average weekly wage	10.00	75.00	$\frac{1}{8}$	10	26	0	4.0
Kansas.....	30; and wages in 2 quarters	1/25 up to 55% of state average weekly wage	18.00	73.00	$\frac{1}{8}$	10	26	0.1	3.6
Kentucky.....	1 $\frac{1}{2}$ times high-quarter wages with 8 times wba in last 2 quarters and \$250 in 1 quarter	1/23 up to 50% of state average weekly wage	12.00	70.00	$\frac{1}{8}$	15	26	0.1	3.2
Louisiana.....	30	1/20-1/25	10.00	70.00	$\frac{3}{8}$	12	28	0.1	2.7
Maine.....	\$600	1/22 up to 52% of state average weekly wage	12.00	65.00	$\frac{1}{2}$ - $\frac{1}{8}$	11+25(f)	26(f)	1.9	4.5
Maryland.....	1 $\frac{1}{2}$ times high-quarter wages with \$192.01 in 1 quarter and wages in 2 quarters	1/24 plus \$3 for each dependent up to \$12	10.00-13.00	78.00(c)	Uniform	26	26	0.1	4.2
Massachusetts.....	\$900	$\frac{1}{2}$ average weekly wage up to 55% of state average weekly wage plus \$6 per dependent up to $\frac{1}{2}$ claimant's wba(b)	12.00-18.00	83.00-125.00	36%	9+30(f)	30	1.9	4.7
Michigan.....	14 weeks of employment at \$25.01 or more	63-55% of claimant's average weekly wage up to \$56; variable up to \$92 for claimants with dependents(b)	16.00-18.00(c)	56.00-92.00	$\frac{3}{4}$ weeks of employment	11	26	0.7	6.6
Minnesota.....	18 weeks of employment at \$30 or more	50% of claimant's average weekly wage	15.00	85.00	7/10 weeks of employment	13	26	0.7(g)	4.5(g)
Mississippi.....	36; with \$160 in 1 quarter and wages in 2 quarters	1/26	10.00	49.00	$\frac{1}{8}$	12	26	0.2	2.7
Missouri.....	40 times wba and \$300 in 1 quarter; wages in 2 quarters	1/25	12.00	67.00	$\frac{1}{4}$	8-13+	26	0	3.6
Montana.....	13 times wba outside high quarter	1/26 up to 50% of state average weekly wage	12.00	65.00	(e)	13	26	0.5	3.1
Nebraska.....	\$600; with \$200 in each of 2 quarters	1/19-1/23	12.00	68.00	$\frac{1}{8}$	17	26	0.1	2.7
Nevada.....	33	1/25 up to 50% of state average weekly wage	16.00	80.00	$\frac{1}{8}$	11	26	0.6	3.0
New Hampshire.....	\$600; with \$100 in each of 2 quarters	2.3-1.2% of annual wages	14.00	80.00	Uniform	26	26	0.15	4.0
New Jersey.....	17 weeks of employment at \$15 or more; or \$1,350	66 $\frac{2}{3}$ % of claimant's average weekly wage up to 50% of state average weekly wage	10.00	81.00	Higher of $\frac{1}{8}$ base-period wages or $\frac{3}{4}$ weeks of employment	12+	26	0.7(g)	4.6(g)
New Mexico.....	1 $\frac{1}{2}$ times high-quarter wages	1/26; not less than 10% nor more than 50% of state average weekly wage	13.00	64.00	$\frac{1}{8}$	18	30	0.3	3.3
New York.....	20 weeks of employment at average of \$30 or more (h)	67-50% of claimant's average weekly wage	20.00	75.00	Uniform	26	26	1.3	3.4

SIGNIFICANT PROVISIONS OF STATE UNEMPLOYMENT INSURANCE LAWS,
JULY 1, 1973*
(Continued)

State or other jurisdiction	Qualifying wages or employment in base period (number times weekly benefit amount unless otherwise indicated) (a)	Weekly benefit amount		Total benefits payable in benefit year (d)				Employer contribution rates for 1972 (percentage of wages) (g)	
		Computation (fraction of high-quarter wages, unless otherwise indicated) (b)	For total unemployment (c)		Proportion of wages in base period (e)	Benefit weeks for total unemployment (f)			
			Minimum	Maximum		Minimum	Maximum		
North Carolina.....	\$550; wages outside high quarter at least 30% of minimum of wage bracket that includes claimant's base period wages	2.0-1.1% of annual wages up to 50% of state average weekly wage	\$12.00	\$60.00	Uniform	26	26	0.1	4.7
North Dakota.....	40; and wages in 2 quarters	1/26 up to 55% of state average weekly wage	15.00	68.00	(e)	18	26	0.9(g)	4.2(g,i)
Ohio.....	20 weeks of employment at \$20 or more	½ claimant's average weekly wage plus dependent's allowance of \$1-\$31 based on claimant's average weekly wage and number of dependents(b)	10.00-16.00	60.00-91.00(b)	20 times wba for first 20 credit weeks plus 1 week for each 2 additional credit weeks	20	26	0.1	3.8
Oklahoma.....	1½ times high-quarter wages; not less than \$500 in base period; \$4,200	1/26 up to greater of 47.5% of 1970 state average weekly wage or \$60	16.00	60.00	⅓	10+	26	0.4	2.7
Oregon.....	18 weeks of employment at average of \$20 or more	1.25% of base-period wages	20.00	62.00	⅓	11+	26	1.0	2.7
Pennsylvania.....	32+-36 with \$120 in high quarter and 20% of base-period wages in another quarter	1/21-1/25 up to 60% of state average weekly wage plus \$5 for 1 dependent and \$3 for 2nd	12.00-17.00	91.00-99.00	Uniform	30	30	0.3	4.0
Rhode Island.....	20 weeks of employment at \$20 or more or \$1,200	55% of claimant's average weekly wage up to 60% of state average weekly wage plus \$5 per dependent up to \$20	12.00-17.00	82.00-102.00	⅔ weeks of employment	12	26	1.8	3.6
South Carolina.....	1½ times high-quarter wages but not less than \$300 with \$180 in 1 quarter	1/26 up to 66⅔% of state average weekly wage	10.00	83.00	⅓	10	26	0.25	4.1
South Dakota.....	\$400 in high quarter and 10 times wba outside high quarter	1/22 up to 52% of state average weekly wage (j)	19.00	59.00	⅓	10+(f)	26	0	2.7

Tennessee.....	36; with \$338.01 in one quarter	1/26	\$14.00	\$62.00	$\frac{1}{8}$	12	26	0.4	4.0
Texas.....	1 $\frac{1}{2}$ times high-quarter wages but not less than \$500 or $\frac{3}{4}$ FICA tax base	1/25	15.00	63.00	27%	9	26	0.1	4.0
Utah.....	19 weeks employment at \$20 or more but not less than \$700	1/26 up to 65% of state average weekly wage	10.00	87.00	Weighted in relation to high-quarter wages	10-22(f)	36	1.1	2.7
Vermont.....	20 weeks of employment at \$30 or more	$\frac{1}{2}$ claimant's average weekly wage for highest 20 weeks up to 50% of state average weekly wage +\$9	15.00	77.00	Uniform	26	26	0.3	2.9
Virginia.....	36; and wages in 2 quarters	1/25	20.00	70.00	$\frac{1}{8}$	12	26	0.05	2.7
Washington.....	\$1,250(k)	1/25 high-quarter wages up to 50% state average weekly wage	17.00	81.00	$\frac{1}{8}$	8+-23+	30	3.0(g)	3.0(g)
West Virginia.....	\$700	1.6-0.8% annual wages up to 55% of state average weekly wage	12.00	84.00	Uniform	26	26	0	3.3
Wisconsin.....	18 weeks employment at average of \$42.01 or more(h)	50% claimant's average weekly wage up to 60% of state average weekly wage	22.00	89.00	8/10 weeks of employment	14+	34	0	4.7
Wyoming.....	20 weeks with 20 hours in each week plus \$800 in base-period wages	1/25 up to 50% of state average weekly wage	10.00	67.00	3/10	11-24(f)	26	0.23	2.93
District of Columbia.....	1 $\frac{1}{2}$ times high-quarter wages but not less than \$450; with \$300 in 1 quarter	1/23 up to 66 $\frac{2}{3}$ % of state average weekly wage, plus \$1 for each dependent up to \$3	13.00-14.00	110.00(c)	$\frac{1}{8}$	17+	34	0.1	2.7
Puerto Rico.....	21+-30; not less than \$150 with \$50 in 1 quarter and wages in 2 quarters	1/15-1/26 up to 60% of state average weekly wage	7.00	50.00	Uniform	20(d)	20(d)	2.7	3.2

*Prepared by the Manpower Administration, U.S. Department of Labor.

(a) Weekly benefit amount is abbreviated throughout the table as wba.
 (b) When States use a weighted high-quarter formula, annual-wage formula, or average-weekly-wage formula, approximate fractions or percentages are figured at midpoint of lowest and highest normal wage bracket. When dependents' allowances are provided, the fraction applies to the basic benefit amount. In Illinois and Indiana no dependents' allowances are paid to claimants qualified only for basic maximum benefit or less. In Michigan and Ohio claimants may be eligible for augmented amount at all benefit levels but benefit amounts above basic maximum available only to claimants in family or dependency classes whose average weekly wage are higher than that required for basic benefit amount. In Massachusetts for claimant with an average weekly wage of \$66 or less, computation based on weighted schedule (approximately 1/21-1/26 of high-quarter wages).
 (c) When two amounts are given, higher includes dependent's allowance. Higher for minimum wba includes maximum allowance for one dependent; in Michigan, for one dependent child or two dependents other than a child. In the District of Columbia and Maryland, same maximum with or without dependents.
 (d) Benefits are extended under state program when unemployment in State reaches specified levels: California, Hawaii by 50%; in Connecticut by 13 weeks. In Puerto Rico benefits are extended by 32 weeks in certain industries, occupations or establishments when a special unemployment situation exists. Benefits may also be extended during periods of high unemployment by 50%, up to 13 weeks, under the Federal-State Extended Compensation Program.

(e) For States with weighted schedules, percent of benefits is figured at the bottom of lowest and highest wage brackets. In States noted, percentages vary for other brackets. In Montana 13, 20, and 26 weeks depending on quarters of employment; and in North Dakota, 18, 22, and 26 weeks depending on amount of base-period earnings.

(f) For claimants with minimum wba and minimum qualifying wages. In states noted, range of duration applies to claimants with minimum qualifying wages in base period; longer duration applies with the minimum wba; the shorter duration applies with maximum possible concentration of wages in the high quarter, and therefore the highest wba possible for such base period earnings. In Maine, benefits are not exhausted until claimant receives \$300.

(g) Rate represents minimum and maximum rates assigned to employers during calendar year 1972. Alabama, Alaska, and New Jersey also require employee taxes. Contributions required on wages up to \$4,200 in all states except Minnesota (\$4,800); Washington (\$3,400); Hawaii (\$6,500); and Alaska (\$7,200). Wage base in Hawaii and North Dakota computed annually as percentage of state average annual wage—90% (Hawaii) and 70% (North Dakota).

(h) Or 15 weeks in last year and 40 weeks in last 2 years at average of \$30 or more (New York); or 14 weeks in base period and 55 weeks in those 52 weeks plus any base period which ended not more than 10 weeks before the start of those 52 weeks (Wisconsin).

(i) 7% applicable to employers who elect coverage.

(j) Effective July 1, 1974, 56%, South Dakota.

(k) In addition to total wages of \$1,250, claimant also must have either (1) 16 weeks of employment with wages or 15% of average wage or (2) 600 hours of employment.

SELECTED EMPLOYMENT SERVICE ACTIVITIES,
BY STATE, FOR FISCAL YEAR 1973*

State or other jurisdiction	New applications (a)	Total counseling interviews	Individuals tested	Placements	
				Nonagricultural	Agricultural
Total (b)	10,652,000	2,374,000	1,562,000	4,562,000	2,176,000
Alabama.....	203,901	32,425	34,313	85,196	7,512
Alaska.....	31,129	5,053	3,225	14,324	157
Arizona.....	114,433	18,515	18,297	99,855	14,844
Arkansas.....	140,140	23,122	21,204	103,868	39,313
California.....	1,193,949	151,512	55,698	412,137	751,126
Colorado.....	167,581	33,795	19,865	65,769	6,692
Connecticut.....	166,489	31,679	9,576	38,248	4,651
Delaware.....	18,490	15,672	1,459	4,966	4,352
Florida.....	303,499	70,916	42,234	138,343	15,861
Georgia.....	256,092	47,422	21,814	108,484	37,338
Hawaii.....	54,381	11,516	3,163	14,452	677
Idaho.....	71,038	14,081	7,344	29,857	9,203
Illinois.....	436,240	98,910	57,214	126,083	35,115
Indiana.....	283,830	32,871	29,606	116,829	3,140
Iowa.....	149,724	22,938	16,477	73,156	14,176
Kansas.....	115,444	30,962	12,716	60,017	10,746
Kentucky.....	171,180	36,077	53,325	58,829	26,328
Louisiana.....	185,870	27,620	33,660	82,612	45,824
Maine.....	45,232	20,548	3,540	18,934	1,285
Maryland.....	145,290	20,814	9,116	42,037	10,500
Massachusetts.....	268,338	100,580	19,015	81,770	9,758
Michigan.....	476,310	83,041	42,455	132,057	16,077
Minnesota.....	190,919	39,844	34,467	73,391	13,913
Mississippi.....	172,605	64,473	45,431	102,568	14,491
Missouri.....	286,937	42,787	87,000	112,534	11,711
Montana.....	65,999	37,242	13,669	38,783	9,887
Nebraska.....	66,859	11,453	10,885	41,606	11,326
Nevada.....	66,165	9,070	7,627	31,294	1,587
New Hampshire.....	39,583	6,547	3,128	12,816	1,556
New Jersey.....	32,411	74,809	23,296	85,161	28,690
New Mexico.....	99,272	23,849	12,010	37,094	6,256
New York.....	646,791	246,048	83,017	411,090	41,104
North Carolina.....	255,568	38,405	75,730	95,248	25,764
North Dakota.....	42,754	10,154	11,269	25,909	5,377
Ohio.....	422,700	75,742	101,423	130,924	66,367
Oklahoma.....	161,548	56,978	41,817	139,056	70,404
Oregon.....	175,504	49,146	17,353	67,758	63,017
Pennsylvania.....	478,889	160,347	83,184	208,246	134,984
Rhode Island.....	N.A.	N.A.	N.A.	N.A.	396
South Carolina.....	133,869	19,882	32,172	63,844	67,568
South Dakota.....	43,989	17,036	10,541	33,633	5,393
Tennessee.....	211,457	26,187	54,185	102,467	35,347
Texas.....	657,352	155,964	128,861	420,053	154,234
Utah.....	80,798	30,843	24,593	47,255	1,872
Vermont.....	29,547	9,360	2,716	11,670	464
Virginia.....	202,166	47,218	76,535	99,067	25,195
Washington.....	N.A.	N.A.	N.A.	N.A.	N.A.
West Virginia.....	96,846	34,737	13,021	32,472	2,401
Wisconsin.....	181,062	53,270	19,407	57,267	3,315
Wyoming.....	N.A.	N.A.	N.A.	N.A.	1,327
District of Columbia.....	89,918	38,757	8,677	48,798	75
Puerto Rico.....	175,980	25,990	4,565	43,893	9,495

*Prepared by the U.S. Training and Employment Service, Manpower Administration, U.S. Department of Labor.

N.A. — Not available.

(a) The number of applications taken should not be inter-

preted as a measure of the total number of new job applicants at Employment Service offices, since there are some types of applicants from whom written applications are not taken.

(b) Total estimated, as reports are not available for all States.

8

Public Utility Regulation

DEVELOPMENTS IN PUBLIC UTILITY REGULATION

BY PAUL RODGERS*

PUBLIC REGULATORS, with vigor and imagination, have continued to meet the challenges posed by urban growth and fast-changing technologies in the utility and transportation fields during 1972-73. This chapter summarizes some of the significant aspects of regulatory accomplishment and utility and transportation progress during this period.

COMMUNICATIONS

Industry Profile

On January 1, 1973, there were just under 132 million telephones installed throughout the United States, an increase of 11 percent over the corresponding figure available at the end of 1970. In 1940 there were 17 installed telephones in this country for every 100 Americans. Today there are 62 telephones per 100 citizens.

During 1972 there were 1,760 independent and 25 Bell System telephone companies in operation. By far, the Bell companies accounted for the greater volume of operations, having under their

jurisdiction 108 million of the 132 million installed telephones and earning \$21.3 billion of the \$25.2 billion in revenues accrued by American telephone companies in calendar year 1972.

The Bell System also employed 797,000 persons compared with 159,000 on the rosters of the independents. The gross value of Bell System plant at the end of 1972 was \$68.4 billion while that of the independents was \$15.9 billion. Just under 73 percent of the telephones in the Bell System jurisdiction are in use in residences while the remainder serve business functions. The Bell System reported that its telephones carried 410 million conversations daily during 1972 compared with 321 million during 1968. These figures provide us with an idea of the key role played by the telecommunications industry in every aspect of the business, social and personal lives of our citizens.

The only domestic telegraph carrier is the Western Union Telegraph Company which, in 1972, earned \$40.1 million on operating revenues of \$432 million; this compared with earnings of \$23.8 million in 1971. Western Union has a gross plant investment of over \$1 billion.

Regulatory jurisdiction over the telephone industry is divided between the Federal Communications Commission (FCC) and the state commissions. The FCC regulates interstate message toll calls, commonly referred to as long distance calls. The state commissions regulate intrastate message toll calls and local

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exchange calls even in instances where the boundaries of the exchange overlap state lines.

Under this division of regulatory responsibility, the FCC regulates approximately 3.6 billion interstate long distance toll calls a year and the state commissions regulate approximately 170 billion intra-state toll and local exchange calls a year. In terms of plant investment, the FCC exercises jurisdiction over approximately 30 percent of Bell System plant while the state commissions exercise jurisdiction over the remaining 75 percent plus virtually all of the plant of the independent telephone companies.

Federal-State Joint Board

The newly enacted Federal-State Communications Joint Board Act was implemented in 1972 to consider issues relating to the interconnection of equipment to public telephone networks. The board, which is comprised of four state commissioners nominated by the National Association of Regulatory Utility Commissioners (NARUC) and three FCC commissioners, will prepare a recommended decision on these issues after the record has been completed. The creation of the board provides the States with a significant voice in national communication issues.

Interconnection Inquiry

The NARUC Committee on Communications on November 16, 1973, issued a Notice of Investigation into the economic and quality of service impact on telephone service subscribers resulting from the interconnection of subscriber-provided equipment to the public switched telephone network, and from competition by the specialized common carriers in the provision of telecommunication services.

The inquiry was launched by the NARUC to fill an informational void which exists concerning whether the recent departure by the FCC from long-standing policy of regulating telecommunications as a monopoly means that the average telephone user will have to pay a higher rate for basic telephone service.

Quality of Telephone Service

For many years the NARUC has published a set of model telephone service rules and standards as an aid to state commissions in improving the quality of service rendered by the telephone companies. The NARUC in 1972 began a comprehensive review of the rules to update them. The revision should greatly assist States in ensuring that the public receives high-caliber service.

CATV

Industry Profile

As of January 1973, there were over 3,000 cable television (CATV) systems serving about 5,000 communities in the United States. CATV systems serve approximately 6 million homes or, estimating 3.1 persons per home, over 18.6 million viewers. That constitutes about 9 percent of the United States television audience. Estimated annual revenues are approximately \$360 million. Cable systems operate in 50 States and the Virgin Islands.

The average size of a CATV system is estimated at about 2,150 subscribers. Some of the largest cable systems serve nearly 50,000 subscribers while, many smaller systems serve fewer than 100.

State Regulation

The NARUC has continued to advocate that CATV systems should be deemed public utilities, subject to certification and regulation by state and local governments.¹ Seven States (Alaska, Connecticut, Hawaii, Nevada, New Jersey, Rhode Island, and Vermont) have, by statute, expressly lodged jurisdiction over CATV systems in the state public utility commissions. Some States (Massachusetts, Minnesota, and New York) have created special commissions for the regulation of CATV. In addition, some state public utility commissions assert limited jurisdiction over CATV (e.g., over pole attachment agreements between cable and

¹It should be noted that under both Phase II and Phase IV of the Economic Stabilization program, CATV systems were considered public utilities.

telephone companies). The Attorneys General in several States, such as Arizona and Utah, have issued rulings to the effect that CATV systems are public utilities and may be regulated by state authorities as such. An attempt by Illinois to regulate CATV by interpreting its present authority over telephone messages to extend to CATV systems was struck down by the Illinois Supreme Court.

Jurisdictional Disputes

During 1972 and 1973, the NARUC and member state commissions were extensively involved in a variety of matters related to the proper division of regulatory responsibilities between federal, state, and municipal authorities over CATV. For example, a regulation issued by the FCC in 1969 requiring program origination by CATV systems with 3,500 or more subscribers was appealed to the U.S. Supreme Court. A divided (5-4) Court upheld the FCC regulation (*United States v. Midwest Video Corp.*). The NARUC had urged the Court to reverse the FCC rule because, in its view, the FCC had no such authority to issue such a rule, and the rule infringed needlessly on the authority of state commissions exercising jurisdiction over cable systems operating within their respective States.

To attempt to deal with problems of federal-state-local relationships, the FCC, on February 2, 1972, created a Cable Television Advisory Committee. The NARUC urged the committee to adopt the general proposition that the FCC should restrict its activities to the regulation of the interstate aspects of the CATV business which are beyond the ability of state and local governments to effectively regulate, and further proposed that the remainder of CATV regulation should be reserved to state and local regulation with the division of regulatory responsibilities between these two levels of government being determined by each State and not by the FCC. The NARUC also suggested that any FCC regulations relating to technical standards, programming, access, and control be considered minimal, thereby allowing the States to adopt more stringent requirements when

required by local circumstances. Finally, the NARUC recommended that the States regulate CATV rates, prescribe a uniform system of accounts, and regulate rates and other terms governing pole attachments by CATV companies. A sharply divided committee recommended in September 1973 that the FCC preempt regulation of cable television and then parcel some regulatory authority back to the States or cities.

Concerning pole attachment agreements, the FCC held special hearings in 1973 on the question of the extent of FCC jurisdiction over such agreements. The special hearing was initiated because of a long-standing and unresolved dispute between telephone and CATV companies in California over the terms of pole attachment agreements.

Additional disputes over jurisdictional responsibilities have arisen over closed-circuit transmission of visual communication not involving the use of broadcast signals. On January 17, 1973, the FCC ruled that the New York Telephone Company was not required to obtain a certificate from the FCC to transmit movies to hotels over cables that run between two points totally in one State. In that same order, the FCC initiated a broad rule-making proceeding, still pending, concerning the competitive relationships between the various methods of transmitting motion pictures to hotels and existing cable and broadcast services.

ELECTRICITY

Industry Profile

Production by the United States of almost 1.6 trillion kilowatt-hours (kwhr) of electricity represented 35 percent of the world total in 1969 (latest data available for all countries). With less than 6 percent of the world's population, the U.S. produced almost as much electricity as the next five countries combined—Russia, Japan, the United Kingdom, Western Germany, and Canada. In 1972, U.S. production was nearly 1.9 trillion kwhr.

Expected annual kilowatt-hour generation by the electric utility companies of nearly 2.3 trillion kwhr in 1980 would

be about double the generation of 1.2 trillion kwhr in 1970, which in turn was double the figure for 1960. To achieve these large increases, the companies plan to invest \$132 billion in new construction from the beginning of 1972 through 1980—about \$27 billion during 1972 and 1973 and \$105 billion from the end of 1973 through 1980.

In June 1972, announcement was made of the formation of the Electric Power Research Institute (EPRI), a new national organization formed to sponsor and manage research for the electric utility industry. EPRI will assume the responsibilities of the Electric Research Council and will be able to authorize, contract for, supervise, and carry out research in its own name.

As of October 1, 1972, there were 18 nuclear power units that have been added by the electric utility companies to the power supply system of the contiguous United States. These 18 units have an aggregate capacity of 7 million kilowatts. More significantly, as of this same date there were 104 nuclear power units with an aggregate capacity of 973 million kw on order and scheduled for commercial operation on electric utility company systems. This nuclear capacity accounts for 46 percent of the aggregate of the electric utility companies' scheduled expansion program. All of this attests to the significant role that nuclear power is starting to play as an energy source for electric power. Most experts believe that by the end of the century about half of our Nation's electricity will be produced by nuclear power plants.

The average price of electricity consumed in residential service was 2.19 cents per kwhr in 1971, compared with the all-time low of 2.09 cents in 1969 and 2.10 cents in 1970. Inflationary pressures on the costs of fuel, wages, materials, and other aspects of providing electricity caused these price rises, the first such increases since 1925 (when the average price was 7.30 cents).

Plant Siting

Planning decisions relating to power plant siting, transmission line routing, and right-of-way acquisitions are inex-

tricably involved in the future reliability of bulk power supply. Reliability suffers when environmental factors cause indecision on the part of utility planners and, as a consequence, delay the start of construction of generating capacity and the completion of transmission facilities.

A particularly troublesome aspect of utility system planning is the present structure of environmental safeguards which require utility systems to obtain a whole array of licenses, permits, and approvals on the local and state levels before all legal restraints to plant construction can be removed. If environmental problems are to be cleared expeditiously and fairly to all concerned, a new procedure must be established by the state governments to centralize and simplify licensing and appeal through which the public exercises its rights to a visually pleasant and a healthy environment and to do this without frustrating utility expansion programs.

GAS

Industry Profile

The general energy shortage, and particularly the natural gas shortage, became the major factor affecting all segments of the gas industry. Consequently, almost all decisions of any importance were controlled essentially by that fact of life.

It would appear, however, that the first significant effects of the gas shortage are showing up in the rate of sales growth while the financial growth picture remains strong. Revenues in 1972 continued to lead the primary growth indicators with a gain of 10 percent compared with 10.4 percent in 1971. Sales, a more significant indicator than revenues because of the inflation factor, continued to slow its rate of growth, posting a 2.6 percent increase compared with a 4 percent gain in 1971. Increases in number of customers were the same as 1971, up 1.8 percent. All classes of customers, sales, and revenues showed increases for the year.

Reflective of the natural gas shortage have been the declines in proved recoverable reserves of natural gas in the lower 48 States. The current Alaskan reserves of

31.4 trillion cubic feet will be unavailable for use by the contiguous 48 States for several years until pipelines are built. Proved recoverable reserves of natural gas for the entire United States totaled 266.1 trillion cubic feet in 1972, a decline of 12.7 trillion cubic feet from the 1971 figure. Net production of natural gas reached 22.5 trillion cubic feet for a 2 percent gain over 1971.

The number of new producing gas wells completed in 1972 totaled 4,928, a 28.7 percent increase from the year before. New well completions of all types totaled 28,725, a 5.4 percent increase from 1971. With more gas distribution companies engaging actively in well drilling because of the gas shortage, an increase in the number of new wells might be expected in the next several years.

The percentage increase in miles of gas utility mains in 1971 was the smallest (1.9 percent) since records first started in 1945. Still there were 17,548 miles of new main added in 1972, bringing the total to 951,223 miles in operation. Distribution mains registered the highest increase, 13,200 miles, while transmission and field and gathering mains combined increased 4,300 miles.

Curtailments in pipeline shipments of natural gas by transmission companies and a continued rise in gas sales put increased emphasis on finding adequate storage facilities to meet peak-day requirements. The most significant development in this search has been the construction of several liquefied natural gas (LNG) plants. The primary advantage of such plants is their nearness to markets where natural geological underground structures are not available. Twenty-two complete LNG plants, 42 satellite plants, and one import terminal now are operating. Proposed or pending are 17 complete LNG plants, seven satellite plants, and seven import terminals. Underground storage reservoirs still serve, however, as the primary source of storage. They increased their number from 333 at the end of 1971 to 348 at the end of 1972. There was an increase of 0.4 trillion cubic feet of storage capacity in 1972 bringing the total storage capacity to 6 trillion cubic feet.

There were no significant changes in the number of customers served by the gas utility industry in 1972. The residential, commercial, and industrial markets all increased at rates similar to those of 1971.

Distribution and transmission company sales to the ultimate consumer totaled 17.1 trillion Btu's, a 2.6 percent increase in sales over the previous year but the smallest increase since 1965. Residential sales were somewhat higher than in 1971, increasing 2.2 percent. Commercial sales increased 5.8 percent in 1972, totaling 2.3 trillion Btu's. Sales to industrial customers increased at a slower rate than they did in 1971, showing 1.8 percent gain compared with 2.4 percent the previous year.

The number of employees in the gas utility industry totaled 215,500, up 0.8 percent in 1972 over 1971. Payroll advanced 8.4 percent to over \$2.3 billion as the average wage per employee reached \$10,782 or 7.5 percent above the 1971 average.

Safety

The Natural Gas Act of 1968 is a novel experiment in federal-state relations over a regulatory area. It preempted and vested in the federal government jurisdiction in the safety regulation of interstate and intrastate gas facilities, except gas-gathering facilities in rural areas; but, at the same time, it gave a state agency, as permitted by state statutes, the opportunity to assert safety regulatory jurisdiction over intrastate gas facilities by adopting, at the minimum, the federally prescribed standards. In addition, because of the lack of sufficient federal enforcement personnel, state agencies have been requested to serve as U.S. Department of Transportation (DOT) agents in the surveillance of interstate transmission facilities.

As of June 30, 1973, 48 States certified as to their ability to enforce federal standards on intrastate facilities. Also, 22 States volunteered to serve as DOT agents in the surveillance of interstate transmission facilities.

As an inducement to the States to participate in the partnership, the safety act

provided that up to 50 percent of a State's expenditures on the safety regulation of intrastate facilities may be reimbursed by federal grants-in-aid. By a 1972 amendment to the act, similar provision was made in regard to state expenditures as agents of the DOT in the surveillance of interstate transmission facilities. From an annual average in 1967-68 of \$651,000, the States increased their gas safety expenditures to more than \$2,390,000 in 1972. Man-years devoted by the States to the program have increased from 43 in 1967-68, to 147 in 1972. Congressional appropriations for grants-in-aid to the States have increased from \$500,000 for fiscal year 1971 to \$1,175,000 for fiscal year 1974.

More than 20 States assess fees against gas pipeline companies to defray costs of regulation. West Virginia is one of them. The West Virginia Commission also acts as an agent of DOT in the surveillance of interstate transmission facilities. Two interstate companies assessed fees by West Virginia have refused to pay them and are contesting the imposition of such fees in the courts. On January 11, 1973, a West Virginia court held that such assessments were not preempted by the safety act, especially in light of the strong partnership role envisioned by Congress for the States in the area of gas safety regulation. The companies have appealed the decision.

WATER

Industry Profile

Today, there are 25,000 water supply systems in the Nation serving 175 million consumers. These systems have estimated revenues of \$1.5 to \$2 billion per year and a plant investment of \$50 billion. Approximately 25 percent, or 5,523, are investor-owned systems serving 40 million consumers.

The NARUC sponsored a seminar on rate regulation of water utilities at the University of South Florida from November 12-16, 1973. The seminar was attended by both regulatory staff and industry representatives, and was the first such program ever held in the United States.

Included was a series of sessions specifically designed to school participants on problems in rate regulation of water and sewer utilities. In addition, functional information was provided to all participants concerning the financial, accounting, economic, and engineering aspects of rate case preparation and presentations.

MULTI-UTILITY

Price Controls

The Economic Stabilization Act of 1970 left to the executive branch the question of whether and how increases in rates charged by public utilities would be reviewed and approved by any federal body, such as the Price Commission, especially constituted to ensure implementation of the purposes of the act.

In the two prior periods of the country's general price controls—World War II and the Korean War—Congress specifically exempted utilities from price controls on the theory that their application to industries whose rates are subject to comprehensive federal, state, and local governmental controls would be redundant.

For two years, the Price Commission experimented with a variety of reporting and other procedures for reviewing and approving decisions of existing regulatory agencies. During that period, the NARUC and many utilities urged the Price Commission to eliminate the inefficiency implicit in any two-tier regulatory scheme. The new regulations, effective August 12, 1973, for Phase IV of the stabilization program finally removed the vestiges of the earlier two-tier schemes.

As the White House Fact Sheet on Phase IV of the stabilization program, issued on July 18, 1973, stated in explaining the exemption for public utilities: "Almost all public utility rates are already controlled by federal, state, or local regulatory bodies. Duplication of price controls on this sector would be unnecessary to ensure that utility rate increases are non-inflationary and provide for adequate service, necessary expansion, and minimum rates of return."

AIR CARRIERS

Industry Profile

Since jets were first introduced into scheduled airline service in October 1958, the air passenger market has undergone what can only be called a revolution. The number of passengers the airlines have carried has almost quadrupled in 15 years. More than half of the U.S. adult population now has flown on a scheduled airline.

In 1972, the U.S. scheduled airlines carried more than 191 million passengers. Airlines now account for more than 75 percent of the total intercity passenger miles traveled by public conveyance, compared with 39.3 percent in 1958, and airlines now fly almost 95 percent of all passengers traveling between the U.S. and foreign countries.

Airlines in 1973 boarded more than 200 million passengers, set a record of more than \$1 billion in freight revenue for a single year, and made available more than 50 billion ton-miles in service to travelers and shippers.

Passenger traffic, as measured in revenue passenger miles, grew by 12.4 percent in 1972 over 1971. This compares with a 3 percent growth in 1971 over 1970. Freight traffic grew 13.6 percent in 1972, compared with 8.9 percent in 1971.

After a time of challenging recession, the airlines in 1972 made profits of \$214 million on gross revenues of \$11.2 billion, a marked improvement over 1971 when they earned \$31 million and complete reversal of the \$200 million loss experienced in 1970.

The average fare paid by American passengers to fly one mile last year was 6.10 cents—only about 5 percent higher than the average fare in 1958 at the start of the commercial jet age.

Model State Act

The NARUC, by resolution at its 85th Annual Convention on September 20, 1973, adopted the Uniform State Air Carrier Act and urged each of its member state agencies to seek enactment of the act. The adoption of the uniform act was motivated by a desire to promote uniformity of regulation at the state level

and to ensure that the public interest is served by the intrastate air transportation activities of the air carriers. A State, if it adopted the uniform act, would commit itself to a policy of limited entry into air commerce, control of the rates for both intrastate air common and intrastate air contract carriage, and adjustment of state regulatory activities to federal activities.

State Jurisdiction

State regulatory authority over intrastate air transportation has been upheld in several recent cases. The Court of Appeals for the District of Columbia held that an intrastate air carrier, licensed by the Texas Aeronautics Commission, is not required by the Federal Aviation Act of 1958 to obtain a CAB certificate for such intrastate operations even though those operations may "affect interstate air commerce." (*Texas International Airlines, Inc. v. C.A.B.*). In another recent case, the Third Circuit Court of Appeals, upholding a position taken by the NARUC and the Pennsylvania Public Utility Commission, affirmed, on the grounds of equitable abstention, a lower court's dismissal of a suit in which Allegheny Airlines, arguing federal preemption, sought to enjoin the Pennsylvania Public Utility Commission (PUC) from requiring Allegheny to obtain PUC approval prior to discontinuing service over an intrastate route covered by a PUC certificate (*Allegheny Airlines, Inc. v. Pennsylvania Public Utility Commission, et al.*). The Supreme Court later refused to review the decision of the Third Circuit.

On the other hand, the Supreme Court, in a 5-4 decision, held that a city ordinance forbidding jet aircraft from taking off between 11 P.M. and 7 A.M. was unconstitutional under the supremacy clause of the Constitution because the Federal Aviation Act of 1958 and the Noise Control Act of 1972 lodged full power over aircraft noise in the FAA, in conjunction with the Environmental Protection Agency, thereby preempting state and local laws intended to control noise.

The CAB has also instituted an investigation into the differences between interstate and intrastate fares charged by CAB-certificated carriers in California

and Texas markets to determine if such differences result in unjust discrimination against interstate passengers. The NARUC has intervened in this case, arguing that the CAB should not use this investigation to attempt to assert jurisdiction over intrastate rates since Congress has, in the Federal Aviation Act of 1958, limited CAB economic regulatory jurisdiction to interstate and overseas air transportation.

MOTOR CARRIERS

Industry Profile

Private and for-hire truck registrations in the United States for 1972 are estimated at 19.5 million. More than 1.9 million new trucks were registered in 1971 and truck intercity ton-miles reached an estimated 430,000 million. This is more than 22 percent of the total ton-miles produced by all modes of intercity freight transportation.

Uniform Motor Carrier Standards

Uniform motor carrier standards evidencing the lawfulness of interstate operations of motor carriers went into effect on December 15, 1971. In the past, a national need for uniformity has been met by withdrawing the matter from control of the States and referring it to some federal agency for determination. However, this law represents an historic landmark in improved federal-state relations because it achieves national uniformity by permitting the States to determine the standards and directing a federal agency to promulgate them into law.

Several amendments have been made to the initial standards. The latest were made to clarify that the expiration date for uniform identification cab cards for leased vehicles should not exceed the expiration date of the lease, to revise requirements governing the use of and accounting for certain fees which may be collected by state commissions for the issuance of identification stamps or numbers, to encourage a State collecting fees under the standards to use the same for defraying the costs of regulating the carrier, and to clarify the right of a State to enter into reciprocal agreements with

other States to reduce or eliminate the maximum fees prescribed in the standards.

The standards adopted apply only to carriers subject to ICC regulation. To encourage uniformity in state regulation of interstate carrier operations exempt from ICC regulation, the NARUC adopted Model State Standards governing such operations in 1968. By 1973, some 25 States had adopted the model standards.

Road Checks

The ICC and state authorities have continued to cooperate in road checks made to detect violations of the Interstate Commerce Act and of state laws, particularly those concerning unauthorized carriage.

During all of 1971, enforcement personnel from the various state public utility or public service commissions made 36,913 arrests of motor carriers using highways without first having registered or obtained proper certificates. The 1971 arrest total was approximately 25 percent higher than 1970. One important reason for the marked increase in arrests was that more States required interstate motor carriers to register their operating authorities.

RAILROADS

Industry Profile

In many ways, 1972 was a year of breakthroughs for the Nation's railroads. It was a year in which freight traffic of all Class I roads hit a record high—more than 778 billion ton-miles. It was a year in which the Nation's longest-running labor dispute—the controversy over railroad firemen—was settled. It was a year in which railroads made important advances in freight car utilization, through the fruition of a number of programs.

The railroads' ton-mile record represented a 5.2 percent increase over 1971. The previous high, reached in 1969, was 768 ton-miles. Records also were set in piggyback traffic—2,253,207 trailers or containers handled during 1972, up 14.5 percent over 1971.

The increased traffic brought operating revenues of \$13.4 billion, up 5.7 percent

from the 1971 figure of \$12.7 billion. However, much of the increase was consumed by rising operating costs led by two wage increases of 5 percent each.

Rising costs forced the railroads to seek selective rate increases averaging 4.1 percent to replace a temporary 2.5 percent freight surcharge added in February 1972. When ICC approval for rate increases came in October, the level approved was somewhat lower than requested and increases on recyclable goods were suspended.

The financial difficulties of Northeastern railroads continued a focal point of attention as the Erie Lackawanna Railroad—hit hard by a damaging storm—became the sixth railroad in six years to go into trusteeship under bankruptcy laws. Seventeen railroads failed to meet their fixed charges in 1972.

Nevertheless, the industry as a whole increased capital expenditures during 1972 to \$1.22 billion—up from the 1971 figure of \$1.18 billion. Roadway and structures accounted for \$368 million of the spending, while \$848 million was spent on new equipment.

Safety

Rail safety continued to be a major national concern. The Federal Railroad Safety Act of 1970 provided a strong federal-state partnership to meet the national goal of increased safety on the Nation's railroads. By certification, or by specific agreement with the DOT, the States are to engage in investigative and surveillance activities in regard to federal safety regulations and report violations to the DOT. The States also may enforce local standards more stringent than those issued by the DOT when local conditions warrant.

By late 1973, however, the DOT had not taken steps necessary to implement the partnership envisioned in the act. No regulations have been issued which would allow the States, by certification or agreement, to assist in the enforcement of federal standards. Such certification or agreement is necessary if the States are to benefit from another provision of the act which authorizes the DOT to pay up to

50 percent of the cost of state safety activities. In response to urging by the NARUC, Congress for the first time appropriated funds (\$1.5 million) for this purpose for fiscal year 1974.

Intrastate Freight Rates

The NARUC has continued to press Congress to amend the Interstate Commerce Act to require railroads to exhaust their state remedy for an intrastate rate increase. Presently, the railroads can go directly to the ICC for such an increase. The Supreme Court, in a decision on February 20, 1973, in the case of *The North Carolina Utilities Commission v. ICC*, affirmed a lower court decision which had upheld the right of the carriers, under present law, to bypass state commissions when seeking intrastate rate increases.

The ICC, however, refused to go along with a petition submitted in May 1973 by certain railroads. If granted, it would have undermined the regulatory authority of the States even further. That petition requested the ICC to investigate and prescribe increases in intrastate rates in nine Southern States for pulpwood and woodchips, when proposed increases for the interstate rates for those same commodities had been suspended and were still under investigation by the ICC. The ICC determined that Congress had not given the commission authority to prescribe both interstate and intrastate increases for the same commodities in the same, or in a simultaneous, proceeding. Interstate rates must be set before the commission can make any determination about the lawfulness of corresponding intrastate rates.

State regulatory authority was enhanced also by congressional action in June 1973 on legislation amending both the Railroad Retirement Act and the Interstate Commerce Act. Congress provided that the carriers must initially apply to appropriate state authorities for increases in intrastate rates to offset expenses arising from the new schedule of taxes. To retain jurisdiction, state authorities must act on an application within 60 days.

THE BOOK OF THE STATES

STATE PUBLIC UTILITY COMMISSIONS

State or other jurisdiction	Regulatory authority	Members		Selection of chairman	Length of commissioners' terms*
		Number	Selection		
Alabama.....	Public Service Commission	3	E	E	4
Alaska.....	Public Utilities Commission	3	GL	C	6
Arizona.....	Corporation Commission	3	E	C	6
Arkansas.....	Public Service Commission	3	GS	GS	6
California.....	Public Utilities Commission	5	GS	C	6
Colorado.....	Public Utilities Commission	3	GS	C	6
Connecticut.....	Public Utilities Commission	3	GS ^H	C	6
Delaware.....	Public Service Commission	5	GS	GS	5
Florida.....	Public Service Commission	3	E	C	4
Georgia.....	Public Service Commission	5	E	E	6
Hawaii.....	Public Utilities Commission	5	GS	C	4
Idaho.....	Public Utilities Commission	3	GS	C	6
Illinois.....	Commerce Commission	5	GS	C	5
Indiana.....	Public Service Commission	3	C	C	4
Iowa.....	State Commerce Commission	3	GS	C	6
Kansas.....	State Corporation Commission	3	GS	C	4
Kentucky.....	Public Service Commission	5	G	GS	4
Louisiana.....	Public Service Commission	3	E	C	6
Maine.....	Public Utilities Commission	3	GC	C	7
Maryland.....	Public Service Commission	4	G	C	6
Massachusetts.....	Department of Public Utilities	7	GC	C	7
Michigan.....	Public Service Commission	3	GS	GS	6
Minnesota.....	Public Service Commission	3	GS	C	6
Mississippi.....	Public Service Commission	3	E	C	4
Missouri.....	Public Service Commission	5	GS	C	6
Montana.....	Department of Public Service Regulation	3	E	C	6
Nebraska.....	Public Service Commission	5	E	C	6
Nevada.....	Public Service Commission	3	G	C	4
New Hampshire.....	Public Utilities Commission	3	GC	GC	6
New Jersey.....	Board of Public Utility Commissioners	3	GS	GS	6
New Mexico.....	Public Service Commission	3	GS	C	6
New York.....	Public Service Commission	5(a)	GS	C	6
North Carolina.....	Utilities Commission	5	G	C	8
North Dakota.....	Public Service Commission	3	E	C	6
Ohio.....	Public Utilities Commission	3	GS	C	6
Oklahoma.....	Corporation Commission	3	E	C	6
Oregon.....	Public Utility Commissioner	1	G	C	4
Pennsylvania.....	Public Utility Commission	5	GS	C	10
Rhode Island.....	Public Utilities Commission	3	GS	C	6
South Carolina.....	Public Service Commission	7	L	C	4
South Dakota.....	Public Utilities Commission	3	E	C	6
Tennessee.....	Public Service Commission	3	E	C	6
Texas.....	Railroad Commission	3	E	C	6
Utah.....	Public Service Commission	3	GS	C	6
Vermont.....	Public Service Board	3	GS	C	6
Virginia.....	State Corporation Commission	3	L	C	6
Washington.....	Utilities and Transportation Commission	3	GS	C	6
West Virginia.....	Public Service Commission	3	GS	C	6
Wisconsin.....	Public Service Commission	3	GS	C	6
Wyoming.....	Public Service Commission	3	GS	C	6
District of Columbia.....	Public Service Commission	3	P	C	3
American Samoa.....	Commerce Commission	5	G(b)	(c)	(d)
Puerto Rico.....	Public Service Commission	3	GS	GS	4
Virgin Islands.....	Public Service Commission	7	G	E	2

Explanation of symbols:

G—Appointed by Governor.
 GS—Appointed by Governor, approved by Senate.
 GSH—Appointed by Governor, approved by either Senate or House.
 GL—Appointed by Governor, approved by Legislature in joint session.
 GC—Appointed by Governor with advice and consent of Council.
 P—Appointed by President.
 L—Selected by Legislature.
 E—Elected.
 C—Elected chairman by commission.

*In all States except Kentucky, Mississippi, and Oregon, terms of commissioners overlap.

(a) Regular component is 5; may be increased to 7 if work requires.

(b) Governor appoints the Attorney General, Director of Tourism, Chief of Police and Chief Customs Officer. These officers serve with one additional appointed member as the Commerce Commission.

(c) The Attorney General serves as chairman.

(d) Members serve at the pleasure of the Governor.

REGULATORY FUNCTIONS OF
STATE PUBLIC UTILITY COMMISSIONS

Commissions have jurisdiction over rates of privately owned utilities
rendering the following services

State or other jurisdiction	Transportation					Communications							
	Street railways	Inter-urban railways	Motor buses	Motor trucks	Electric light and power	Manufactured gas	Natural gas	Water	Oil Pipeline	Gas Pipeline	Telephone	Telegraph	CATV
Alabama.....	(a)	(a)	(b)	(b)	(c)	(a)	★	★		★	★	★	★
Alaska†.....	(d)	(d)	(d)	(d)	★	★	★	★	(e)	★	★	★	★
Arizona.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
Arkansas†.....	(d)	(d)	(d)	(d)	★	★	★	★	(d)	★	★	★	★
California.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Colorado†.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Connecticut†.....	(a)	(a)	★	★	★	(a)	★	★	★	★	★	★	★
Delaware.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Florida.....	..	★	★	★	★	★	★	★(f)	..	★	★	★	★
Georgia.....	..	..	★	★	(c)	★	★	..	..	★	★	★	★
Hawaii.....	..	..	★	★	..	..	★	..	..	★	★	..	(d)
Idaho.....	(a)	★	★	★	(c)	(a)	★	★	★	★	★	★	★
Illinois.....	(a)	★	★	★	★	(a)	★	★	(f)	(f)	★	★	★
Indiana†.....	★	★	★	★	★	★	★	★	..	★	★	★	★
Iowa†.....	..	★	★	★	★	★	★	★	..	★	★	★	★
Kansas†.....	★	★	..	..	★	..	★	★	★	★	★	★	(g)
Kentucky.....	..	..	(d)	(d)	★	..	★	★	★	★	★	★	★
Louisiana.....	★	★	★	★	★	★	★	★	(h)	(f)	★	★	★
Maine†.....	(a)	(a)	★	★	★	★	★	★	..	★	★	★	★
Maryland†.....	(a)	(a)	★	★	★	★	★	★	..	..	★	★	★
Massachusetts†.....	★	★	★	★	★	★	★	★	..	..	★	★	(d)
Michigan†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
Minnesota†.....	(a)	(a)	★	★	..	..	..	..	..	..	★	★	(d)
Mississippi.....	..	..	★	★	(c)	..	★	★	..	(f)	★	★	★
Missouri.....	(a)	(a)	★	★	(c)	(a)	★	★	..	★	★	★	★
Montana†.....	★	★	★	★	(c)	★	★	★	..	★	(c)	★	★
Nebraska.....	..	..	★	★	★	..	★	★	(h)	(h)	★	★	★
Nevada.....	(a)	(a)	★	★	★	..	★	★	..	..	★	★	★
New Hampshire†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
New Jersey†.....	★	★	★	..	★	★	★	★	★	★	★	★	★
New Mexico†.....	(d)	(d)	(d)	(d)	★	★	★	★	(d)	(d)	(d)	(d)	..
New York†.....	(d)	(d)	(d)	(d)	★	★	★	★	★	★	★	★	(d)
North Carolina.....	..	..	★	★	(c)	★	★	★	★	★	(c)	★	★
North Dakota.....	(a)	..	..	..	(c)	(a)	★	(a)	..	..	★	★	★
Ohio.....	..	(b)	(b)	(b)	(i)	(i)	(i)	(i)	★	★	★	★	★
Oklahoma.....	(a)	★	★	★	★	..	★	★	★	★	★	★	★
Oregon.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Pennsylvania†.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Rhode Island†.....	★	★	★	★	★	★	★	★	..	★	★	★	★
South Carolina.....	★	★	★	★	★	★	★	★	..	★	★	★	★
South Dakota†.....	..	★	★	★	..	..	..	..	..	..	★	★	★
Tennessee.....	..	★	★	★	★	★	(j)	★	..	..	★	★	★
Texas.....	..	★	★	★	★	..	★	★	★	★	★	★	★
Utah.....	★	★	★	★	★	★	★	★	★	★	★	★	(f)
Vermont†.....	★	★	★	★	★	★	★	★	..	★	★	★	★
Virginia.....	★	★	★	★	★	★	★	★	★	★	★	★	★
Washington†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
West Virginia†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
Wisconsin†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
Wyoming†.....	(a)	(a)	★	★	★	★	★	★	★	★	★	★	★
District of Columbia.....	..	..	★	..	★	★	★	..	..	★	★	★	★
American Samoa.....	..	..	★	..	..	..	..	..	..	..	..	..	..
Puerto Rico†.....	(a)	(a)	★	★	..	★	★	★	★	★	★	(a)	★
Virgin Islands.....	..	..	★	..	..	..	..	..	..	..	..	..	..

†Commission regulates some aspect of municipally owned public utilities.

(a) Statute confers jurisdiction but no utility now renders this service.

(b) Jurisdiction applies only to operations outside of corporate limits not contiguous. In Ohio exemption from regulation applies when the transportation line is wholly within a municipality and its immediately contiguous municipalities.

(c) Authority does not extend to rural electric cooperative units. Mississippi: except for service areas; Missouri: operational safety only except for full authority over a few requesting cooperatives; North Carolina: service areas where there is found to be discrimination as to rates or service.

(d) Regulated by another governmental unit. Alaska: Transportation Commission; Arkansas: Commerce Commission; Hawaii: Dept. of Regulatory Agencies; Kentucky: Dept.

of Motor Transportation; Massachusetts: CATV Commission; Minnesota: CATV Commission; New Mexico: Corporation Commission; New York: Dept. of Transportation, Commission on CATV.

(e) Jurisdiction is limited to those situations wherein the consumer has no alternative in his choice of supplier of a comparable product and service at an equal or less price.

(f) Limited jurisdiction. Florida: in some counties at the request of county commission; Illinois, Louisiana, Mississippi: natural gas pipelines; Utah: attachment to utility poles.

(g) Jurisdiction over radio common carriers.

(h) If common carrier.

(i) Original jurisdiction in unincorporated areas, within corporate limits upon appeal.

(j) Local distribution only.

Section VIII

THE STATE PAGES

THE following section presents individual pages on all of the States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Territories of American Samoa, Guam and the Virgin Islands, and the Trust Territory of the Pacific Islands.

Included are listings of various executive officials, the Justices of the Supreme Courts, and officers of the Legislatures. Lists of all officials are as of late 1973 or early 1974. Comprehensive listings of state legislators and other state officials will be carried in two 1975 *Supplements*. Concluding each page are population figures and other statistics provided by the United States Bureau of the Census.

Preceding the individual state pages are two tables. The first lists the state capitols with zip codes and telephone numbers. The second table presents certain historical data on all of the States, Commonwealths, and Territories.

THE STATE CAPITOLS ZIP CODES AND TELEPHONE NUMBERS

<i>State or other jurisdiction</i>	<i>Name of State Capitol Building*</i>	<i>Capital city</i>	<i>Zip code</i>	<i>Area code</i>	<i>Telephone number</i>
Alabama.....	State Capitol	Montgomery	36104	205	269-6011
Alaska.....	State Capitol	Juneau	99801	907	465-2111
Arizona.....	State Capitol	Phoenix	85007	602	271-4900
Arkansas.....	State Capitol	Little Rock	72201	501	371-3000
California.....	State Capitol	Sacramento	95814	916	445-4711
Colorado.....	State Capitol	Denver	80203	303	892-9911
Connecticut.....	State Capitol	Hartford	06115	203	566-2211
Delaware.....	Legislative Hall	Dover	19901	302	678-4000
Florida.....	State Capitol	Tallahassee	32304	904	488-1234
Georgia.....	State Capitol	Atlanta	30334	404	656-2000
Hawaii.....	State Capitol	Honolulu	96813	808	548-2211
Idaho.....	State Capitol	Boise	83720	208	384-2411
Illinois.....	State House	Springfield	62706	217	525-2000
Indiana.....	State House	Indianapolis	46204	317	633-4000
Iowa.....	State Capitol	Des Moines	50319	515	281-5011
Kansas.....	State House	Topeka	66612	913	296-0111
Kentucky.....	State Capitol	Frankfort	40601	502	564-2500
Louisiana.....	State Capitol	Baton Rouge	70804	504	389-6321
Maine.....	State House	Augusta	04330	207	289-1110
Maryland.....	State House	Annapolis	21404	301	267-0100
Massachusetts.....	State House	Boston	02133	617	727-2121
Michigan.....	State Capitol	Lansing	48903	517	373-1837
Minnesota.....	State Capitol	St. Paul	55155	612	296-6013
Mississippi.....	New Capitol	Jackson	39205	601	354-7011
Missouri.....	State Capitol	Jefferson City	65101	314	751-2151
Montana.....	State Capitol	Helena	59601	406	449-2511
Nebraska.....	State Capitol	Lincoln	68509	402	471-2311
Nevada.....	State Capitol	Carson City	89701	702	882-2561
New Hampshire.....	State House	Concord	03301	603	271-1110
New Jersey.....	State House	Trenton	08625	609	292-2121
New Mexico.....	State Capitol	Santa Fe	87501	505	827-4011
New York.....	State Capitol	Albany	12224	518	474-2121
North Carolina.....	State Capitol	Raleigh	27602	919	829-1110
North Dakota.....	State Capitol	Bismarck	58501	701	224-2000
Ohio.....	State House	Columbus	43215	614	466-2000
Oklahoma.....	State Capitol	Oklahoma City	73105	405	521-2011
Oregon.....	State Capitol	Salem	97310	503	378-3131
Pennsylvania.....	Capitol Building	Harrisburg	17120	717	787-2121
Rhode Island.....	State House	Providence	02903	401	277-2000
South Carolina.....	State House	Columbia	29211	803	758-0221
South Dakota.....	State Capitol	Pierre	57501	605	224-3011
Tennessee.....	State Capitol	Nashville	37219	615	741-3011
Texas.....	State Capitol	Austin	78711	512	475-2323
Utah.....	State Capitol	Salt Lake City	84114	801	328-5111
Vermont.....	State House	Montpelier	05602	802	828-1110
Virginia.....	State Capitol	Richmond	23219	804	770-0000
Washington.....	Legislative Building	Olympia	98501	206	753-5000
West Virginia.....	State Capitol	Charleston	25305	304	348-3456
Wisconsin.....	State Capitol	Madison	53702	608	266-2211
Wyoming.....	State Capitol	Cheyenne	82001	307	777-7011
District of Columbia.....	District Building	Washington	20004	202	628-6000
American Samoa.....	Territorial Capitol	Pago Pago	96920	...	633-4116
Guam.....	Congress Building	Agana	96910	...	777-7821
Puerto Rico.....	Capitol	San Juan	00901	809	723-6040
TTPI§.....	Congress Building	Saipan	96950	...	NCS
Virgin Islands.....	Government House	Charlotte Amalie	00801	809	774-0001

NCS—No central switchboard.

*In some instances the name is not official.

§Trust Territory of the Pacific Islands.

THE STATES OF THE UNION—HISTORICAL DATA*

State or other jurisdiction	Capital	Source of state lands	Date organized as Territory	Date admitted to Union	Chronological order of admission to Union
Alabama.....	Montgomery	Mississippi Territory, 1798(a)	March 3, 1817	Dec. 14, 1819	22
Alaska.....	Juneau	Purchased from Russia, 1867	Aug. 24, 1912	Jan. 3, 1959	49
Arizona.....	Phoenix	Ceded by Mexico, 1848(b)	Feb. 24, 1863	Feb. 14, 1912	48
Arkansas.....	Little Rock	Louisiana Purchase, 1803	March 2, 1819	June 15, 1836	25
California.....	Sacramento	Ceded by Mexico, 1848	(c)	Sept. 9, 1850	31
Colorado.....	Denver	Louisiana Purchase, 1803(d)	Feb. 28, 1861	Aug. 1, 1876	38
Connecticut....	Hartford	Fundamental Orders, Jan. 14, 1638; Royal charter, April 23, 1662(e)	.....	Jan. 9, 1788(f)	5
Delaware.....	Dover	Swedish charter, 1638; English charter 1683(e)	.....	Dec. 7, 1787(f)	1
Florida.....	Tallahassee	Ceded by Spain, 1819	March 30, 1822	March 3, 1845	27
Georgia.....	Atlanta	Charter, 1732, from George II to Trustees for Establishing the Colony of Georgia(e)	.....	Jan. 2-1788(f)	4
Hawaii.....	Honolulu	Annexed, 1898	June 14, 1900	Aug. 21, 1959	50
Idaho.....	Boise	Treaty with Britain, 1846	March 4, 1863	July 3, 1890	43
Illinois.....	Springfield	Northwest Territory, 1787	Feb. 3, 1809	Dec. 3, 1818	21
Indiana.....	Indianapolis	Northwest Territory, 1787	May 7, 1800	Dec. 11, 1816	19
Iowa.....	Des Moines	Louisiana Purchase, 1803	June 12, 1838	Dec. 28, 1846	29
Kansas.....	Topeka	Louisiana Purchase, 1803(d)	May 30, 1854	Jan. 29, 1861	34
Kentucky.....	Frankfort	Part of Virginia until admitted as State	(c)	June 1, 1792	15
Louisiana.....	Baton Rouge	Louisiana Purchase, 1803(g)	March 26, 1804	April 30, 1812	18
Maine.....	Augusta	Part of Massachusetts until admitted as State	(c)	March 15, 1820	23
Maryland.....	Annapolis	Charter, 1632, from Charles I to Calvert(e)	.....	April 28, 1788(f)	7
Massachusetts..	Boston	Charter to Massachusetts Bay Company, 1629(e)	.....	Feb. 6, 1788(f)	6
Michigan.....	Lansing	Northwest Territory, 1787	Jan. 11, 1805	Jan. 26, 1837	26
Minnesota.....	St. Paul	Northwest Territory, 1787(h)	March 3, 1849	May 11, 1858	32
Mississippi.....	Jackson	Mississippi Territory(i)	April 7, 1798	Dec. 10, 1817	20
Missouri.....	Jefferson City	Louisiana Purchase, 1803	June 4, 1812	Aug. 10, 1821	24
Montana.....	Helena	Louisiana Purchase, 1803(j)	May 26, 1864	Nov. 8, 1889	41
Nebraska.....	Lincoln	Louisiana Purchase, 1803	May 30, 1854	March 1, 1867	37
Nevada.....	Carson City	Ceded by Mexico, 1848	March 2, 1861	Oct. 31, 1864	36
New Hampshire..	Concord	Grants from Council for New England, 1622 and 1629. Made royal province, 1679(e)	.....	June 21, 1788(f)	9
New Jersey.....	Trenton	Dutch settlement, 1618; English charter, 1664(e)	.....	Dec. 18, 1787(f)	3
New Mexico.....	Santa Fe	Ceded by Mexico, 1848(b)	Sept. 9, 1850	Jan. 6, 1912	47
New York.....	Albany	Dutch settlement, 1623; English control, 1664(e)	.....	July 26, 1788(f)	11
North Carolina..	Raleigh	Charter, 1663, from Charles II(e)	.....	Nov. 21, 1789(f)	12
North Dakota....	Bismarck	Louisiana Purchase, 1803(k)	March 2, 1861	Nov. 2, 1889	39
Ohio.....	Columbus	Northwest Territory, 1787	May 7, 1800	March 1, 1803	17
Oklahoma.....	Oklahoma City	Louisiana Purchase, 1803	May 2, 1890	Nov. 16, 1907	46
Oregon.....	Salem	Settlement and treaty with Britain, 1846	Aug. 14, 1848	Feb. 14, 1859	33
Pennsylvania...	Harrisburg	Grant from Charles II to William Penn, 1681(e)	.....	Dec. 12, 1787(f)	2
Rhode Island...	Providence	Charter, 1663, from Charles II(e)	.....	May 29, 1790(f)	13
South Carolina..	Columbia	Charter, 1663, from Charles II(e)	.....	May 23, 1788(f)	8
South Dakota....	Pierre	Louisiana Purchase, 1803	March 2, 1861	Nov. 2, 1889	40
Tennessee.....	Nashville	Part of North Carolina until land ceded to U.S. in 1789	June 8, 1790(l)	June 1, 1796	16
Texas.....	Austin	Republic of Texas, 1845	(c)	Dec. 29, 1845	28
Utah.....	Salt Lake City	Ceded by Mexico, 1848	Sept. 9, 1850	Jan. 4, 1896	45
Vermont.....	Montpelier	From lands of New Hampshire and New York	(c)	March 4, 1791	14
Virginia.....	Richmond	Charter, 1609, from James I to London Company(e)	.....	June 25, 1788(f)	10
Washington.....	Olympia	Oregon Territory, 1848	March 2, 1853	Nov. 11, 1889	42
West Virginia...	Charleston	Part of Virginia until admitted as State	(c)	June 20, 1863	35
Wisconsin.....	Madison	Northwest Territory, 1787	April 20, 1836	May 29, 1848	30
Wyoming.....	Cheyenne	Louisiana Purchase, 1803(d,j)	July 25, 1868	July 10, 1890	44
D.C.		Maryland(m)	.....	.....	..
American Samoa	Pago Pago	Became a Territory, 1899	.....	.....	..
Guam.....	Agana	Ceded by Spain, 1898	Aug. 1, 1950	.....	..
Puerto Rico....	San Juan	Ceded by Spain, 1898	.....	July 25, 1952(n)	..
TTPI.....	Saipan	Administered as trusteeship for the United Nations, July 18, 1947	.....	.....	..
Virgin Islands..	Charlotte Amalie	Purchased from Denmark, January 17, 1917	.....	.....	..

* Table of official names of States, legislative bodies and capitals is on page 92

(a) By the Treaty of Paris, 1783, England gave up claim to the thirteen original Colonies, and to all land within an area extending along the present Canadian border to the Lake of the Woods, down the Mississippi River to the 31st parallel, east to the Chattahoochee, down that river to the mouth of the Flint, east to the source of the St. Mary's, down that river to the ocean. Territory west of the Alleghenies was claimed by various States, but was eventually all ceded to the Nation. Thus, the major part of Alabama was acquired by the Treaty of Paris, but the lower portion from Spain in 1813.

(b) Portion of land obtained by Gadsden Purchase, 1853.

(c) No territorial status before admission to Union.

(d) Portion of land ceded by Mexico, 1848.

(e) One of the original thirteen Colonies.

(f) Date of ratification of U.S. Constitution.

(g) West Feliciana District (Baton Rouge) acquired from

Spain, 1810, added to Louisiana, 1812.

(h) Portion of land obtained by Louisiana Purchase, 1803.

(i) See footnote (a). The lower portion of Mississippi was also acquired from Spain in 1813.

(j) Portion of land obtained from Oregon Territory, 1848.

(k) The northern portion and the Red River Valley were acquired by treaty with Great Britain in 1818.

(l) Date Southwest Territory (identical boundary as Tennessee) was created.

(m) Area was originally 100 square miles, taken from Virginia and Maryland. Virginia's portion south of the Potomac was given back to that State in 1846. Site chosen in 1790, city incorporated 1802.

(n) On this date Puerto Rico became a self-governing Commonwealth by compact approved by the United States Congress and the voters of Puerto Rico as provided in U.S. Public Law 600 of 1950.



ALABAMA

Nickname	The Heart of Dixie	Song	Alabama
Motto	<i>We Dare Defend Our Rights</i>	Stone	Marble
Flower	Camellia	Mineral	Hematite
Bird	Yellowhammer	Fish	Tarpon
Tree	Southern (Longleaf) Pine	Entered the Union	December 14, 1819
Capital City	Montgomery		

SELECTED OFFICIALS

Governor	GEORGE C. WALLACE
Lieutenant Governor	JERE L. BEASLEY
Secretary of State	MRS. MABEL AMOS
Attorney General	WILLIAM J. BAXLEY

SUPREME COURT

HOWELL T. HEFLIN, Chief Justice

HUGH MADDOX
JAMES N. BLOODWORTH
PELHAM J. MERRILL

DANIEL T. MCCALL, JR.
JAMES S. COLEMAN, JR.
ROBERT B. HARWOOD

RICHARD L. JONES
JAMES H. FAULKNER

LEGISLATURE

President of the Senate.....	JERE L. BEASLEY	Speaker of the House.....	G. SAGE LYONS
President Pro Tem of the Senate.....	PIERRE PELHAM	Speaker Pro Tem of the House	
Secretary of the Senate.....	MCDOWELL LEE	.....	JOE C. MCCORQUODALE, JR.
		Clerk of the House.....	JOHN W. PEMBERTON

STATISTICS*

Land Area (square miles).....	50,708	Largest City	Birmingham
Rank in Nation.....	28th	Population	300,910
Population†	3,521,000	Number of Cities over 10,000 Population.....	32
Rank in Nation.....	21st	Number of Counties.....	67
Density per square mile.....	69.4		
Number of Representatives in Congress.....	7		
Capital City	Montgomery		
Population	133,386		
Rank in State.....	4th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

ALASKA



Motto	<i>North to the Future</i>	Gem	Jade
Flower	Forget-me-not	Fish	King Salmon
Bird	Willow Ptarmigan	Purchased from Russia by the	
Tree	Sitka Spruce	United States	March 30, 1867
Song	<i>Alaska's Flag</i>	Entered the Union	January 3, 1959
Capital City	Juneau		

SELECTED OFFICIALS

Governor	WILLIAM A. EGAN
Lieutenant Governor	H. A. BOUCHER
Attorney General	NORMAN C. GORSUCH

SUPREME COURT

JAY A. RABINOWITZ, Chief Justice	
ROBERT BOOCHEVER	ROBERT C. ERWIN
	ROGER G. CONNOR
	JAMES FITZGERALD

LEGISLATURE

President of the Senate.....	TERRY MILLER	Speaker of the House.....	TOM FINK
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	LOWELL THOMAS, JR.	.....	MILDRED H. BANFIELD
Secretary of the Senate.....	BEVERLY KEITHAHN	Chief Clerk of the House.....	IRENE CASHEN

STATISTICS*

Land Area (square miles).....	566,432	Largest City	Anchorage
Rank in Nation.....	1st	Population	48,081
Population†	325,000	Number of Cities over 10,000 Population	2
Rank in Nation.....	50th	Number of Boroughs.....	10
Density per square mile.....	0.6		
Number of Representatives in Congress.....	1		
Capital City	Juneau		
Population	6,050		
Rank in State.....	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



ARIZONA

Nickname.....	The Grand Canyon State	Bird	Cactus Wren
Motto	<i>Ditat Deus</i> (God Enriches)	Tree	Palo Verde
Flower.....	Blossom of the Saguaro Cactus	Song	<i>Arizona</i>
	Capital City	Entered the Union.....	February 14, 1912
			Phoenix

SELECTED OFFICIALS

Governor	JACK WILLIAMS
Secretary of State	WESLEY BOLIN
Attorney General	GARY K. NELSON

SUPREME COURT

JAMES DUKE CAMERON, Vice Chief Justice	JACK D. H. HAYS, Chief Justice WILLIAM A. HOLOHAN LORNA E. LOCKWOOD	FRED C. STRUCKMEYER, JR.
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LEGISLATURE

President of the Senate.....	WILLIAM C. JACUIN	Speaker of the House.....	STANLEY W. AKERS
President Pro Tem of the Senate...	STAN TURLEY	Speaker Pro Tem of the House..	BURTON S. BARR
Secretary of the Senate.....	MRS. MARCY BYRD	Chief Clerk of the House.....	MRS. BETTY WEST

STATISTICS*

Land Area (square miles).....	113,417	Largest City	Phoenix
Rank in Nation.....	6th	Population	582,500
Population†	1,963,000	Number of Cities over 10,000 Population.....	12
Rank in Nation.....	33rd	Number of Counties.....	14
Density per square mile	17.3		
Number of Representatives in Congress.....	4		
Capital City	Phoenix		
Population	582,500		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

ARKANSAS



Nickname	The Land of Opportunity	Tree	Pine
Motto	<i>Regnat Populus</i> (The People Rule)	Song	<i>Arkansas</i>
Flower	Apple Blossom	Stone	Diamond
Bird	Mockingbird	Entered the Union	June 15, 1836
Capital City	Little Rock		

SELECTED OFFICIALS

Governor	DALE BUMPERS
Lieutenant Governor	BOB RILEY
Secretary of State	KELLY BRYANT
Attorney General	JIM GUY TUCKER

SUPREME COURT

CARLETON HARRIS, Chief Justice

GEORGE ROSE SMITH
JOSEPH FRANK HOLT

LYLE BROWN
JOHN ALBERT FOGLEMAN

JAMES FRED JONES
CONLEY BYRD

GENERAL ASSEMBLY

President of the Senate.....	BOB RILEY	Speaker of the House.....	G. W. TURNER, JR.
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	CLARENCE E. BELL	.....	CECIL L. ALEXANDER
Secretary of the Senate.....	LEE REAVES	Chief Clerk of the House.....	Mrs. JIM CHILDERS

STATISTICS*

Land Area (square miles).....	51,945	Largest City	Little Rock
Rank in Nation.....	27th	Population	132,483
Population†	2,008,000	Number of Cities over 10,000 Population.....	24
Rank in Nation.....	32nd	Number of Counties.....	75
Density per square mile.....	38.7		
Number of Representatives in Congress.....	4		
Capital City	Little Rock		
Population	132,483		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



CALIFORNIA

Nickname	The Golden State	Song	<i>I Love You, California</i>
Motto	<i>Eureka</i> (I Have Found It)	Stone	Serpentine
Flower	Golden Poppy	Animal	California Grizzly Bear
Bird	California Valley Quail	Fish	California Golden Trout
Tree	California Redwood	Entered the Union	September 9, 1850
Capital City	Sacramento		

SELECTED OFFICIALS

Governor	RONALD REAGAN
Lieutenant Governor	ED REINECKE
Secretary of State	EDMUND G. BROWN, JR.
Attorney General	EVELLE J. YOUNGER

SUPREME COURT

DONALD R. WRIGHT, Chief Justice

MARSHALL F. McCOMB
RAYMOND E. PETERS

MATHEW O. TOBRINER
STANLEY MOSK

LOUIS H. BURKE
RAYMOND L. SULLIVAN

LEGISLATURE

President of the Senate	ED REINECKE	Speaker of the Assembly	BOB MORETTI
President Pro Tem of the Senate	JAMES R. MILLS	Speaker Pro Tem of the Assembly	CARLOS BEE
Secretary of the Senate	DARRYL WHITE	Chief Clerk of the Assembly	JAMES D. DRISCOLL

STATISTICS*

Land Area (square miles)	156,361	Largest City	Los Angeles
Rank in Nation	3rd	Population	2,809,813
Population†	20,411,000	Number of Cities over 10,000 Population	222
Rank in Nation	1st	Number of Counties	58
Density per square mile	130.5		
Number of Representatives in Congress	43		
Capital City	Sacramento		
Population	257,105		
Rank in State	7th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

COLORADO



Nickname.....	The Centennial State	Tree.....	Colorado Blue Spruce
Motto.....	<i>Nil Sine Numine</i> (Nothing Without Providence)	Song.....	<i>Where the Columbines Grow</i>
Flower.....	Rocky Mountain Columbine	Stone	Aquamarine
Bird.....	Lark Bunting	Animal.....	Rocky Mountain Big Horn Sheep
	Capital City.....	Entered the Union.....	August 1, 1876
			Denver

SELECTED OFFICIALS

Governor	JOHN D. VANDERHOOF
Lieutenant Governor	TED L. STRICKLAND (Acting)
Secretary of State	BYRON A. ANDERSON
Attorney General	JOHN P. MOORE

SUPREME COURT

EDWARD E. PRINGLE, Chief Justice

JAMES K. GROVES
EDWARD C. DAY

ROBERT B. LEE
WILLIAM H. ERICKSON

PAUL V. HODGES
DONALD E. KELLEY

GENERAL ASSEMBLY

President of the Senate.....	(Vacancy)	Speaker of the House.....	JOHN D. FUHR
President Pro Tem of the Senate		Chief Clerk of the House	
	TED L. STRICKLAND		MRS. LORRAINE LOMBARDI
Secretary of the Senate..	MRS. COMFORT W. SHAW		

STATISTICS*

Land Area (square miles)	103,766	Largest City	Denver
Rank in Nation	8th	Population	514,678
Population†	2,364,000	Number of Cities over 10,000 Population.....	21
Rank in Nation	28th	Number of Counties.....	63
Density per square mile.....	22.8		
Number of Representatives in Congress.....	5		
Capital City	Denver		
Population	514,678		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



CONNECTICUT

Nickname	The Constitution State	Flower	Mountain Laurel
Motto	<i>Qui Transtulit Sustinet</i>	Bird	American Robin
	(He Who Transplanted	Tree	White Oak
	Still Sustains)	Entered the Union	January 9, 1788
Capital City	Hartford		

SELECTED OFFICIALS

Governor	THOMAS J. MESKILL
Lieutenant Governor	PETER L. CASHMAN
Secretary of State	MRS. GLORIA SCHAFFER
Attorney General	ROBERT K. KILLIAN

SUPREME COURT

CHARLES S. HOUSE, Chief Justice

JOHN P. COTTER, Chief
Court Administrator
LOUIS SHAPIRO

ALVA P. LOISELLE

HERBERT S. MACDONALD
JOSEPH W. BOGDANSKI

GENERAL ASSEMBLY

President of the Senate	PETER L. CASHMAN	Speaker of the House	FRANCIS J. COLLINS
President Pro Tem of the Senate		Deputy Speaker of the House	
.....	FLORENCE D. FINNEY	.....	MICHAEL L. MORANO
Clerk of the Senate	ROBERT M. MILVAE	Clerk of the House	LUCILLE M. DOW

STATISTICS*

Land Area (square miles)	4,862	Largest City	Hartford
Rank in Nation	48th	Population	158,017
Population†	3,080,000	Number of Cities and Towns over 10,000	
Rank in Nation	24th	Population‡	78
Density per square mile	633.5	Number of Counties	8
Number of Representatives in Congress	6		
Capital City	Hartford		
Population	158,017		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 57 towns over 10,000 population.

DELAWARE



Nickname	The Diamond State	Tree	American Holly
Motto	<i>Liberty and Independence</i>	Song	<i>Our Delaware</i>
Flower	Peach Blossom	Entered the Union.....	December 7, 1787
Bird.....	Blue Hen Chicken	Capital City	Dover

SELECTED OFFICIALS

Governor	SHERMAN W. TRIBBITT
Lieutenant Governor	EUGENE D. BOOKHAMMER
Secretary of State.....	ROBERT H. REED
Attorney General.....	W. LAIRD STABLER, JR.

SUPREME COURT

	DANIEL L. HERRMANN, Chief Justice	
JAMES B. CAREY		WILLIAM DUFFY, JR.

GENERAL ASSEMBLY

President of the Senate..	EUGENE D. BOOKHAMMER	Speaker of the House.....	JOHN F. KIRK, JR.
President Pro Tem of the Senate		Chief Clerk of the House.....	MRS. NANCY OLSEN
.....	J. DONALD ISAACS		
Executive Secretary of the Senate			
.....	STANLEY HABIGER		
Secretary of the Senate.....	B. J. CANIFORD		

STATISTICS*

Land Area (square miles).....	1,982	Largest City	Wilmington
Rank in Nation.....	49th	Population	80,386
Population†	571,000	Number of Cities over 10,000 Population.....	3
Rank in Nation.....	46th	Number of Counties.....	3
Density per square mile.....	288.1		
Number of Representatives in Congress.....	1		
Capital City	Dover		
Population	17,488		
Rank in State.....	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



FLORIDA

Nickname	The Sunshine State	Song	<i>Swanee River</i>
Motto	<i>In God We Trust</i>	Gem	Moonstone
Flower	Orange Blossom	Shell	Horse Conch
Bird	Mockingbird	Beverage	Orange Juice
Tree	Sabal Palmetto Palm	Entered the Union	March 3, 1845
Capital City	Tallahassee		

SELECTED OFFICIALS

Governor	REUBIN O'D. ASKEW
Lieutenant Governor	TOM ADAMS
Secretary of State	RICHARD STONE
Attorney General	ROBERT L. SHEVIN

SUPREME COURT

JAMES C. ADKINS, Jr., Chief Justice		
RICHARD W. ERVIN	DAVID L. MCCAIN	JOSEPH A. BOYD, JR.
B. K. ROBERTS	HAL P. DEKLE	BEN F. OVERTON

LEGISLATURE

President of the Senate.....	MALLORY E. HORNE	Speaker of the House.....	T. TERRELL SESSUMS
President Pro Tem of the Senate		Speaker Pro Tem of the House.....	A. H. CRAIG
.....	LOUIS DE LA PARTE, JR.	Clerk of the House.....	ALLEN MORRIS
Secretary of the Senate.....	WILLIAM J. BROWN		

STATISTICS*

Land Area (square miles).....	54,090	Largest City	Jacksonville
Rank in Nation.....	26th	Population	528,865
Population†	7,347,000	Number of Cities over 10,000 Population.....	66
Rank in Nation.....	9th	Number of Counties.....	67
Density per square mile.....	135.8		
Number of Representatives in Congress.....	15		
Capital City	Tallahassee		
Population	72,624		
Rank in State.....	10th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

GEORGIA



Nickname	The Empire State of the South	Tree	Live Oak
Motto	<i>Wisdom, Justice and Moderation</i>	Song	<i>Georgia</i>
Flower	Cherokee Rose	Fish	Largemouth Bass
Bird	Brown Thrasher	Entered the Union.....	January 2, 1788
Capital City	Atlanta		

SELECTED OFFICIALS

Governor	JIMMY CARTER
Lieutenant Governor.....	LESTER G. MADDOX
Secretary of State	BEN W. FORTSON, JR.
Attorney General	ARTHUR K. BOLTON

SUPREME COURT

BENNING M. GRICE, Chief Justice

H. E. NICHOLS,
Presiding Justice

HIRAM K. UNDERCOFLER
G. CONLEY INGRAM
WILLIAM B. GUNTER

ROBERT H. JORDAN
ROBERT H. HALL

GENERAL ASSEMBLY

President of the Senate.....	LESTER G. MADDOX	Speaker of the House.....	THOMAS B. MURPHY
President Pro Tem of the Senate		Speaker Pro Tem of the House....	A. L. BURRUSS
.....	HUGH M. GILLIS, SR.	Clerk of the House.....	GLENN W. ELLARD
Secretary of the Senate			
.....	HAMILTON McWHORTER, JR.		

STATISTICS*

Land Area (square miles).....	58,073	Largest City	Atlanta
Rank in Nation.....	21st	Population	495,039
Population†	4,733,000	Number of Cities over 10,000 Population.....	39
Rank in Nation.....	15th	Number of Counties.....	159
Density per square mile.....	81.5		
Number of Representatives in Congress.....	10		
Capital City	Atlanta		
Population	495,039		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



HAWAII

Nickname	The Aloha State	Bird	Hawaiian Goose
Motto.....	<i>Ua Mau Ke Ea O Ka Aina I Ka Pono</i> (The Life of the Land Is Perpetuated in Righteousness)	Tree	Candlenut
Flower	Hibiscus	Song	<i>Hawaii Pono</i>
Capital City	Honolulu	Entered the Union.....	August 21, 1959

SELECTED OFFICIALS

Governor	JOHN A. BURNS
Lieutenant Governor	GEORGE R. ARIYOSHI
Attorney General	GEORGE T. H. PAI

SUPREME COURT

BERT T. KOBAYASHI	WILLIAM S. RICHARDSON, Chief Justice	BERNARD H. LEVINSON
	THOMAS S. OGATA (Vacancy)	

LEGISLATURE

President of the Senate.....	DAVID C. MCCLUNG	Speaker of the House.....	TADAO BEPPU
Vice President of the Senate..	JOHN T. USHIJIMA	Vice Speaker of the House.....	PEDRO DELA CRUZ
Clerk of the Senate.....	SEICHI HIRAI	Clerk of the House.....	GEORGE M. TAKANE

STATISTICS*

Land Area (square miles).....	6,425	Largest City	Honolulu
Rank in Nation	47th	Population	324,871
Population†	816,000	Number of Cities over 10,000 Population.....	9
Rank in Nation	40th	Number of Counties.....	4
Density per square mile.....	127.0		
Number of Representatives in Congress.....	2		
Capital City	Honolulu		
Population	324,871		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

IDAHO



Nickname	The Gem State	Tree	White Pine
Motto	<i>Esto Perpetua</i> (It Is Perpetual)	Song	<i>Here We Have Idaho</i>
Flower	Syringa	Gemstone	Star Garnet
Bird	Mountain Bluebird	Entered the Union	July 3, 1890
Capital City	Boise		

SELECTED OFFICIALS

Governor	CECIL D. ANDRUS
Lieutenant Governor	JACK M. MURPHY
Secretary of State	PETE T. CENARRUSA
Attorney General	W. ANTHONY PARK

SUPREME COURT

JOSEPH J. MCFADDEN	ALLAN G. SHEPARD, Chief Justice	HENRY F. MCQUADE
	CHARLES R. DONALDSON	
	ROBERT E. BAKES	

LEGISLATURE

President of the Senate	JACK M. MURPHY	Speaker of the House	WILLIAM J. LANTING
President Pro Tem of the Senate	JAMES ELLSWORTH	Chief Clerk of the House	CRAIG HARVEY
Secretary of the Senate	PAT HARPER		

STATISTICS*

Land Area (square miles)	82,677	Largest City	Boise
Rank in Nation	11th	Population	74,990
Population†	755,000	Number of Cities over 10,000 Population	9
Rank in Nation	42nd	Number of Counties	44
Density per square mile	9.1		
Number of Representatives in Congress	2		
Capital City	Boise		
Population	74,990		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



ILLINOIS

Nickname	The Prairie State	Tree	White Oak
Motto	<i>State Sovereignty-National Union</i>	Song	<i>Illinois</i>
Flower	Native Violet	Mineral	Fluorite
Bird	Cardinal	Entered the Union	December 3, 1818
Capital City	Springfield		

SELECTED OFFICIALS

Governor	DAN WALKER
Lieutenant Governor	NEIL F. HARTIGAN
Secretary of State	MICHAEL J. HOWLETT
Attorney General	WILLIAM J. SCOTT

SUPREME COURT

ROBERT C. UNDERWOOD, Chief Justice

WALTER V. SCHAEFER
CHARLES H. DAVIS

JOSEPH H. GOLDENHERSH
HOWARD C. RYAN

THOMAS E. KLUCZYNSKI
DANIEL P. WARD

GENERAL ASSEMBLY

President of the Senate	WILLIAM C. HARRIS	Speaker of the House	W. ROBERT BLAIR
Secretary of the Senate	EDWARD E. FERNANDES	Chief Clerk of the House	FREDRIC B. SELCKE

STATISTICS*

Land Area (square miles)	55,748	Largest City	Chicago
Rank in Nation	24th	Population	3,369,357
Population†	11,244,000	Number of Cities over 10,000 Population	150
Rank in Nation	5th	Number of Counties	102
Density per square mile	201.7		
Number of Representatives in Congress	24		
Capital City	Springfield		
Population	91,753		
Rank in State	4th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

INDIANA



Nickname	The Hoosier State	Tree	Tulip Poplar
Motto	<i>Crossroads of America</i>	Song	<i>On the Banks of the Wabash, Far Away</i>
Flower	Peony	Stone	Limestone
Bird	Cardinal	Entered the Union	December 11, 1816
Capital City	Indianapolis		

SELECTED OFFICIALS

Governor	OTIS R. BOWEN
Lieutenant Governor	ROBERT D. ORR
Secretary of State	LARRY A. CONRAD
Attorney General	THEODORE L. SENDAK

SUPREME COURT

NORMAN F. ARTERBURN, Chief Justice

DONALD H. HUNTER

ROGER O. DEBRULER
DIXON W. PRENTICE

RICHARD M. GIVAN

GENERAL ASSEMBLY

President of the Senate	ROBERT D. ORR	Speaker of the House	KERMIT O. BURROUS
President Pro Tem of the Senate	PHILLIP E. GUTMAN	Speaker Pro Tem of the House ..	JOHN J. THOMAS
Secretary of the Senate	MRS. BETH GREENE	Principal Clerk of the House	MRS. SHARON CUMMINS THUMA

STATISTICS*

Land Area (square miles)	36,097	Largest City	Indianapolis
Rank in Nation	38th	Population	746,302
Population†	5,286,000	Number of Cities over 10,000 Population	52
Rank in Nation	11th	Number of Counties	92
Density per square mile	146.4		
Number of Representatives in Congress	11		
Capital City	Indianapolis		
Population	746,302		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



IOWA.

Nickname	The Hawkeye State	Tree	Oak
Motto	<i>Our Liberties We Prize and Our Rights We Will Maintain</i>	Song	<i>The Song of Iowa</i>
Flower	Wild Rose	Stone	Geode
Bird	Eastern Goldfinch	Entered the Union	December 28, 1846
	Capital City		Des Moines

SELECTED OFFICIALS

Governor	ROBERT D. RAY
Lieutenant Governor	ARTHUR A. NEU
Secretary of State	MELVIN D. SYNHORST
Attorney General	RICHARD C. TURNER

SUPREME COURT

C. EDWIN MOORE, Chief Justice

W. WARD REYNOLDSON
HARVEY UHLENHOPP
K. DAVID HARRIS

M. L. MASON
MAURICE E. RAWLINGS

MARK McCORMICK
CLAY LeGRAND
WARREN J. REES

GENERAL ASSEMBLY

President of the Senate.....	ARTHUR A. NEU	Speaker of the House.....	ANDRÉW VARLEY
President Pro Tem of the Senate..	ROGER J. SHAFF	Speaker Pro Tem of the House	
Secretary of the Senate.....	RALPH R. BROWN	.....	RÒBERT M. KREAMER
		Chief Clerk of the House....	WILLIAM H. HARBOR

STATISTICS*

Land Area (square miles).....	55,941
Rank in Nation.....	23rd
Population†.....	2,884,000
Rank in Nation.....	25th
Density per square mile.....	51.6
Number of Representatives in Congress.....	6
Capital City.....	Des Moines
Population.....	201,404
Rank in State.....	1st

Largest City	Des Moines
Population	201,404
Number of Cities over 10,000 Population.....	27
Number of Counties.....	99

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

KANSAS



Nickname	The Sunflower State	Tree	Cottonwood
Motto	<i>Ad Astra per Aspera</i> (To the Stars Through Difficulties)	Song	<i>Home on the Range</i>
Flower	Native Sunflower	Animal	American Buffalo
Bird	Western Meadowlark	Entered the Union	January 29, 1861
Capital City	Topeka		

SELECTED OFFICIALS

Governor	ROBERT B. DOCKING
Lieutenant Governor	DAVID C. OWEN
Secretary of State	MRS. ELWILL M. SHANAHAN
Attorney General	VERN MILLER

SUPREME COURT

HAROLD R. FATZER, Chief Justice

PERRY L. OWSLEY
ALFRED G. SCHROEDER

JOHN F. FONTRON
ROBERT H. KAUL

ALEX M. FROMME
DAVID PRAGER

LEGISLATURE

President of the Senate.....	ROBERT F. BENNETT	Speaker of the House.....	DUANE S. MCGILL
Vice President of the Senate..	RICHARD D. ROGERS	Speaker Pro Tem of the House	
Secretary of the Senate.....	RALPH E. ZARKER	.....	ANSEL W. TOBIAS
		Chief Clerk of the House.....	L. ORVILLE HAZEN

STATISTICS*

Land Area (square miles)	81,787	Largest City	Wichita
Rank in Nation	13th	Population	276,554
Population†	2,268,000	Number of Cities over 10,000 Population	33
Rank in Nation	29th	Number of Counties	105
Density per square mile.....	27.7		
Number of Representatives in Congress	5		
Capital City	Topeka		
Population	125,011		
Rank in State	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



KENTUCKY

Nickname The Bluegrass State Bird Cardinal
Motto *United We Stand,
Divided We Fall* Tree Tulip Poplar
Flower Goldenrod Song *My Old Kentucky Home*
Entered the Union June 1, 1792
Capital City Frankfort

SELECTED OFFICIALS

Governor WENDELL H. FORD
Lieutenant Governor JULIAN M. CARROLL
Secretary of State MRS. THELMA L. STOVALL
Attorney General ED HANCOCK

COURT OF APPEALS (Highest Appellate Court)

JAMES B. MILLIKEN	EARL T. OSBORNE, Chief Justice	JAMES B. STEPHENSON
SCOTT REED	JOHN S. PALMORE	PLEAS JONES
	SAMUEL S. STEINFELD	

GENERAL ASSEMBLY

President of the Senate..... JULIAN M. CARROLL	Speaker of the House NORBERT BLUME
President Pro Tem of the Senate WILLIAM L. SULLIVAN	Speaker Pro Tem of the House. WILLIAM PAXTON
Chief Clerk of the Senate MRS. BLANCHE MAHONEY	Clerk of the House..... MRS. ADDIE STOKLEY

STATISTICS*

Land Area (square miles) 39,650	Largest City Louisville
Rank in Nation 37th	Population 361,706
Population† 3,306,000	Number of Cities over 10,000 Population 26
Rank in Nation 23rd	Number of Counties 120
Density per square mile..... 83.4	
Number of Representatives in Congress 7	
Capital City Frankfort	
Population 21,902	
Rank in State 9th	

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

LOUISIANA



Nickname	The Pelican State	Tree	Cypress
Motto	<i>Union, Justice and Confidence</i>	Song	<i>Give Me Louisiana</i>
Flower	Magnolia	Entered the Union.....	April 30, 1812
Bird	Eastern Brown Pelican	Capital City	Baton Rouge

SELECTED OFFICIALS

Governor	EDWIN W. EDWARDS
Lieutenant Governor	JAMES E. FITZMORRIS, JR.
Secretary of State	WADE O. MARTIN, JR.
Attorney General	WILLIAM J. GUSTE, JR.

SUPREME COURT

ALBERT TATE, JR.	JOE W. SANDERS, Chief Justice	FRANK W. SUMMERS
JOHN A. DIXON, JR.	PASCAL F. CALOGERO, JR.	MACK E. BARHAM
	WALTER F. MARCUS, JR.	

LEGISLATURE

President of the Senate... JAMES E. FITZMORRIS, JR.	Speaker of the House..... E. L. HENRY
President Pro Tem of the Senate	Speaker Pro Tem of the House
.....MICHAEL H. O'KEEFE	.....J. KENNETH LEITHMAN
Secretary of the Senate..... C. W. ROBERTS	Clerk of the House..... DAVID R. POYNTER

STATISTICS*

Land Area (square miles).....	44,930	Largest City.....	New Orleans
Rank in Nation.....	33rd	Population	593,471
Population†	3,738,000	Number of Cities over 10,000 Population.....	30
Rank in Nation.....	20th	Number of Parishes.....	64
Density per square mile.....	83.2		
Number of Representatives in Congress.....	8		
Capital City.....	Baton Rouge		
Population	165,921		
Rank in State.....	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



MAINE

Nickname	The Pine Tree State	Song	<i>State of Maine Song</i>
Motto	<i>Dirigo</i> (I Direct)	Mineral	Tourmaline
Flower	White Pine Cone and Tassel	Fish	Landlocked Salmon
Bird	Chickadee	Entered the Union	March 15, 1820
Tree	Eastern White Pine	Capital City	Augusta

SELECTED OFFICIALS

Governor	KENNETH M. CURTIS
Secretary of State	JOSEPH T. EDGAR
Attorney General	JON A. LUND

SUPREME JUDICIAL COURT

THOMAS E. DELAHANTY	ARMAND A. DUFRESNE, JR., Chief Justice	CHARLES A. POMEROY
JAMES P. ARCHIBALD	RANDOLPH A. WEATHERBEE	SIDNEY W. WERNICK

LEGISLATURE

President of the Senate....	KENNETH P. MACLEOD	Speaker of the House.....	RICHARD D. HEWES
Secretary of the Senate....	HARRY N. STARBRANCH	Clerk of the House.....	MRS. E. LOUISE LINCOLN

STATISTICS*

Land Area (square miles).....	30,920	Largest City	Portland
Rank in Nation.....	39th	Population	65,116
Population†	1,026,000	Number of Cities and Towns over 10,000	
Rank in Nation.....	38th	Population‡	15
Density per square mile.....	33.2	Number of Counties.....	16
Number of Representatives in Congress.....	2		
Capital City	Augusta		
Population	21,945		
Rank in State.....	6th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 3 towns over 10,000 population.

MARYLAND



Nickname	The Old Line State	Tree	White Oak
Motto	<i>Scuto Bonae Voluntatis Tuae</i> <i>Coronasti Nos</i> (With the Shield of Thy Good-Will Thou Hast Covered Us)	Song	<i>Maryland, My Maryland</i>
Flower	Black-eyed Susan	Animal	Chesapeake Bay Retriever
Bird	Baltimore Oriole	Fish	Striped Bass
	Capital City	Entered the Union	April 28, 1788
			Annapolis

SELECTED OFFICIALS

Governor	MARVIN MANDEL
Lieutenant Governor	BLAIR LEE III
Secretary of State	FRED L. WINELAND
Attorney General	FRANCIS B. BURCH

COURT OF APPEALS

(Highest Appellate Court)

ROBERT C. MURPHY, Chief Judge

MARVIN H. SMITH
J. DUDLEY DIGGES

FREDERICK J. SINGLEY, JR.
(Vacancy)

JOHN C. ELDRIDGE
IRVING A. LEVINE

GENERAL ASSEMBLY

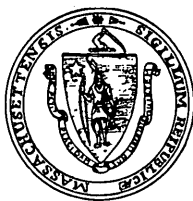
President of the Senate	WILLIAM S. JAMES	Speaker of the House	JOHN HANSON BRISCOE
President Pro Tem of the Senate	MRS. MARY L. NOCK	Speaker Pro Tem of the House	ARTHUR DORMAN
Secretary of the Senate	ODEN BOWIE	Chief Clerk of the House	JAMES P. MAUSE

STATISTICS*

Land Area (square miles)	9,891 ¹	Largest City	Baltimore
Rank in Nation	42nd	Population	905,787
Population†	4,048,000	Number of Cities over 10,000 Population	16
Rank in Nation	18th	Number of Counties	23
Density per square mile	409.3		
Number of Representatives in Congress	8		
Capital City	Annapolis		
Population	30,095		
Rank in State	6th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



MASSACHUSETTS

Nickname	The Bay State	Flower	Mayflower
Motto	<i>Ense Petit Placidam</i>	Bird	Chickadee
	<i>Sub Libertate Quietem</i>	Tree	American Elm
	(By the Sword We Seek Peace,	Song	<i>All Hail to Massachusetts</i>
	but Peace Only Under Liberty)	Entered the Union	February 6, 1788
	Capital City		Boston

SELECTED OFFICIALS

Governor	FRANCIS W. SARGENT
Lieutenant Governor	DONALD R. DWIGHT
Secretary of the Commonwealth	JOHN F. X. DAVOREN
Attorney General	ROBERT H. QUINN

SUPREME JUDICIAL COURT

G. JOSEPH TAURO, Chief Justice

EDWARD F. HENNESSEY
FRANCIS J. QUIRICO

BENJAMIN KAPLIN
ROBERT BRAUCHER

HERBERT P. WILKINS
PAUL C. REARDON

GENERAL COURT

President of the Senate.....	KEVIN B. HARRINGTON	Speaker of the House.....	DAVID M. BARTLEY
Clerk of the Senate.....	EDWARD B. O'NEILL	Clerk of the House.....	WALLACE C. MILLS

STATISTICS*

Land Area (square miles).....	7,826	Largest City	Boston
Rank in Nation.....	45th	Population	641,071
Population†	5,796,000	Number of Cities and Towns over 10,000	
Rank in Nation.....	10th	Population‡	143
Density per square mile.....	740.6	Number of Counties.....	14
Number of Representatives in Congress.....	12		
Capital City	Boston		
Population	641,071		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 104 towns over 10,000 population.

MICHIGAN



Nickname	The Wolverine State	Tree	White Pine
Motto	<i>Si Quaeris Peninsulam Amoenam</i>	Song	<i>Michigan, My Michigan</i>
	<i>Circumspice</i> (If You Seek a Pleasant	Stone	Petoskey Stone
	Peninsula, Look About You)	Fish	Trout
Flower	Apple Blossom	Entered the Union.....	January 26, 1837
Bird	Robin		
	Capital City		Lansing

SELECTED OFFICIALS

Governor	WILLIAM G. MILLIKEN
Lieutenant Governor.....	JAMES H. BRICKLEY
Secretary of State.....	RICHARD H. AUSTIN
Attorney General	FRANK J. KELLEY

SUPREME COURT

THOMAS M. KAVANAGH, Chief Justice

JOHN W. FITZGERALD
MARY S. COLEMAN

THOMAS G. KAVANAGH
JOHN B. SWAINSON

CHARLES L. LEVIN
G. MENNEN WILLIAMS

LEGISLATURE

President of the Senate.....	JAMES H. BRICKLEY	Speaker of the House.....	WILLIAM A. RYAN
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	L. HARVEY LODGE	.....	MATTHEW MCNEELY
Secretary of the Senate.....	BERYL I. KENYON	Clerk of the House.....	T. THOMAS THATCHER

STATISTICS*

Land Area (square miles).....	56,817	Largest City	Detroit
Rank in Nation.....	22nd	Population	1,511,482
Population†.....	9,013,000	Number of Cities over 10,000 Population.....	85
Rank in Nation.....	7th	Number of Counties.....	83
Density per square mile.....	158.6		
Number of Representatives in Congress.....	19		
Capital City	Lansing		
Population	131,546		
Rank in State.....	5th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

† Estimated by Bureau of the Census for July 1, 1972.



MINNESOTA

Nickname	The North Star State	Tree	Red Pine
Motto	<i>L'Etoile du Nord</i> (The Star of the North)	Song	<i>Hail! Minnesota</i>
Flower	Pink and White Lady's-Slipper	Gemstone	Lake Superior Agate
Bird	Common Loon	Fish	Walleye
Capital City	St. Paul	Entered the Union	May 11, 1858

SELECTED OFFICIALS

Governor	WENDELL R. ANDERSON
Lieutenant Governor	RUDY PERPICH
Secretary of State	ARLEN I. ERDAHL
Attorney General	WARREN SPANNAUS

SUPREME COURT

ROBERT J. SHERAN, Chief Justice

JAMES C. OTIS
HARRY H. MACLAUGHLIN
WALTER F. ROGOSHESKE

JOHN J. TODD
C. DONALD PETERSON

FALLON KELLY
GEORGE M. SCOTT
LAWRENCE R. YETKA

LEGISLATURE

President of the Senate	ALEC G. OLSON	Speaker of the House	MARTIN O. SABO
Secretary of the Senate	PATRICK E. FLAHAVEN	Chief Clerk of the House	EDWARD A. BURDICK

STATISTICS*

Land Area (square miles)	79,289	Largest City	Minneapolis
Rank in Nation	14th	Population	434,400
Population†	3,877,000	Number of Cities over 10,000 Population	53
Rank in Nation	19th	Number of Counties	87
Density per square mile	48.9		
Number of Representatives in Congress	8		
Capital City	St. Paul		
Population	309,866		
Rank in State	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

MISSISSIPPI



Nickname	The Magnolia State	Bird	Mockingbird
Motto	<i>Virtute et Armis</i>	Tree	Magnolia
	(By Valor and Arms)	Song	<i>Go, Mississippi</i>
Flower	Magnolia	Entered the Union.....	December 10, 1817
Capital City	Jackson		

SELECTED OFFICIALS

Governor	WILLIAM L. WALLER
Lieutenant Governor	WILLIAM WINTER
Secretary of State	HEBER A. LADNER
Attorney General	A. F. SUMMER

SUPREME COURT

ROBERT G. GILLESPIE, Chief Justice

HENRY LEE RODGERS,
Presiding Justice
R. P. SUGG

NEVILLE PATTERSON
WILLIAM H. INZER
L. A. SMITH, JR.

STOKES V. ROBERTSON, JR.
HARRY G. WALKER
VERNON BROOM

LEGISLATURE

President of the Senate.....	WILLIAM WINTER	Speaker of the House.....	JOHN R. JUNKIN
President Pro Tem of the Senate....	B. G. PERRY	Speaker Pro Tem of the House...	C. B. NEWMAN
Secretary of the Senate.....	JESSE L. WHITE	Clerk of the House.....	FRANCES HICKS

STATISTICS*

Land Area (square miles).....	47,296	Largest City	Jackson
Rank in Nation.....	31st	Population	153,968
Population†	2,256,000	Number of Cities over 10,000 Population....	24
Rank in Nation.....	30th	Number of Counties.....	82
Density per square mile.....	47.7		
Number of Representatives in Congress.....	5		
Capital City	Jackson		
Population	153,968		
Rank in State.....	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



MISSOURI

Nickname	The Show Me State	Bird	Bluebird
Motto	<i>Salus Populi Suprema Lex Esto</i> (The Welfare of the People Shall Be the Supreme Law)	Tree	Dogwood
Flower	Hawthorn	Song	<i>Missouri Waltz</i>
		Stone	Mozarkite
	Capital City	Entered the Union	August 10, 1821
			Jefferson City

SELECTED OFFICIALS

Governor	CHRISTOPHER S. BOND
Lieutenant Governor	WILLIAM C. PHELPS
Secretary of State	JAMES C. KIRKPATRICK
Attorney General	JOHN C. DANFORTH

SUPREME COURT

ROBERT T. DONNELLY, Chief Justice

LAWRENCE HOLMAN
FRED L. HENLEY

JOHN E. BARDGETT
JUNE P. MORGAN

ROBERT E. SEILER
JAMES A. FINCH, JR.

GENERAL ASSEMBLY

President of the Senate.....	WILLIAM C. PHELPS	Speaker of the House.....	RICHARD J. RABBITT
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	WILLIAM J. CASON	.....	RICHARD J. DECOSTER
Secretary of the Senate.....	Mrs. VINITA RAMSEY	Chief Clerk of the House....	Mrs. AGNES MOORE

STATISTICS*

Land Area (square miles).....	68,995	Largest City	St. Louis
Rank in Nation.....	18th	Population	622,236
Population†	4,747,000	Number of Cities over 10,000 Population.....	96
Rank in Nation.....	14th	Number of Counties.....	114
Density per square mile.....	68.8		
Number of Representatives in Congress.....	10		
Capital City	Jefferson City		
Population	32,407		
Rank in State.....	11th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

MONTANA



Nickname	The Treasure State	Tree	Ponderosa Pine
Motto	<i>Oro y Plata</i> (Gold and Silver)	Song	<i>Montana</i>
Flower	Bitterroot	Stone	Sapphire and Agate
Bird	Western Meadowlark	Entered the Union.....	November 8, 1889
Capital City	Helena		

SELECTED OFFICIALS

Governor	THOMAS L. JUDGE
Lieutenant Governor	W. E. CHRISTIANSEN
Secretary of State	FRANK MURRAY
Attorney General	ROBERT L. WOODAHL

SUPREME COURT

GENE B. DALY	JAMES T. HARRISON, Chief Justice	FRANK I. HASWELL
	WESLEY CASTLES	
	JOHN C. HARRISON	

LEGISLATURE

President of the Senate.....	GORDON McOMBER	Speaker of the House.....	HAROLD E. GERKE
President Pro Tem of the Senate...	P. J. KEENAN	Speaker Pro Tem of the House....	WALTER LAAS
Secretary of the Senate.....	JOHN HANSON	Chief Clerk of the House.....	ED SMITH

STATISTICS*

Land Area (square miles).....	145,587	Largest City	Billings
Rank in Nation.....	4th	Population	61,581
Population†	716,000	Number of Cities over 10,000 Population.....	8
Rank in Nation.....	43rd	Number of Counties.....	56
Density per square mile.....	4.9		
Number of Representatives in Congress.....	2		
Capital City	Helena		
Population	22,730		
Rank in State.....	5th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



NEBRASKA

Nickname	The Cornhusker State	Song	<i>Beautiful Nebraska</i>
Motto	<i>Equality Before the Law</i>	Gemstone	Blue Agate
Flower	Goldenrod	Fossil	Mammoth
Bird	Western Meadowlark	Grass	Little Blue Stem
Tree	Cottonwood	Entered the Union	March 1, 1867
Capital City	Lincoln		

SELECTED OFFICIALS

Governor	J. JAMES EXON
Lieutenant Governor	FRANK MARSH
Secretary of State	ALLEN J. BEERMANN
Attorney General	CLARENCE A. H. MEYER

SUPREME COURT

PAUL W. WHITE, Chief Justice

LAWRENCE M. CLINTON
HARRY A. SPENCER

LESLIE BOSLAUGH
ROBERT L. SMITH

HALE MCCOWN
JOHN E. NEWTON

LEGISLATURE

President of the Legislature.....FRANK MARSH

Speaker of the Legislature.....RICHARD F. PROUD Clerk of the Legislature.....VINCENT BROWN

STATISTICS*

Land Area (square miles).....	76,483	Largest City	Omaha
Rank in Nation.....	15th	Population	346,929
Population†	1,528,000	Number of Cities over 10,000 Population.....	12
Rank in Nation.....	35th	Number of Counties.....	93
Density per square mile.....	20.0		
Number of Representatives in Congress.....	3		
Capital City	Lincoln		
Population	149,518		
Rank in State.....	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

NEVADA



Nickname	The Silver State	Tree	Single-leaf Pifion
Motto	<i>All for Our Country</i>	Song	<i>Home Means Nevada</i>
Flower	Sagebrush	Entered the Union	October 31, 1864
Bird	Mountain Bluebird	Capital City	Carson City

SELECTED OFFICIALS

Governor	MIKE O'CALLAGHAN
Lieutenant Governor	HARRY M. REID
Secretary of State	WILLIAM D. SWACKHAMER
Attorney General	ROBERT LIST

SUPREME COURT

GORDON THOMPSON, Chief Justice		
E. M. GUNDERSON	DAVID ZENOFF	JOHN C. MOWBRAY
	CAMERON M. BATJER	

LEGISLATURE

President of the Senate	HARRY M. REID	Speaker of the Assembly	KEITH ASHWORTH
President Pro Tem of the Senate ..	FLOYD R. LAMB	Speaker Pro Tem of the Assembly	
Secretary of the Senate		.....	JOSEPH E. DINI, JR.
.....	MRS. LEOLA H. ARMSTRONG	Chief Clerk of the Assembly ..	MOURYNE LANDING

STATISTICS*

Land Area (square miles)	109,889	Largest City	Las Vegas
Rank in Nation	7th	Population	125,787
Population†	533,000	Number of Cities over 10,000 Population	6
Rank in Nation	47th	Number of Counties	16
Density per square mile	4.9		
Number of Representatives in Congress	1		
Capital City	Carson City		
Population	15,468		
Rank in State	6th		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



NEW HAMPSHIRE

Nickname	The Granite State	Tree	White Birch
Motto	<i>Live Free or Die</i>	Song	<i>Old New Hampshire</i>
Flower	Purple Lilac	Entered the Union	June 21, 1788
Bird	Purple Finch	Capital City	Concord

SELECTED OFFICIALS

Governor	MELDRIM THOMSON, JR.
Secretary of State	ROBERT L. STARK
Attorney General	WARREN B. RUDMAN

SUPREME COURT

FRANK R. KENISON, Chief Justice

LAURENCE I. DUNCAN

EDWARD J. LAMPRON
WILLIAM A. GRIMES

ROBERT F. GRIFFITH

GENERAL COURT

President of the Senate.....	DAVID L. NIXON	Speaker of the House.....	JAMES E. O'NEIL, SR.
Vice President of the Senate.....	HARRY V. SPANOS	Deputy Speaker of the House....	KIMON S. ZACHOS
Clerk of the Senate	WILMONT S. WHITE	Clerk of the House	J. MILTON STREET

STATISTICS*

Land Area (square miles).....	9,027	Largest City	Manchester
Rank in Nation.....	44th	Population	87,754
Population†	774,000	Number of Cities and Towns over 10,000	
Rank in Nation.....	41st	Population‡	13
Density per square mile.....	85.7	Number of Counties.....	10
Number of Representatives in Congress.....	2		
Capital City	Concord		
Population	30,022		
Rank in State.....	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 3 towns over 10,000 population.

NEW JERSEY



Nickname	The Garden State	Tree	Red Oak
Motto	<i>Liberty and Prosperity</i>	Song	<i>New Jersey Loyalty Song</i>
Flower	Purple Violet	Entered the Union	December 18, 1787
Bird	Eastern Goldfinch	Capital City	Trenton

SELECTED OFFICIALS

Governor	BRENDAN T. BYRNE
Secretary of State	J. EDWARD CRABIEL
Attorney General	WILLIAM F. HYLAND

SUPREME COURT

RICHARD J. HUGHES, Chief Justice

NATHAN L. JACOBS
FREDERICK W. HALL

WORRALL F. MOUNTAIN
MARK A. SULLIVAN

MORRIS PASHMAN
ROBERT L. CLIFFORD

LEGISLATURE

President of the Senate	FRANK J. DODD	Speaker of the Assembly	S. HOWARD WOODSON
President Pro Tem of the Senate	JOHN A. LYNCH	Clerk of the Assembly	JOHN J. MILLER, JR.
Secretary of the Senate	ROBERT E. GLADDEN		

STATISTICS*

Land Area (square miles)	7,521	Largest City	Newark
Rank in Nation	46th	Population	382,417
Population†	7,349,000	Number of Cities and Townships over	
Rank in Nation	8th	10,000 Population†	200
Density per square mile	977.1	Number of Counties	21
Number of Representatives in Congress	15		
Capital City	Trenton		
Population	104,638		
Rank in State	5th		

* Based on 1970 census statistics compiled by the Bureau of the Census.

† Estimated by Bureau of the Census for July 1, 1972.

‡ Includes 87 townships over 10,000 population.



NEW MEXICO

Nickname	The Land of Enchantment	Songs	<i>Así es Nuevo Méjico</i> <i>O, Fair New Mexico</i>
Motto	<i>Crescit Eundo</i> (It Grows As It Goes)	Gem	Turquoise
Flower	Yucca	Animal	Black Bear
Bird	Roadrunner	Fish	Cutthroat Trout
Tree	Piñon	Entered the Union.....	January 6, 1912
Capital City	Santa Fe		

SELECTED OFFICIALS

Governor	BRUCE KING
Lieutenant Governor	ROBERT A. MONDRAGON
Secretary of State.....	BETTY FIORINA
Attorney General	DAVID L. NORVELL

SUPREME COURT

LA FEL E. OMAN	JOHN B. McMANUS, Jr., Chief Justice	DONNAN STEPHENSON
	SAMUEL Z. MONTOYA	
	JOE L. MARTINEZ	

LEGISLATURE

President of the Senate ..	ROBERT A. MONDRAGON	Speaker of the House.....	WALTER K. MARTINEZ
President Pro Tem of the Senate..	I. M. SMALLEY	Chief Clerk of the House.....	ALBERT ROMERO
Chief Clerk of the Senate.....	JUANITA PINO		

STATISTICS*

Land Area (square miles)	121,412	Largest City	Albuquerque
Rank in Nation	5th	Population	243,751
Population†	1,076,000	Number of Cities over 10,000 Population	12
Rank in Nation	37th	Number of Counties	32
Density per square mile.....	8.9		
Number of Representatives in Congress	2		
Capital City	Santa Fe		
Population	41,167		
Rank in State	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

NEW YORK



Nickname	The Empire State	Bird	Bluebird
Motto	<i>Excelsior</i> (Ever Upward)	Tree	Sugar Maple
Flower	Rose	Gem	Garnet
Capital City	Albany	Entered the Union	July 26, 1788

SELECTED OFFICIALS

Governor	MALCOLM WILSON
Lieutenant Governor	(Vacancy)
Secretary of State	JOHN J. GHEZZI (Acting)
Attorney General	LOUIS J. LEFKOWITZ

COURT OF APPEALS (Highest Appellate Court)

CHARLES D. BREITEL, Chief Judge

MATTHEW J. JASEN
HAROLD A. STEVENS

JOHN F. SCILEPPI
FRANCIS BERGAN

JAMES GIBSON
SAMUEL RABIN

LEGISLATURE

President of the Senate	WARREN M. ANDERSON (Acting)	Speaker of the Assembly	PERRY B. DURYEA, JR.
President Pro Tem of the Senate	WARREN M. ANDERSON	Clerk of the Assembly	THOMAS H. BARTZOS
Secretary of the Senate	ALBERT J. ABRAMS		

STATISTICS*

Land Area (square miles).....	47,831	Largest City	New York City
Rank in Nation.....	30th	Population	7,895,563
Population†	18,367,000	Number of Cities and Villages over 10,000	88
Rank in Nation.....	2nd	Population	62
Density per square mile.....	384.0	Number of Counties.....	
Number of Representatives in Congress	39		
Capital City	Albany		
Population	115,781		
Rank in State.....	6th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



NORTH CAROLINA

Nickname	The Tar Heel State	Tree	Pine
Motto	<i>Esse Quam Videri</i> (To Be Rather Than to Seem)	Song	<i>The Old North State</i>
Flower	Dogwood	Mammal	Gray Squirrel
Bird	Cardinal	Fish	Channel Bass
Capital City	Raleigh	Entered the Union.....	November 21, 1789

SELECTED OFFICIALS

Governor	JAMES E. HOLSHOUSER, JR.
Lieutenant Governor	JAMES B. HUNT, JR.
Secretary of State	THAD EURE
Attorney General	ROBERT B. MORGAN

SUPREME COURT

WILLIAM H. BOBBITT, Chief Justice

DAN K. MOORE
CARLISLE W. HIGGINS

SUSIE SHARP
I. BEVERLY LAKE

JOSEPH BRANCH
J. FRANK HUSKINS

GENERAL ASSEMBLY

President of the Senate.....	JAMES B. HUNT, JR.	Speaker of the House.....	JAMES E. RAMSEY
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	GORDON P. ALLEN	.....	WILLIAM T. WATKINS
Principal Clerk of the Senate	ROY ROWE	Principal Clerk of the House.....	MRS. GRACE COLLINS

STATISTICS*

Land Area (square miles).....	48,798	Largest City	Charlotte
Rank in Nation.....	29th	Population	241,178
Population†	5,221,000	Number of Cities over 10,000 Population.....	38
Rank in Nation.....	12th	Number of Counties.....	100
Density per square mile.....	107.0		
Number of Representatives in Congress.....	11		
Capital City	Raleigh		
Population	123,793		
Rank in State.....	4th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

NORTH DAKOTA



Nickname	The Sioux State	Tree	American Elm
Motto	<i>Liberty and Union, Now and Forever, One and Inseparable</i>	Song	<i>North Dakota Hymn</i>
Flower	Wild Prairie Rose	Stone	Teredo Petrified Wood
Bird	Western Meadowlark	Fish	Northern Pike
		Entered the Union	November 2, 1889
	Capital City		Bismarck

SELECTED OFFICIALS

Governor	ARTHUR A. LINK
Lieutenant Governor	WAYNE G. SANSTEAD
Secretary of State	BEN MEIER
Attorney General	ALLEN I. OLSON

SUPREME COURT

	RALPH J. ERICKSTAD, Chief Justice	
OBERT C. TEIGEN	HARVEY B. KNUDSON	WILLIAM L. PAULSON
	ROBERT J. VOGEL	

LEGISLATIVE ASSEMBLY

President of the Senate	WAYNE G. SANSTEAD	Speaker of the House	A. G. BUNKER
President Pro Tem of the Senate		Chief Clerk of the House	ROY GILBREATH
.....	ELTON W. RINGSAK		
Secretary of the Senate	LEO LEIDHOLM		

STATISTICS*

Land Area (square miles).....	69,273	Largest City	Fargo
Rank in Nation.....	17th	Population	53,365
Population†	634,000	Number of Cities over 10,000	8
Rank in Nation.....	45th	Number of Counties.....	53
Density per square mile.....	9.2		
Number of Representatives in Congress.....	1		
Capital City	Bismarck		
Population	34,703		
Rank in State.....	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



OHIO

Nickname	The Buckeye State	Song	<i>Beautiful Ohio</i>
Motto	<i>With God, All Things Are Possible</i>	Stone	Ohio Flint
Flower	Scarlet Carnation	Beverage	Tomato Juice
Bird	Cardinal	Entered the Union	March 1, 1803
Tree	Buckeye	Capital City	Columbus

SELECTED OFFICIALS

Governor	JOHN J. GILLIGAN
Lieutenant Governor	JOHN W. BROWN
Secretary of State	TED W. BROWN
Attorney General	WILLIAM J. BROWN

SUPREME COURT

J. J. P. CORRIGAN	C. WILLIAM O'NEILL, Chief Justice	PAUL W. BROWN
LEONARD J. STERN	THOMAS M. HERBERT	FRANK D. CELEBREZZE
	WILLIAM B. BROWN	

GENERAL ASSEMBLY

President of the Senate	JOHN W. BROWN	Speaker of the House	A. G. LANCIONE
President Pro Tem of the Senate	THEODORE M. GRAY	Speaker Pro Tem of the House	VERNAL G. RIFFE, JR.
Clerk of the Senate	HARRY V. JUMP	Legislative Clerk of the House	THEODORE BORING
		Executive Secretary of the House	JOHN V. MCCARTHY

STATISTICS*

Land Area (square miles)	40,975	Largest City	Cleveland
Rank in Nation	35th	Population	750,879
Population†	10,722,000	Number of Cities over 10,000 Population	142
Rank in Nation	6th	Number of Counties	88
Density per square mile	261.7		
Number of Representatives in Congress	23		
Capital City	Columbus		
Population	540,025		
Rank in State	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

OKLAHOMA



Nickname	The Sooner State	Tree	Redbud
Motto	<i>Labor Omnia Vincit</i> (Labor Conquers All Things)	Song	<i>Oklahoma</i>
Flower	Mistletoe	Stone	Barite Rose (Rose Rock)
Bird	Scissor-tailed Flycatcher	Reptile	Mountain Boomer Lizard
	Capital City	Entered the Union	November 16, 1907
			Oklahoma City

SELECTED OFFICIALS

Governor	DAVID HALL
Lieutenant Governor	GEORGE NIGH
Secretary of State	JOHN ROGERS
Attorney General	LARRY D. DERRYBERRY

SUPREME COURT

DENVER N. DAVISON, Chief Justice

BEN T. WILLIAMS,
Vice Chief Justice
PAT IRWIN

WILLIAM A. BERRY
DON BARNES
JOHN B. DOOLIN

RALPH B. HODGES
ROBERT E. LAVENDER
ROBERT D. SIMMS

LEGISLATURE

President of the Senate	GEORGE NIGH	Speaker of the House	WILLIAM P. WILLIS
President Pro Tem of the Senate	JAMES E. HAMILTON	Speaker Pro Tem of the House	SPENCER T. BERNARD
Secretary of the Senate	LEE SLATER	Chief Clerk of the House	MRS. LOUISE STOCKTON

STATISTICS*

Land Area (square miles)	68,782	Largest City	Oklahoma City
Rank in Nation	19th	Population	368,164
Population†	2,633,000	Number of Cities over 10,000 Population	30
Rank in Nation	27th	Number of Counties	77
Density per square mile	38.3		
Number of Representatives in Congress	6		
Capital City	Oklahoma City		
Population	368,164		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



OREGON

Nickname	The Beaver State	Song	<i>Oregon, My Oregon</i>
Motto	<i>The Union</i>	Stone	Thunderegg
Flower	Oregon Grape	Animal	Beaver
Bird	Western Meadowlark	Fish	Chinook Salmon
Tree	Douglas Fir	Entered the Union	February 14, 1859
Capital City	Salem		

SELECTED OFFICIALS

Governor	TOM McCALL
Secretary of State	CLAY MYERS
Attorney General	LEE JOHNSON

SUPREME COURT

KENNETH J. O'CONNELL, Chief Justice

WILLIAM M. McALLISTER
DEAN BRYSON

EDWARD H. HOWELL
THOMAS H. TONGUE

ARNO H. DENECKE
RALPH M. HOLMAN

LEGISLATIVE ASSEMBLY

President of the Senate	JASON BOE	Speaker of the House	RICHARD O. EYMANN
President Pro Tem of the Senate	DICK GROENER	Speaker Pro Tem of the House	PHILIP D. LANG
Secretary of the Senate	CECIL L. EDWARDS	Chief Clerk of the House	WINTON J. HUNT

STATISTICS*

Land Area (square miles)	96,184	Largest City	Portland
Rank in Nation	10th	Population	379,967
Population†	2,185,000	Number of Cities over 10,000 Population	21
Rank in Nation	31st	Number of Counties	36
Density per square mile	22.7		
Number of Representatives in Congress	4		
Capital City	Salem		
Population	68,480		
Rank in State	3rd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

PENNSYLVANIA



Nickname	The Keystone State	Dog	Great Dane
Motto	<i>Virtue, Liberty and Independence</i>	Animal	Whitetail Deer
Flower	Mountain Laurel	Fish	Brook Trout
Bird	Ruffed Grouse	Entered the Union	December 12, 1787
Tree	Eastern Hemlock	Capital City	Harrisburg

SELECTED OFFICIALS

Governor	MILTON J. SHAPP
Lieutenant Governor	ERNEST P. KLINE
Secretary of the Commonwealth	Mrs. C. DeLores Tucker
Attorney General	ISRAEL PACKEL

SUPREME COURT

BENJAMIN R. JONES, Chief Justice

THOMAS W. POMEROY, JR.
ROBERT N. C. NIX, JR.

LOUIS L. MANDERINO
MICHAEL J. EAGEN

HENRY X. O'BRIEN
SAMUEL J. ROBERTS

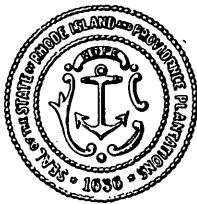
GENERAL ASSEMBLY

President of the Senate	ERNEST P. KLINE	Speaker of the House	KENNETH B. LEE
President Pro Tem of the Senate	MARTIN L. MURRAY	Chief Clerk of the House	ROBERT M. SCHEIPE
Secretary of the Senate	MARK GRUELL, JR.		

STATISTICS*

Land Area (square miles)	44,966	Largest City	Philadelphia
Rank in Nation	32nd	Population	1,949,996
Population†	11,905,000	Number of Cities and Boroughs over 10,000 Population	94
Rank in Nation	3rd	Number of Counties	67
Density per square mile	264.8		
Number of Representatives in Congress	25		
Capital City	Harrisburg		
Population	68,061		
Rank in State	8th		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



RHODE ISLAND

Nickname	Little Rhody	Tree	Red Maple
Motto	Hope	Song	Rhode Island
Flower	Violet	Rock	Cumberlandite
Bird	Rhode Island Red	Entered the Union	May 29, 1790
Capital City	Providence		

SELECTED OFFICIALS

Governor	PHILIP W. NOEL
Lieutenant Governor	J. JOSEPH GARRAHY
Secretary of State	ROBERT F. BURNS
Attorney General	RICHARD J. ISRAEL

SUPREME COURT

THOMAS J. PAOLINO	THOMAS H. ROBERTS, Chief Justice	THOMAS F. KELLEHER
	JOHN F. DORIS	
	ALFRED H. JOSLIN	

GENERAL ASSEMBLY

President of the Senate	J. JOSEPH GARRAHY	Speaker of the House	JOSEPH A. BEVILACQUA
President Pro Tem of the Senate	ERICH A. O'D. TAYLOR	First Deputy Speaker of the House	EDWARD L. MAGGIACOMO
Secretary of the Senate	ROBERT F. BURNS	Reading Clerk of the House	PAUL B. McMAHON

STATISTICS*

Land Area (square miles)	1,049	Largest City	Providence
Rank in Nation	50th	Population	179,116
Population†	969,000	Number of Cities and Towns over 10,000 Population‡	25
Rank in Nation	39th	Number of Counties	5
Density per square mile	923.7		
Number of Representatives in Congress	2		
Capital City	Providence		
Population	179,116		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 17 towns over 10,000 population.

SOUTH CAROLINA



Nickname	The Palmetto State	Bird	Carolina Wren
Mottos	<i>Animis Opibusque Parati</i> (Prepared in Mind and Resources) <i>Dum Spiro Spero</i> (While I Breathe, I Hope)	Tree	Palmetto
Flower	Carolina Jessamine	Song	Carolina
	Capital City	Stone	Blue Granite
		Entered the Union	May 23, 1788
			Columbia

SELECTED OFFICIALS

Governor	JOHN C. WEST
Lieutenant Governor	EARLE E. MORRIS, JR.
Secretary of State	O. FRANK THORNTON
Attorney General	DANIEL R. McLEOD

SUPREME COURT

JAMES WOODROW LEWIS	JOSEPH R. MOSS, Chief Justice	JAMES M. BRAILSFORD, JR.
	THOMAS P. BUSSEY	
	CAMERON B. LITTLEJOHN	

GENERAL ASSEMBLY

President of the Senate	EARLE E. MORRIS, JR.	Speaker of the House	REX L. CARTER
President Pro Tem of the Senate	L. MARION GRESSETTE	Speaker Pro Tem of the House	J. CLATOR ARRANTS
Clerk of the Senate	LOVICK O. THOMAS	Clerk of the House	SYLVIA W. ORANGE

STATISTICS*

Land Area (square miles)	30,225	Largest City	Columbia
Rank in Nation	40th	Population	113,542
Population†	2,688,000	Number of Cities over 10,000 Population	18
Rank in Nation	26th	Number of Counties	46
Density per square mile	88.9		
Number of Representatives in Congress	6		
Capital City	Columbia		
Population	113,542		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



SOUTH DAKOTA

Nickname	The Coyote State	Song	<i>Hail, South Dakota</i>
Motto	<i>Under God the People Rule</i>	Stone	Black Hills Gold
Flower	Pasque Flower	Animal	Coyote
Bird	Ringnecked Pheasant	Entered the Union.....	November 2, 1889
Tree	Black Hills Spruce	Capital City	Pierre

SELECTED OFFICIALS

Governor	RICHARD F. KNEIP
Lieutenant Governor	WILLIAM DOUGHERTY
Secretary of State	LORNA HERSETH
Attorney General	KERMIT A. SANDE

SUPREME COURT

CHARLES S. HANSON	FRANK BIEGELMEIER, Presiding Judge	ROGER L. WOLLMAN
	FRED R. WINANS	
	JAMES M. DOYLE	

LEGISLATURE

President of the Senate.....	WILLIAM DOUGHERTY	Speaker of the House.....	GENE LEBRUN
President Pro Tem of the Senate		Speaker Pro Tem of the House	
.....	CHARLES E. DONNELLY, JR.	.....	MENNO TSCHETTER
Secretary of the Senate.....	ROGER PRUNTY	Chief Clerk of the House.....	JOHN E. SUTTON, JR.

STATISTICS*

Land Area (square miles).....	75,955	Largest City	Sioux Falls
Rank in Nation.....	16th	Population	72,488
Population†.....	680,000	Number of Cities over 10,000 Population.....	8
Rank in Nation.....	44th	Number of Counties.....	67
Density per square mile.....	9.0		
Number of Representatives in Congress.....	2		
Capital City	Pierre		
Population	9,699		
Rank in State.....	9th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

TENNESSEE



Nickname	The Volunteer State	Songs	<i>When It's Iris Time in Tennessee; and The Tennessee Waltz</i>
Motto	<i>Agriculture and Commerce</i>	Stone	Agate
Flower	Iris	Animal	Raccoon
Bird	Mockingbird	Entered the Union.....	June 1, 1796
Tree	Tulip Poplar		
Capital City	Nashville		

SELECTED OFFICIALS

Governor	WINFIELD DUNN
Lieutenant Governor	JOHN S. WILDER
Secretary of State.....	JOE C. CARR
Attorney General	DAVID M. PACK

SUPREME COURT

GEORGE F. MCCANLESS	ROSS W. DYER, Chief Justice	ALLISON B. HUMPHREYS
	CHESTER C. CHATTIN	
	WILLIAM H. D. FONES	

GENERAL ASSEMBLY

Speaker of the Senate.....	JOHN S. WILDER	Speaker of the House.....	NED R. MCWHERTER
Chief Clerk of the Senate....	JOHN W. COOKE, JR.	Chief Clerk of the House.....	JAMES C. FREE

STATISTICS*

Land Area (square miles).....	41,328	Largest City	Memphis
Rank in Nation	34th	Population	623,530
Population†	4,072,000	Number of Cities over 10,000 Population	30
Rank in Nation	17th	Number of Counties	95
Density per square mile.....	98.5		
Number of Representatives in Congress.....	8		
Capital City	Nashville		
Population	447,877		
Rank in State	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



TEXAS

Nickname	The Lone Star State	Tree	Pecan
Motto	<i>Friendship</i>	Song	<i>Texas, Our Texas</i>
Flower	Bluebonnet	Gem	Topaz
Bird	Mockingbird	Entered the Union	December 29, 1845
Capital City	Austin		

SELECTED OFFICIALS

Governor	DOLPH BRISCOE
Lieutenant Governor	WILLIAM P. HOBBY
Secretary of State	MARK W. WHITE, JR.
Attorney General	JOHN L. HILL

SUPREME COURT

JOE R. GREENHILL, Chief Justice

THOMAS M. REAVLEY
JAMES G. DENTON
RUEL C. WALKER

SEARS MCGEE
SAM JOHNSON

PRICE DANIEL
ZOLLIE C. STEAKLEY
JACK POPE

LEGISLATURE

President of the Senate	WILLIAM P. HOBBY	Speaker of the House	PRICE DANIEL, JR.
President Pro Tem of the Senate	JIM WALLACE	Speaker Pro Tem of the House	CARL PARKER
Secretary of the Senate	CHARLES A. SCHNABEL	Chief Clerk of the House	MRS. DOROTHY HALLMAN

STATISTICS*

Land Area (square miles)	262,134	Largest City	Houston
Rank in Nation	2nd	Population	1,232,802
Population†	11,604,000	Number of Cities over 10,000 Population	121
Rank in Nation	4th	Number of Counties	254
Density per square mile	44.3		
Number of Representatives in Congress	24		
Capital City	Austin		
Population	251,808		
Rank in State	6th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

UTAH



Nickname	The Beehive State	Tree	Blue Spruce
Motto	Industry	Song	<i>Utah, We Love Thee</i>
Flower	Sego Lily	Gem	Topaz
Bird	Seagull	Entered the Union	January 4, 1896
Capital City	Salt Lake City		

SELECTED OFFICIALS

Governor	CALVIN L. RAMPTON
Secretary of State	CLYDE L. MILLER
Attorney General	VERNON B. ROMNEY

SUPREME COURT

F. HENRI HENRIOD	E. RICHARD CALLISTER, JR., Chief Justice	ALBERT H. ELLETT
	J. ALLAN CROCKETT	
	R. LEROY TUCKETT	

LEGISLATURE

President of the Senate	WARREN E. PUGH	Speaker of the House	HOWARD C. NIELSON
Secretary of the Senate	SOPHIA C. BUCKMILLER	Chief Clerk of the House	DEAN HILL

STATISTICS*

Land Area (square miles)	82,096	Largest City	Salt Lake City
Rank in Nation	12th	Population	175,885
Population†	1,127,000	Number of Cities over 10,000 Population	12
Rank in Nation	36th	Number of Counties	29
Density per square mile	13.7		
Number of Representatives in Congress	2		
Capital City	Salt Lake City		
Population	175,885		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



VERMONT

Nickname.....	The Green Mountain State	Tree	Sugar Maple
Motto.....	<i>Freedom and Unity</i>	Song	<i>Hail, Vermont!</i>
Flower	Red Clover	Animal	Morgan Horse
Bird	Hermit Thrush	Entered the Union.....	March 4, 1791
Capital City	Montpelier		

SELECTED OFFICIALS

Governor	THOMAS P. SALMON
Lieutenant Governor.....	JOHN S. BURGESS
Secretary of State	RICHARD C. THOMAS
Attorney General	KIMBERLY CHENEY

SUPREME COURT

MILFORD K. SMITH	ALBERT W. BARNEY, Jr., Chief Justice	RUDOLPH J. DALEY
	F. RAY KEYSER, Sr.	
	ROBERT W. LARROW	

GENERAL ASSEMBLY

President of the Senate.....	JOHN S. BURGESS	Speaker of the House.....	WALTER L. KENNEDY
President Pro Tem of the Senate		Clerk of the House.....	ROBERT L. PICHER
.....	EDWARD G. JANEWAY		
Secretary of the Senate.....	ROBERT H. GIBSON		

STATISTICS*

Land Area (square miles).....	9,267	Largest City	Burlington
Rank in Nation.....	43rd	Population	38,633
Population†	460,000	Number of Cities and Towns over	
Rank in Nation.....	48th	10,000 Population‡	8
Density per square mile.....	49.6	Number of Counties.....	14
Number of Representatives in Congress.....	1		
Capital City	Montpelier		
Population	8,609		
Rank in State.....	10th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

‡Includes 5 towns over 10,000 population.

VIRGINIA



Nickname	The Old Dominion	Tree	Dogwood
Motto	<i>Sic Semper Tyrannis</i> (Thus Always to Tyrants)	Song	<i>Carry Me Back to Old Virginia</i>
Flower	Dogwood	Animal	Fox Hound
Bird	Cardinal	Entered the Union	June 25, 1788
Capital City	Richmond		

SELECTED OFFICIALS

Governor	MILLS E. GODWIN, JR.
Lieutenant Governor	JOHN N. DALTON
Secretary of the Commonwealth	MRS. PATRICIA PERKINSON
Attorney General	ANDREW P. MILLER

SUPREME COURT

	HAROLD F. SNEAD, Chief Justice	
ALBERTIS S. HARRISON, JR.	ALEX M. HARMAN, JR.	HARRY LEE CARRICO
GEORGE M. COCHRAN	LAWRENCE W. L'ANSON	RICHARD H. POFF

GENERAL ASSEMBLY

President of the Senate	JOHN N. DALTON	Speaker of the House	JOHN WARREN COOKE
President Pro Tem of the Senate	EDWARD E. WILLEY	Clerk of the House	JOSEPH H. HOLLEMAN, JR.
Clerk of the Senate	MRS. LOUISE O. LUCAS		

STATISTICS*

Land Area (square miles)	39,780	Largest City	Norfolk
Rank in Nation	36th	Population	307,951
Population†	4,765,000	Number of Cities over 10,000 Population	30
Rank in Nation	13th	Number of Counties	96
Density per square mile	119.8		
Number of Representatives in Congress	10		
Capital City	Richmond		
Population	249,431		
Rank in State	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



WASHINGTON

Nickname.....	The Evergreen State	Tree	Western Hemlock
Motto	<i>Alki</i> (By and By)	Song	<i>Washington, My Home</i>
Flower	Western Rhododendron	Fish	Steelhead Trout
Bird	Willow Goldfinch	Entered the Union.....	November 11, 1889
Capital City	Olympia		

SELECTED OFFICIALS

Governor	DANIEL J. EVANS
Lieutenant Governor	JOHN A. CHERBERG
Secretary of State	A. LUDLOW KRAMER
Attorney General	SLADE GORTON

SUPREME COURT

CHARLES F. STAFFORD
CHARLES T. WRIGHT
ROBERT T. HUNTER

FRANK HALE, Chief Justice
HUGH J. ROSELLINI
ROBERT C. FINLEY

ORRIS L. HAMILTON
ROBERT F. UTTER
ROBERT F. BRACHTENBACH

LEGISLATURE

President of the Senate.....	JOHN A. CHERBERG	Speaker of the House.....	LEONARD A. SAWYER
President Pro Tem of the Senate....	AL HENRY	Speaker Pro Tem of the House..	JOHN L. O'BRIEN
Secretary of the Senate.....	SIDNEY R. SNYDER	Chief Clerk of the House.....	DEAN R. FOSTER

STATISTICS*

Land Area (square miles).....	66,570	Largest City	Seattle
Rank in Nation.....	20th	Population	530,831
Population†	3,418,000	Number of Cities over 10,000 Population.....	34
Rank in Nation.....	22nd	Number of Counties.....	39
Density per square mile.....	51.3		
Number of Representatives in Congress.....	7		
Capital City	Olympia		
Population	23,296		
Rank in State.....	15th		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

WEST VIRGINIA



Nickname	The Mountain State	Songs	<i>West Virginia, My Home Sweet Home;</i>
Motto	<i>Montani Semper Liberi</i>		<i>The West Virginia Hills;</i>
	(Mountaineers Are Always Free)		<i>and This Is My West Virginia</i>
Flower	Big Rhododendron	Animal	Black Bear
Bird	Cardinal	Fish	Brook Trout
Tree	Sugar Maple	Entered the Union	June 20, 1863
	Capital City		Charleston

SELECTED OFFICIALS

Governor	ARCH A. MOORE, JR.
Secretary of State	EDGAR F. HEISKELL III
Attorney General	CHAUNCEY H. BROWNING, JR.

SUPREME COURT OF APPEALS

	FRED H. CAPLAN, Chief Justice	
THORNTON G. BERRY, JR.	CHARLES H. HADEN II	RICHARD NEELY
	JAMES M. SPROUSE	

LEGISLATURE

President of the Senate..	WILLIAM T. BROTHERTON	Speaker of the House.....	LEWIS N. McMANUS
President Pro Tem of the Senate..	CARL E. GAINER	Clerk of the House.....	C. A. BLANKENSHIP
Clerk of the Senate.....	HOWARD W. CARSON		

STATISTICS*

Land Area (square miles).....	24,070	Largest City	Huntington
Rank in Nation.....	41st	Population	74,315
Population†	1,795,000	Number of Cities over 10,000 Population.....	15
Rank in Nation.....	34th	Number of Counties.....	55
Density per square mile.....	74.6		
Number of Representatives in Congress.....	4		
Capital City	Charleston		
Population	71,505		
Rank in State.....	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.



WISCONSIN

Nickname	The Badger State	Song	<i>On, Wisconsin!</i>
Motto	<i>Forward</i>	Stone	Red Granite
Flower	Wood Violet	Animal	Badger
Bird	Robin	Fish	Muskellunge
Tree	Sugar Maple	Entered the Union	May 29, 1848
Capital City	Madison		

SELECTED OFFICIALS

Governor	PATRICK J. LUCEY
Lieutenant Governor	MARTIN J. SCHREIBER
Secretary of State	ROBERT C. ZIMMERMAN
Attorney General	ROBERT W. WARREN

SUPREME COURT

HORACE W. WILKIE	E. HAROLD HALLOWS, Chief Justice	CONNOR T. HANSEN
BRUCE F. BEILFUSS	NATHAN S. HEFFERNAN	ROBERT W. HANSEN
	LEO B. HANLEY	

LEGISLATURE

President of the Senate.....	MARTIN J. SCHREIBER	Speaker of the Assembly...	NORMAN C. ANDERSON
President Pro Tem of the Senate	ROBERT P. KNOWLES	Speaker Pro Tem of the Assembly..	JOSEPH SWEDA
Chief Clerk of the Senate.....	WILLIAM P. NUGENT	Chief Clerk of the Assembly..	THOMAS S. HANSON

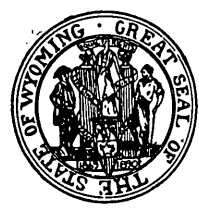
STATISTICS*

Land Area (square miles).....	54,464	Largest City	Milwaukee
Rank in Nation.....	25th	Population	717,372
Population†	4,526,000	Number of Cities over 10,000 Population.....	51
Rank in Nation.....	16th	Number of Counties.....	72
Density per square mile.....	83.1		
Number of Representatives in Congress.....	9		
Capital City	Madison		
Population	171,769		
Rank in State.....	2nd		

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Estimated by Bureau of the Census for July 1, 1972.

WYOMING



Nickname	The Equality State	Tree	Cottonwood
Motto	<i>Equal Rights</i>	Song	<i>Wyoming</i>
Flower	Indian Paintbrush	Stone	Jade
Bird	Meadowlark	Entered the Union	July 10, 1890
Capital City	Cheyenne		

SELECTED OFFICIALS

Governor	STANLEY K. HATHAWAY
Secretary of State	Mrs. THYRA THOMSON
Attorney General	CLARENCE A. BRIMMER

SUPREME COURT

JOHN J. McINTYRE	GLENN PARKER, Chief Justice	LEONARD McEWAN
	RODNEY M. GUTHRIE	
	A. G. McCLINTOCK	

LEGISLATURE

President of the Senate	DON W. JEWETT	Speaker of the House	C. H. DAVIS
Vice President of the Senate	JAMES L. THOMPSON	Speaker Pro Tem of the House	
Chief Clerk of the Senate	NELSON E. WREN	.....	HAROLD HELLBAUM
		Chief Clerk of the House	HERBERT D. POWNALL

STATISTICS*

Land Area (square miles)	97,203	Largest City	Cheyenne
Rank in Nation	9th	Population	40,914
Population†	346,000	Number of Cities over 10,000 Population	5
Rank in Nation	49th	Number of Counties	23
Density per square mile	3.6		
Number of Representatives in Congress	1		
Capital City	Cheyenne		
Population	40,914		
Rank in State	1st		

*Based on 1970 census statistics compiled by the Bureau of the Census.
†Estimated by Bureau of the Census for July 1, 1972.



DISTRICT OF COLUMBIA

Motto *Justitia Omnibus* Bird Wood Thrush
(Justice for All) Tree Scarlet Oak
Flower American Beauty Rose Became U.S. Capital December 1, 1800

OFFICERS¹

Commissioner WALTER E. WASHINGTON
Executive Secretary MARTIN K. SCHALLER
Corporation Counsel C. FRANCIS MURPHY

U.S. COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA

Chief Judge DAVID L. BAZELON

DISTRICT OF COLUMBIA COURT OF APPEALS

Chief Judge GERARD D. REILLY

U.S. DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Chief Judge GEORGE L. HART, JR.
U.S. Attorney EARL J. SILBERT

THE SUPERIOR COURT OF THE DISTRICT OF COLUMBIA

Chief Judge HAROLD H. GREENE

DISTRICT OF COLUMBIA COUNCIL¹

Chairman	JOHN A. NEVIUS
Vice Chairman	STERLING TUCKER
Council Member	W. ANTOINETTE FORD
Council Member	ROCKWOOD H. FOSTER
Council Member	TEDSON J. MEYERS
Council Member	JERRY A. MOORE, JR.
Council Member	MARJORIE H. PARKER
Council Member	HENRY S. ROBINSON
Council Member	MARGUERITE C. SELDEN

STATISTICS*

Land Area (square miles) 61
Population 756,510
Density per square mile 12,321.0

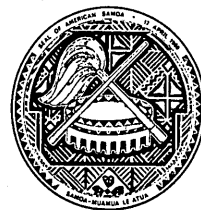
Delegate to Congress† 1

*Based on 1970 census statistics compiled by the Bureau of the Census.

†Non-voting delegate to the U.S. House of Representatives.

¹The Commissioner and members of the District of Columbia Council are appointed by the President of the United States with the consent of the U.S. Senate.

AMERICAN SAMOA



Motto	<i>Samoa-Muamua le Atua</i>	Plant	Ava
Flower	Paogo	Song	<i>Amerika Samoa</i>
Tree	Moso'oi	Became a Territory of the United States....	1899
Capital City	Pago Pago		

SELECTED OFFICIALS

Governor	JOHN M. HAYDON
Territorial Secretary ¹	FRANK C. MOCKLER
Attorney General	DONALD WILLIAMS

HIGH COURT

WILLIAM J. MCKNIGHT, Chief Justice

LESLIE N. JOCHIMSEN,
Associate Justice
T. A. MASANIAI

A. P. LUTALI
U. GALOIÄ

APE POUTOA
IOANE FE'A SAGAIGA

LEGISLATURE

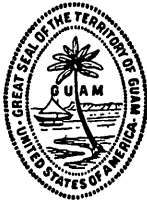
President of the Senate	SALANOÄ S. P. AUMOEUALOGO	Speaker of the House.....	TUPUA E. LE'IATO
President Pro Tem of the Senate	MULITAUÄOPELE TAMOTU	Speaker Pro Tem of the House	TE'O J. FUAVAI
Secretary of the Senate.....	MRS. SALILO K. LEVI	Clerk of the House.....	LUTU TENÄRI S. FUIMAONO
		Counsel	GEORGE M. BLAESI

STATISTICS*

Land Area (square miles).....	76	Capital City	Pago Pago
Population	27,159	Population	2,451
Density per square mile.....	357	Number of Villages.....	77
		Number of Counties.....	14

¹Combines duties of Lieutenant Governor and Secretary of State.

*Based on 1970 census statistics compiled by the Bureau of the Census.



GUAM

Nickname	Pearl of the Pacific	Stone	Latte
Flower	<i>Puti Tai Nobio</i> (Bougainvillea)	Animal	Iguana
Bird	<i>Totot</i> (Fruit Dove)	Ceded to the United States by	
Tree	<i>Ifit</i> (Intsiabijuga)	Spain	December 10, 1898
Song	<i>Stand Ye Guamanians</i>	Created a Territory	August 1, 1950
	Capital City	Agana	

SELECTED OFFICIALS

Governor	CARLOS G. CAMACHO
Lieutenant Governor	KURT S. MOYLAN
Attorney General	KEITH L. ANDREWS

U.S. DISTRICT COURT OF GUAM

Judge	CRISTOBAL C. DUENAS
Appointed by the President of the United States	
with the consent of the U.S. Senate	

ISLAND COURT OF GUAM

Chief Judge	JOAQUIN C. PEREZ
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LEGISLATURE¹

Speaker	FLORENCIO T. RAMIREZ	Legislative Secretary	GEORGE M. BAMBA
Vice Speaker	WILLIAM D. L. FLORES	Administrative Director ...	RUDOLPHO G. SABLAN

STATISTICS*

Land Area (square miles).....	209	Capital City	Agana
Population	84,996	Population	2,119
Density per square mile.....	407	Largest City	Tamuning
		Population	8,230

¹The Guam Legislature is a unicameral body of 21 members elected at large. Members are entitled Senators.

*Based on 1970 census statistics compiled by the Bureau of the Census.

PUERTO RICO



Song	<i>La Borinquena</i>	Became a Self-governing
Became a Territory of the	United States	December 10, 1898
		Became a Commonwealth
		July 25, 1952
		Capital City
		San Juan

SELECTED OFFICIALS

Governor	RAFAEL HERNÁNDEZ-COLÓN
Secretary of State	VÍCTOR M. PONS, JR.
Attorney General	FRANCISCO DE JESÚS-SCHUCK

SUPREME COURT

PEDRO PÉREZ-PIMENTEL, Chief Justice

HIRAM TORRES RIGUAL
ANGEL M. MARTIN
HÉCTOR MARTÍNEZ-MUÑOZ

MARCO A. RIGAU
CARLOS V. DÁVILA

JORGE DÍAZ CRUZ
ARMINDO CADILLA-GINORIO
CARLOS J. IRIZARRY-YUNQUÉ

LEGISLATIVE ASSEMBLY

President of the Senate.....JUAN CANCEL-RÍOS
Vice President of the Senate
.....MIGUEL A. HERNÁNDEZ-AGOSTO
Secretary of the Senate..MANUEL SANTANA-MOTTA

Speaker of the House.....LUIS E. RAMOS-YORDÁN
Vice President of the House
.....SEVERO E. COLBERG-RAMÍREZ
Secretary of the House...ENRIQUE PIÑERO-LÓPEZ

STATISTICS*

Land Area (square miles).....3,421
Population2,712,033
Density per square mile.....792.8
Delegate to Congress.....1
Capital CitySan Juan
Population452,749
Rank in Commonwealth.....1st

Largest CitySan Juan
Population452,749
Number of Places over 10,000 Population.....22
Number of Municipalities.....78

*Based on 1970 census statistics compiled by the Bureau of the Census.



TRUST TERRITORY OF THE PACIFIC ISLANDS

Administered by the United States as a
trusteeship for the United Nations.. July 18, 1947
Capital CitySaipan

SELECTED OFFICIALS

High CommissionerEDWARD E. JOHNSTON
Deputy High CommissionerPETER T. COLEMAN
Attorney GeneralRICHARD I. MIYAMOTO

HIGH COURT

HAROLD W. BURNETT, Chief Justice
D. KELLY TURNER ARVIN H. BROWN

CONGRESS OF MICRONESIA

President of the Senate.....TOSIWO NAKAYAMA	Speaker of the House.....BETHWEL HENRY
Vice President of the Senate.....LAZARUS E. SALII	Vice Speaker of the House.....ENDY DOIS
Clerk of the Senate.....F. SABO ULECHONG	Clerk of the House.....ASTERIO R. TAKESY

STATISTICS*

Land Area (square miles) .....717	Population—Palau District .....11,210
Mariana Islands District.....184	Density per square mile .....58.4
Marshall Islands District.....70	Population—Ponape District .....18,536
Palau District .....192	Density per square mile .....105.3
Ponape District .....176	Population—Truk District .....21,041
Truk District .....49	Density per square mile .....429.4
Yap District .....46	Population—Yap District .....7,624
Population .....90,940	Density per square mile .....165.7
Density per square mile .....126.8	Capital City.....Saipan, Mariana Islands
Population—Mariana Islands .....9,640	Population .....7,967
Density per square mile .....52.4	Number of Municipalities.....102
Population—Marshall Islands .....22,888	
Density per square mile.....327.0	

*Based on 1970 census statistics compiled by the
Bureau of the Census.

VIRGIN ISLANDS



Flower Yellow Elder or Yellow Cedar Formerly known as Danish West Indies
 Bird Yellow Breast Purchased from Denmark
 Song *Virgin Islands March* January 17, 1917
 Capital City Charlotte Amalie

SELECTED OFFICIALS

Governor MELVIN H. EVANS
 Lieutenant Governor ATHNIEL C. OTTLEY
 Attorney General VERNE A. HODGE

DISTRICT COURT

Chief Judge ALMERIC L. CHRISTIAN
 Judge WARREN H. YOUNG
 United States Attorney JULIO A. BRADY

LEGISLATURE

President CLAUDE A. MOLLOY
 Vice President JOHN L. MADURO
 Legislative Secretary VIRDIN C. BROWN
 Executive Secretary EDWARD J. MORAN

STATISTICS*

Land Area (square miles).....	132	Population—St. John	1,729
St. Croix	80	Density per square mile.....	86
St. Thomas	32	Capital City Charlotte Amalie, St. Thomas	
St. John	20	Population	12,220
Population—St. Croix	31,779	Number of Municipalities.....	3
Density per square mile.....	397		
Population—St. Thomas	28,960		
Density per square mile.....	905		

*Based on 1970 census statistics compiled by the Bureau of the Census.

INDEX

AUTHOR INDEX

- Bassett, Clement R.: Employment security administration in the States, 512-16
- Bell, George A.: State administrative organization activities, 1972-1973, 137-46
- Berve, Nancy M., and Millard, Richard M.: Higher education, 322-29
- Blair, George S.: State-local relations in 1972-1973, 281-85
- Blair, John S.: Outdoor recreation, 466-68
- Bond, A. R.: State forestry administration, 486-90
- Born, Gerald M.: The changing role of the state library agency, 342-44
- Breed, Allen F.: State services for children and youth, 395-401
- Carey, William D.: Public technology, 171-73
- Carlson, Richard J.: Election legislation, 24-30
- Cath, Wm. Stanwood, and Ridenour, James M.: State agriculture, 471-73, 478
- Criz, Maurice: State finances in 1972, 199-201; State and local government finances in 1971-1972, 213-15; State tax collections in 1973, 241-42; State aid to local governments in 1972, 286-89
- Darwick, Norman: State police and highway patrols, 419-23
- Goff, Donald H.: Correctional programs, 424-29
- Golubin, Nicholas M.: Pollution control programs, 457-65
- Hewitt, Sylvia V., and Weissert, Carol S.: Significant developments in federal-state relations, 273-77
- Hickey, John King: Suggested state legislation, 1973-1974, 106-10
- Howard, Dick: Consumer protection, 430-33
- Jensen, Allen C.: State public assistance and related programs, 383-86
- Kreimeyer, Robert, and Schnibbe, Harry: State mental health and retardation programs, 1972-1973, 380-82
- Kurtz, Karl T.: The State Legislatures, 53-65
- Lincoln, Richard W.: State housing development, 443-47
- McCabe, John M.: Uniform state laws, 97-98
- McKiernan, Brian: The National Guard, 435-38
- Mendelsohn, Ethel, and Rosenberg, Beatrice: Legal status of women, 402-10
- Merritt, Richard E.: Education finance, 336-41
- Millard, Richard M., and Berve, Nancy M.: Higher education, 322-29
- Ocheltree, Keith: Developments in state personnel systems, 180-83, 188
- Patton, H. Milton: State planning, 439-42
- Pedersen, K. George: State public school systems, 303-12
- Proctor, W. Robert: State health programs, 368-75
- Proffer, Lanny M.: The States and the criminal justice system, 414-18
- Ridenour, James M., and Cath, Wm. Stanwood: State agriculture, 471-73, 478
- Rodgers, Paul: Developments in public utility regulation, 523-31
- Rosenberg, Beatrice, and Mendelsohn, Ethel: Legal status of women, 402-10
- Rothenberg, Leon: Recent trends in state taxation, 224-36
- Schnibbe, Harry, and Kreimeyer, Robert: State mental health and retardation programs, 1972-1973, 380-82
- Smith, Terry, Jr.: State development programs, 451-52
- Sokolow, Alan V.: The state of the judiciary, 115-19
- Stevens, Alan: State employment in 1972, 189-90
- Sturm, Albert L.: State constitutions and constitutional revision, 1972-1973, 3-15
- Unger, David G.: Soil and water conservation, 479-82
- Vorlander, Carl W.: State information systems, 174-79
- Wanat, Susan Wollenberg: State programs for the aging, 391-94
- Weissbrodt, Sylvia: Labor legislation, 1972-1973, 493-504
- Weissert, Carol S., and Hewitt, Sylvia V.: Significant developments in federal-state relations, 273-77
- Wendell, Mitchell, and Zimmermann, Frederick L.: Interstate compacts, 267-70
- Whitehouse, Gertrude A.: Governments in the United States in 1972, 294-98
- Whitmire, Charles G.: Transportation, 350-55
- Zimmermann, Frederick L., and Wendell, Mitchell: Interstate compacts, 267-70

SUBJECT INDEX

(Complete List of Tables also on pages x-xiv)

A

- Abortion laws, 397-98, 406
Suggested, 108
See also Uniform state laws
- Accident prevention, *see* Safety
- Adjutants General
Salaries, 154
Selection, methods of, 157
- Administration, *see* Administrative officials; Administrative organization
- Administrative officials
Constitutional and statutory elective (table), 148-49
Constitutional qualifications for state office (table), 40-41
Recall, provisions for (table), 170
Salaries (table), 150-54
Selection, methods of (table), 155-57
See also Governors; Lieutenant Governors; State pages
- Administrative organization
Activities, 137-46
Agencies administering major taxes (table), 162-63
Elective officers, 141-42
Finance, 142-46
Elements of (table), 164-69
Legislation, 95
- Adoption laws, 101, 398
- Advisory Commission on Intergovernmental Relations, 108
- Aging
Administrative structures, 391-92, 394
Legislation
Federal, 391-92
State, 393-94
Older Americans Act and amendments, 391-93
Programs for, 391-94
See also Public assistance
- Agriculture, 471-73, 478
Consumer benefits, 471-72
Department of, functions (table), 476-77
Serving as consumer affairs office, 434
Farm acreage and income (table), 475
Farm income (table), 474
Food and Drug Administration programs, 478
Land use planning, 478
Legislation, suggested, 107
Officials, state, 148-49, 153, 157
Poison regulation, 472
Promotion activities, 472-73
Trends, 478
United States Department of Agriculture programs, 473, 478
See also Employment services, rural area programs; Labor, agricultural workers
- Aid to industry (tables), 453-56
See also Industry
- Aid to local governments, 286-89
Highway grants, 358-59
Intergovernmental expenditure
By function (table), 292; per capita (table), 291
By State (table), 290
By type of receiving government (table), 293
Local share of state-local public school revenue (table), 311
Summary of payments to local governments, 1942-72 (table), 289
- Air pollution, *see* Pollution control programs
- Airports, *see* Aviation
- Alabama
Commission on Intergovernmental Cooperation, 264
Selected officials and statistics, 538
- Alaska
Legislative Council, 264
Selected officials and statistics, 539
- Alcohol abuse, prevention, and rehabilitation
Alcohol, Drug Abuse, and Mental Health Administration, 375
Legislation, 119
Suggested, 108
See also Uniform state laws
- Alcoholic beverage taxes, *see* Taxation
- American Samoa
Selected officials and statistics, 589
- Apportionment, *see* Legislatures
- Arizona
Legislative Council, 264
Selected officials and statistics, 540
- Arkansas
Commission on Interstate Cooperation, 264
Selected officials and statistics, 541
- Attorneys General
Consumer protection, 432-33
National Association of, 259-60
Officials, state, 148-49
Salaries, 150
Selection, methods of, 155
See also State pages
- Auditors
Officials, state, 148-49
Salaries, 150
Selection, methods of, 155
- Automated data processing, *see* Electronic Data Processing
- Automobiles, *see* Highways; Motor vehicles; Transportation
- Aviation
Agencies, sources of income and expenditures (table), 367
Air carriers, regulation of, 529-30

Aviation *(continued)*

- Legislation, 354-55
- See also Uniform state laws
- Programs, 354-55
- See also Transportation

B

- Banking officials, 154, 157
- Births for selected years (table), 304
- Blind, aid to the (table), 390
- Bonds, legislation, 96
- Borrowing, *see* Finance, state
- Budget, *see* Finance, state
- Building and building code regulation
 - Legislation, suggested, 109-10
- Buildings, officials in charge of, 153, 157
- Business regulation
 - Legislation, 97-105
 - Suggested, 109-10
 - See also Public utility regulation

C

- California
 - Commission on Interstate Cooperation, 264
 - Selected officials and statistics, 542
- Campaign contributions and expenditures, limitations on, 93; (table), 42-47
- Capitols
 - Official names (table), 92
 - Renovated or replaced, 58
 - Zip codes and telephone numbers (table), 536
- Chief Justices, *see* Courts; State pages
- Children
 - Child abuse, 398
 - Child Custody Jurisdiction Act of 1968, 104
 - Child labor, *see* Labor
 - Early Childhood Development Act, 109
 - Education of handicapped, 108
 - Interstate Compact on the Placement of Children, 268-69
 - Legislation affecting, 104, 268-69, 400
 - Suggested, 109
 - See also Uniform state laws
 - Medical rights, 398-99
 - Services for, 395-401
 - See also Family law; Youth
- Civil defense and disaster
 - Example State Disaster Act, 270
 - Interstate compact, 270
 - Legislation, suggested, 107-8
 - Officials, state, 154, 157
- Civil rights, 393-94, 402-3
- Colleges, *see* Education, higher
- Colorado
 - Commission on Interstate Cooperation, 264
 - Selected officials and statistics, 543
- Commissions on Interstate Cooperation, 264-66
- Commissions on the status of women, 408
- Community development, *see* Development programs; Planning
- Compacts, *see* Interstate compacts
- Compensation, *see* Salaries; Workmen's compensation
- Conference of Chief Justices, 259
- Conference of State Court Administrators, 262-63

Connecticut

- Commission on Intergovernmental Cooperation, 264
- Selected officials and statistics, 544
- Conservation, soil and water, 479-82
 - Districts, 479-80; (table), 483
 - Inventory of recreational facilities, 482
 - Legislation, 482
 - Suggested, 107
- Officials, state, 153, 156
- Resource conservation and development programs (table), 484
- Soil conservation service employment (table), 481
- Soil Erosion and Sediment Control Act, 107
- Watershed applications (table), 485
- See also Natural resources
- Constitutional qualifications for election to state office (table), 40-41
- Constitutions and constitutional revision, 3-15
 - Amendment procedures, 4-5
 - By initiative (table), 22
 - By the Legislature, 5; (tables), 5, 21
 - Amendments and direct legislation, 95-96
 - Changes, by method of initiation (table), 4
 - By subject matter (table), 6
 - Commissions, 7-9; (table), 16-18
 - Conventions, 9-14; (table), 19
 - Procedures for calling (table), 20
 - General information on state constitutions (table), 23
 - Studies, 14-15
- Consumer protection, 430-33
 - Administration, 432-33
 - Consumer affairs offices (table), 434
 - Consumer Sales Practices Act, 108
 - Legislation, 103, 104, 430-32
 - Suggested, 107, 108
 - See also Uniform state laws; Women, credit discrimination
- Controllers
 - Officials, state, 148-49
 - Salaries, 150
 - Selection, methods of, 155
- Corrections, *see* Law enforcement
- Council of State Governments, 253-55
 - Activities, 254-55
 - Affiliated organizations, 257-63
 - And State Legislatures, 53
 - Cooperation with National Science Foundation, 171-73
 - Disaster Project, 270
 - Environmental symposia, 1972 and 1973, 276
 - Officers and Executive Committee, 256
 - Offices, 253-54, 256
 - Publications, 254-55
 - Regional conferences, 64
- Council of State Planning Agencies, 263
- Courts
 - Administrative offices (tables), 133, 134
 - American Bar Association, Commission on the Standards of Judicial Administration, 115, 117-18
 - Conference of Chief Justices, 259
 - Conference of State Court Administrators, 262-63

Courts (continued)

- Constitutional and legislative actions, 115-17
- Decisions affecting state finance, 145; school finance, 337-38
- Institute of Judicial Administration, 115, 119
- Judges
 - Compensation of, 119; (table), 124-25
 - Number of (table), 121
 - Retirement and pension provisions (table), 126-29
- Selection of (table), 130-32
 - Terms (table), 122-23
- Judicial systems, 115-19
- Juvenile Court Act of 1968, 104
- Legislation, 95
 - See also* Uniform state laws
- National Advisory Commission on Criminal Justice Standards and Goals, 115, 117
- National Center for State Courts, 115, 119
- Reorganization, 115-17
- State courts of last resort (table), 120
- Trends, 118-19
 - See also* State pages
- Criminal justice, *see* Law enforcement, crime control

D

- Data processing, *see* Electronic Data Processing
- Deinstitutionalization trends
 - Correctional programs, 425-26
 - Juvenile offenders, 396
 - Mental health and retardation programs, 380-82
- Delaware
 - Commission on Interstate Cooperation, 264
 - Selected officials and statistics, 545
- Development programs, 451-52
 - See also* Industry
- Disabled, permanently and totally, aid to the (table), 390
- Disaster, *see* Civil defense and disaster
- District of Columbia
 - Selected officials and statistics, 588
- Divorce laws, 100, 409-10; (table), 412-13
 - Suggested, 108
 - See also* Uniform state laws
- Drugs, *see* Law enforcement, drug control

E

- Economic development officials, 154, 157
- Education
 - Career education, 400
 - Court decisions, 337-38, 401
 - Early childhood development
 - Legislation, suggested, 108
 - Health professions, 369-70
 - Higher education, 322-29
 - Carnegie Commission on, 323-24
 - Degrees, by level and by State (table), 331
 - Enrollments, 322-23, 326-27
 - Total (table), 330
 - Finance, 323-24, 327-28
 - Appropriations of state tax funds for operating expenses, 328; (table), 335
 - Estimated total financing for postsecondary education (table), 329

Education (continued)

- Higher education (*continued*)
 - Finance (*continued*)
 - Federal funds for (table), 334
 - Federal obligations to universities receiving the largest amounts (table), 332-33
 - Federal support, 328-29
 - Increased cost, by type of charge (table), 327
 - Voluntary support, institutions receiving largest amounts (table), 328
 - Innovation, 323
 - Legislation, federal, 324-26
 - National Commission on the Financing of Postsecondary Education, 328-29
 - Officials, state, 151, 156
 - Regents, elective officials, 148-49
 - Residency and tuition, 324
 - Programs for the "disadvantaged," 400
 - Public school systems, 303-12
 - Bilingual education, transitional, 109
 - Boards of education and chief state school officers, 148-49, 151, 156, 310; (table), 319
 - Compulsory school attendance, 108
 - Districts
 - Number (table), 318
 - Number in Plains States Region (table), 309
 - Reorganization, 309-10
 - Facilities, 308-9
 - Finance, 276-77, 310-12, 336-41
 - Expenditure (tables), 278-79, 280, 320
 - Federal role in, 341
 - Full State Funding, 339-40
 - Legislation, 93-94, 96
 - Revenue receipts (tables), 311, 321
 - Instruction rooms completed, abandoned, and available (table), 317
 - Instructional staff and college students completing certification requirements, number of (table), 315
 - Integration trends, 306
 - Legislation, suggested, 108, 109
 - Number graduating from high schools (table), 305
 - Officials, state, 148-49, 151
 - Preschool-age population
 - Births for selected years (table), 304
 - Pupil enrollment, 303-6; (table), 314
 - Salaries of classroom teachers (table), 316
 - School-age population (tables), 304, 313
 - Teacher supply and demand, 306-8
 - Year-round schools, 400-401
- Elections
 - Campaign financing, 28-29
 - Limitations on (table), 42-47
 - General (table), 32-34
 - Initiative provisions for state legislation (table), 50
 - Legislation, 24-30, 96, 103
 - See also* Uniform state laws
 - Office of Federal Elections, 29-30
 - Primaries
 - Presidential, 29, 96
 - Statewide officers, 29; (table), 31

- Elections (*continued*)
 Qualifications for election to state office (table), 40-41
 Recall of officials, provisions for (table), 170
 Referendum on state legislation, provisions for (table), 48-49
 State administration, 28
 Voting
 Age, 30
 Machines, use of (table), 35
 Polling hours (table), 36-37
 Qualifications for, 26-27; (table), 38
 Registration for, 25-26, 27-28
 Residency requirements, 24-25, 96
 Statistics (table), 39
- Electronic Data Processing
 Computerized registration for voting, 27-28
 Information systems, 174-79
 Legislatures' use of data processing equipment, 58
- Employment, state and local
 Employees
 By function and number (table), 190
 Number of state and local (table), 192
 Total and for selected functions (table), 194
 Employment and payrolls, by function (table), 191
 Employment security officials, 152, 156
 Minors, 399-400
 Payrolls and average earnings (table), 193
 Total and for selected functions (table), 195
 State employment in 1972, 189-90
 Summary of state employment (table), 191
See also Labor; Personnel systems; Youth Employment services
 Activities and special programs, 513-14
 Selected (table), 522
 Administration, 512-16
 Comprehensive Employment and Training Act of 1973, 516
 Emergency Employment Act of 1971, 515
 Manpower services, 515-16
 Rural area programs, 514
 Veterans, 513-14
 Work Incentive Program, 514
See also Insurance, unemployment; Labor; Workmen's compensation
- Energy and the environment, 463-64
See also Environmental protection; Planning
- Environmental protection
 Agency, 457-63, 472, 482
 Coastal Zone Management Act, 276
 Legislation, 94, 96, 276
 Suggested, 106-9, 111
 National Symposium on State Environmental Legislation, 106-7, 111, 276
 Officials, state, 153, 157
See also Land use planning; Pollution control programs
- Equal Rights Amendment, 94, 96, 402-3, 497
- Executive Councils, state, 148-49
- Family law, 397-99
- Farms and farming, *see* Agriculture; Employment services, rural area programs
- Federal-state relations
 Developments in, 273-77
 Role of State Legislatures in, 53
See also Council of State Governments; Revenue, revenue sharing
- Finance, state, 199-201
 Administrative organization, 142-45
 Elements of (table), 164-69
 Borrowing, 201
 Budget
 Budgetary practices (table), 158-61
 Federal budget procedures, 274-75
 National Association of State Budget Officers, 261-62
 Officials, state, 151, 155
- Debt
 Outstanding at end of fiscal year (table), 212
 Redemption, 201
- Expenditure
 By character and object, 200-201
 General, 200
 Intergovernmental (tables), 289-93
 Summary, by character and object (table), 208-9
 Total and for selected functions (table), 210-11
- Fiscal year, population, and personal income (table), 250
- Legislation, 93, 96
- National totals of (table), 202-3
- Officials, state, 151, 155
- Purchasing officials, 151, 155, 262
- Revenue
 Federal funds
 Health services (table), 376-77
 Highway funds (table), 360
 General, 199-200
 By source (table), 206-7
 In excess of expenditure (table), 199
 Lotteries for, 96
 Summary, financial aggregates (table), 204-5
See also Aid to local governments; Taxation; also individual subject headings for funding of special programs
- Finance, state and local, 213-15
 Cash and security holdings, 215
- Debt, 215; (table), 223
- Expenditure, 213-15
 General
 Per capita, for selected items (table), 221
 Selected items (table), 220
 Percentage for selected functions
 By governmental source of financing (table), 278-79
 By States, from own revenue (table), 280
 Relation of selected items to personal income, 215; (table), 222
- Revenue, 213
 General
 By source (table), 218
 Per capita, by source (table), 219
 Relation of selected items to personal income (table), 222

F

- Families with dependent children, aid to (tables), 387, 388

Finance, state and local (*continued*)

- Summary of (table), 216-17
- See also Aid to local governments

Fire protection, *see* Forestry

Florida

- Commission on Interstate Cooperation, 264
- Selected officials and statistics, 546

Forestry

- Administration, 486-90
- Fire control, 487-88
 - Federal-state cooperation (table), 491
- Forestry Incentives Program, 488
- Management assistance, 488-89
 - Cooperative management progress and expenditures (table), 492
- Pest control, 489-90
- Reforestation, 489
- Watershed programs, 489; (table), 485

G

Georgia

- Commission on Interstate Cooperation, 264
- Selected officials and statistics, 547

Governments in the United States in 1972, 294-98

- By types (table), 294
- By types and by state (table), 299
- Standard Metropolitan Statistical Areas, 297-98; (tables), 298
- Types of local government, 294-97
 - Counties, 294-95; (table), 294
 - Municipalities, 295; (table), 294; by state (table), 299
 - School districts, 296-97; (tables), 294, 296; by state (table), 299
 - Special districts, 297; (table), 294; by function (table), 297; by state (table), 299
 - Townships, 295-96; (table), 294; by state (table), 299

Governors (table), 147

- Executive action on legislation (table), 80-81
- Methods of selection (table), 155
- National Governors' Conference, 257
- Officials, state, 148-49
- Salaries, 150
- Terms, 141; (table), 147

See also Constitutional qualifications for election to state office; State pages

Guam

- Selected officials and statistics, 590

H

Hawaii

- Selected officials and statistics, 548

Health

- Aged, 393
- Community health services (table), 376-77
- Comprehensive health planning, 370; (table), 376-77
- Disease control, 373-74
- Education and training, 369-70
- Family planning, 372
- Federal assistance, 369-75
 - Funds awarded (table), 376-77
- Finance (tables), 278-80
- Food and Drug Administration, 372-73

Health (*continued*)

- Health Maintenance Organization, 371
- Legislation, suggested, 109
- Health services administration, 370-72
 - Reorganization, 369
- Health statistics, 369
- Legislation, suggested, 109
- Maternal and child health, 371; (table), 376-77
- Medical rights of children, 398-99
- Mental health and retardation programs, 380-82
 - Alcohol, Drug Abuse, and Mental Health Administration, 375
 - National Institute of Mental Health, 375
 - Officials, state, 152, 156
- Migrant health, 371
- Mortality statistics, 368-69
- National Health Service Corps, 371-72
- Nursing, 370
- Occupational safety and health, 374-75
- Officials, state, 152, 156
- Programs, state, 368-75
- Resources administration and development, 369-70

See also Hospitals; Pollution control programs

Higher education, *see* Education

Highway patrol, *see* Law enforcement, police and highway patrols

Highways

- Federal-aid highway systems mileage (table), 362

Finance

- Disbursements for state-administered highways (table), 358-59
- Federal-aid highway funds (table), 360
- Receipts for state-administered highways (table), 357
- State and local expenditure (tables), 278-80
- Mileage (table), 361
- Officials, state, 153, 157
- Systems, state, 351-52
- See also Motor vehicles; Transportation

Hospitals

- Federal-state construction programs (table), 378-79

Finance (tables), 278-80

Housing development, 443-47

- Department of Housing and Urban Development, 443-45

Federal Housing Administration, 443, 446

Housing and related activities (table), 450

Housing finance agencies, 445-47; (table), 448-49

See also Development programs

Human resources

- Departments, 384-85
- Officials, state, 152, 156

I

Idaho

- Legislative Council, 264
- Selected officials and statistics, 549

Illinois

- Commission on Intergovernmental Cooperation, 264

Selected officials and statistics, 550

Indiana

- Commission on Interstate Cooperation, 264
- Selected officials and statistics, 551

Industry

- Special services to encourage (table), 456
- States providing data on plant location for (table), 453
- States providing financial assistance for (table), 454

- Tax incentives for (table), 455
- See also* Public utility regulation

Information systems, 174-79

- Funding, 174-75, 178
- Information Systems Index, 179
- Intergovernmental relations, 177, 178
- National Association for State Information Systems, 174-79
- Officials, state, 151, 156
- Planning and standards, 176-77
- Police and highway patrols, 423
- Problem areas, 177
- Training, 176

Insurance

- Legislation, 100
- See also* Uniform state laws
- No-fault insurance, 352-53
- Officials, state, 148-49, 154, 157
- Unemployment, 514-15
- Provisions of state laws (table), 518-21
- Selected data on operations (table), 517
- See also* Public assistance; Workmen's compensation

Intergovernmental relations

- Advisory Commission on, 108
- Committee of National Legislative Conference, 64
- Coordination of federal grants-in-aid
- Legislation, suggested, 109
- Information systems and data element standards, 177, 178
- Intergovernmental Personnel Act, 180, 188
- See also* Aid to local governments; Council of State Governments; Federal-state relations; State-local relations

International Association of Chiefs of Police, 108

Interstate commissions, 271-72

Interstate compacts, 267-70

- Interstate Agreement on Qualification of Educational Personnel, 269
- Interstate Civil Defense and Disaster Compact, 270
- Interstate Compact on Mental Health, 380
- Interstate Compact on the Placement of Children, 268-69
- Interstate Workmen's Compensation Compact, 268
- New England Board of Higher Education Compact, 269-70

Interstate relations, *see* Council of State Governments

Iowa

- Commission on Interstate Cooperation, 264
- Selected officials and statistics, 552

J

- Judges; Judicial systems; Justices; *see* Courts
- Juvenile delinquency, *see* Youth

K

Kansas

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 553

Kentucky

- Legislative Research Commission, 265
- Selected officials and statistics, 554

L

Labor

- Agricultural workers, 503-4
- Legislation affecting
- Suggested, 107
- Services for, 514
- Child labor
- Legislation, 400
- Major standards affecting minors (table), 508-11
- School attendance, 502-3
- Discrimination in employment, 496-98
- Employment agencies, 501-2
- Equal Employment Opportunity Commission, 497, 498
- Hours of work, 496
- Industrial relations, 500-501
- Legislation, 493-504
- Occupational safety and health, 374-75, 498
- Officials, state, 148-49, 152, 156
- Wage standards, 493-96
- See also* Employment, state and local; Workmen's compensation; Women, working

Land, elective officials, 148-49

Land use planning, 276, 465, 478, 482

- And air quality control, 458-59

- Role of the State in, 464-65

Landlord-tenant relations

- Legislation, suggested, 110

- See also* Uniform state laws

Law enforcement

- Capital punishment, 94
- Child labor laws, 400
- Consumer protection laws, 432-33
- Corrections

- Correctional programs, 424-29

- Officials, state, 152, 156

- Prison progress, 417

Crime control

- Criminal justice system, 414-18

- Legislation, 101, 102

- Suggested, 108

- See also* Uniform state laws

- Omnibus Crime Control and Safe Streets Act of 1968, 414-18

Drug control

- Alcohol, Drug Abuse, and Mental Health Administration, 375

- Among juveniles, 396

- Drug Dependence Treatment and Rehabilitation Act of 1973, 97-98

- Legislation, 119

- See also* Uniform state laws

- National Institute of Drug Abuse, 375

Juvenile delinquency, *see* Youth

Legislation (table), 99-105

- Suggested, 108

Law enforcement (*continued*)

- Police and highway patrols, 419-23
 - Assistance to local agencies, 421; (table), 421
 - Employee representation, 423
 - Information systems, 423; (table), 423
 - Narcotics and intelligence units (table), 420
 - Records maintained (table), 423
 - Size and growth, 420-21; (tables), 420-21
 - Training, 421-22; (table), 422
- Police officials, 153, 157
- Public safety officials, 154, 157
- Tort liability legislation suggested, 108
- See also* Attorneys General

Legislation

- Bills introduced and enacted (table), 84-85
- Constitutional amendments and direct legislation, 95-96
- Cumulative Index to Suggested State Legislation, 1941-1973, 106
- Provisions for referendum and initiative on (tables), 48-50
- Studies and recommendations from non-legislative organizations, 64
- Suggested state legislation, 106-10; (table), 111-12
- Tax incentives for industry and other pertinent laws, 455
- Trends, 93-94
- See also* Uniform state laws; also individual subject headings for legislation in individual fields

Legislative organization, national, 64

Legislative procedures

- Bill introduction and reference (table), 75-77
- Constitutional amendment by the Legislature, 5; (tables), 5, 21
- Executive action (table), 80-81
- House and Senate action (table), 78-79
- Initiative provisions for legislation (table), 50
- Referendum provisions for legislation (table), 48-49
- Revision of rules, 57-58
- Standing committees and hearings (table), 74

Legislative service agencies (table), 86-91

Legislative staff services

- Administrative services, 61
- Fiscal services, 62-63
- Legal services, 62
- Patterns of administration, 63-64
- Post audit, 63
- Research and policy analysis, 61-62

Legislators

- Ethics and conflict of interest, 60
- Numbers, terms and party affiliations (table), 68
- Party affiliations, 58-59; (table), 68
- Salaries and other compensation, 59
 - Biennial compensation (table), 60
 - Salaries and retirement (table), 73
- Terms, 58; (table), 68
- Travel and expense allowance (table), 70-72
- Turnover, 59; (table), 69
- See also* Elections, qualifications for election to state office

Legislatures, 53-65

- Action on criminal justice projects, 417-18
- Apportionment, 53, 54-55, 93; (table), 66-67
- Committees, 56-57

Legislatures (*continued*)

- Ethics, 60
- Facilities and equipment, 58
- Membership turnover, 59; (table), 69
- Official names (table), 92
- Rules of procedure, 57-58
- Sessions, 53, 55-56, 95; (tables), 82-85
- Trends, 64-65
- See also* State pages
- Library agencies, 342-44
 - Functions, major (table), 348-49
 - Functions and responsibilities (table), 346-47
 - Structure and appropriations (table), 345
- Lieutenant Governors
 - Methods of selection (table), 155
 - National Conference of, 260-61
 - Officials, state, 148-49
 - Salaries, 150
 - See also* Elections, qualifications for election to state office; State pages

Louisiana

- Commission on Intergovernmental Relations, 265
- Selected officials and statistics, 555

M

Maine

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 556
- Manpower programs, 515-16
- Marriage laws, 408-9; (table), 411
- Suggested, 108
- See also* Uniform state laws

Maryland

- Commission on Intergovernmental Cooperation, 265
- Selected officials and statistics, 557

Massachusetts

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 558

Mental health, *see* HealthMental hospitals, *see* Hospitals

Michigan

- Commission on Intergovernmental Cooperation, 265
- Selected officials and statistics, 559

Mines and mining

- Legislation, suggested, 109
- Officials, state, 148-49
- Strip-mine reclamation, 482
- Surface Mining Conservation and Reclamation Act, 109

Minnesota

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 560

Mississippi

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 561

Missouri

- Commission on Interstate Cooperation, 265
- Selected officials and statistics, 562

Montana

- Legislative Council, 265
- Selected officials and statistics, 563

Motor vehicles

- Court handling of violations, 118

Motor vehicles (*continued*)

Legislation, 101, 105; (table), 366

See also Uniform state laws

License tax revenue (table), 248-49

Motor carriers, regulation of, 530

No-fault insurance, 352-53

Operators and chauffeurs licenses (table), 363

Public utility regulation (table), 533

Registrations (table), 364-65

See also Highways; Transportation

N

Narcotics

Drug abuse, *see* Law enforcement, drug control

Legislation, 99

Narcotics units in state police and highway patrol units (table), 420

National Advisory Commission on Criminal Justice Standards and Goals, 115, 117

National Association for State Information Systems, 174-79

National Association of Attorneys General, 259-60

National Association of State Budget Officers, 261-62

National Association of State Mental Health Program Directors, 380

National Association of State Purchasing Officials, 262

National Conference of Commissioners on Uniform State Laws, 97-98, 108, 110-12

National Conference of Lieutenant Governors, 260-61

National Conference of State Legislative Leaders, 64

National Governors' Conference, 53, 257, 277

National Guard, 435-38

National Legislative Conference, 53, 64, 258-59, 277

National Science Foundation

Cooperation with the Council of State Governments, 171-73

Support of higher education (table), 329

National Society of State Legislators, 64

National Transportation Study, 351

Natural resources

Officials, state, 153, 156

Resource conservation and development programs (table), 484

See also Conservation, soil and water; Land use planning; Pollution control programs

Nebraska

Commission on Intergovernmental Cooperation, 265

Selected officials and statistics, 564

Nevada

Legislative Commission of the Legislative Counsel Bureau, 265

Selected officials and statistics, 565

New Hampshire

Commission on Interstate Cooperation, 265

Selected officials and statistics, 566

New Jersey

Commission on Intergovernmental Relations, 265

Selected officials and statistics, 567

New Mexico

Legislative Council, 265

Selected officials and statistics, 568

New York

Joint Legislative Committee on Interstate Cooperation, 265

Selected officials and statistics, 569

No-fault divorce, 409

No-fault insurance, *see* Motor vehiclesNoise control, *see* Pollution control programs

North Carolina

Commission on Interstate Cooperation, 265

Selected officials and statistics, 570

North Dakota

Legislative Council, 265

Selected officials and statistics, 571

O

Ohio

Commission on Interstate Cooperation, 266

Selected officials and statistics, 572

Oklahoma

Commission on Interstate Cooperation, 266

Selected officials and statistics, 573

Old-age assistance, *see* Public assistance

Oregon

Commission on Interstate Cooperation, 266

Selected officials and statistics, 574

P

Parks, *see* Recreation, outdoor

Pennsylvania

Commission on Interstate Cooperation, 266

Selected officials and statistics, 575

Personnel systems

Coverage, organization and selected policies (table), 184-87

Developments in, 180-83, 188

Electronic Data Processing, 175-76

Officials, state, 151, 155

Pesticide control, *see* Pollution control programs

Planning, 439-42

Administrative organization, 440

Agencies, organizational location of (table), 439

Community development, 442

Council of State Planning Agencies, 263

Energy conservation, 441

Executive policy, 440

Growth policy, 441

Officials, state, 151, 155

See also Land use planning; Development programsPolice and highway patrols, *see* Law enforcement

Pollution control programs, 457-65

Air quality, 457-59

And land use, 458-59

And urban transportation, 457-58

Clean Air Amendments of 1970, 457

Energy and the environment, 463-64

Noise

Legislation, suggested, 108-9

Noise Control Act of 1972, 461-62

Pollution control programs (*continued*)

- Pesticides, 461
 - Federal Environmental Pesticide Control Act of 1972, 472
 - Legislation, suggested, 109
- Poison regulation, 472
- Solid waste, 462-63
 - Legislation, suggested, 107
- Water quality, 459-61
 - Federal Water Pollution Control Act of 1972, 459-61
 - Amendments of 1972, 276
 - Legislation, suggested, 109
 - National Pollutant Discharge Elimination System, 460
- See also* Conservation, soil and water; Environmental protection; Land use planning
- Population
 - Preschool-age (table), 304
 - School-age (tables), 304, 313
 - Youth, 395
 - See also* State pages
- Public assembly
 - Legislation, suggested, 110
 - See also* Uniform state laws
- Public assistance, 383-86
 - Aid to
 - Aging (tables), 387, 389
 - Blind (tables), 387, 390
 - Disabled, permanently and totally (tables), 387, 390
 - Families with dependent children, 383; (tables), 387, 388
- Consolidation in human resource departments, 384-85
- General assistance (tables), 387, 389
- Human resource departments, 384-85
- Officials, state, 152, 156
- Old-age assistance (table), 389
- Recipients (table), 387
- Social services program, 385-86
- Supplemental Security Income, 384
- Public safety officials, *see* Law enforcement
- Public schools, *see* Education
- Public technology, 171-73
- Public Technology, Incorporated, 172
- Public utility regulation
 - Commissions (table), 532
 - Regulatory functions of (table), 533
 - Developments in, 523-31
 - License tax revenue (table), 248-49
 - Officials, state, 148-49, 154, 157
- Public welfare, *see* Welfare
- Public works officials, 153, 157
- Puerto Rico
 - Selected officials and statistics, 591
- Purchasing
 - National Association of State Purchasing Officials, 262
 - Officials, state, 151, 155

R

- Railroads, regulation of, 530-31
 - See also* Transportation
- Reapportionment, *see* Legislatures, apportionment

Recreation, outdoor, 466-68

- Finance, 466-67
- Housing and Urban Development, Open Space Program, 466-67
- Inventory, 482
- Land and Water Conservation Fund grants, 466-67
- Legislation, 466
- Parks: attendance, areas and acreages (table), 469-70
- Programs, 467-68
- State and Local Fiscal Assistance Act of 1972, 466-67
- Referendum, *see* Legislative procedures
- Research and development, *see* Public technology
- Resource conservation, *see* Natural resources
- Retardation, mental, *see* Health, mental
- Revenue
 - Officials in charge of, 150, 155
- Revenue sharing
 - Manpower, 273-74, 515-16
 - Recreation, 466-67
- See also* Finance, state; Finance, state and local
- Rhode Island
 - Commission on Interstate Cooperation, 266
 - Selected officials and statistics, 576
- Roads, *see* Highways

S

Safety

- Federal Railroad Safety Act of 1970, 531
- Natural Gas Act of 1968, 527-28
- Omnibus Crime Control and Safe Streets Act of 1968, 414-16
- See also* Law enforcement, public safety officials; Labor, occupational safety
- Salaries
 - Administrative officials (table), 150-54
 - Classroom teachers (table), 316
 - Judges, 119, 258; (tables), 124-25
 - Legislators, 59; (tables), 60, 73
 - University faculty, 327
 - See also* Employment, state and local
- Secretaries of State
 - Methods of selection (table), 155
 - Officials, state, 148-49
 - Salaries, 150
 - See also* State pages
- Soil conservation, *see* Conservation, soil and water
- South Carolina
 - Commission on Interstate Cooperation, 266
 - Selected officials and statistics, 577
- South Dakota
 - Commission on Intergovernmental Cooperation, 266
 - Selected officials and statistics, 578
- State-federal relations, *see* Federal-state relations
- State-local relations, 281-85
 - Areawide programs, 284
 - Fiscal flexibility, 284-85
 - Home rule, 281-82
 - Police and highway patrols, 421; (table), 421
 - Program area assistance, 283-84
 - Public assistance, 386
 - Strengthening local governments, 282-83

State-local relations (*continued*)

See also Aid to local governments; Intergovernmental relations

State pages, 538-93

States of the Union

Historical data (table), 537

Official names (table), 92

Suggested state legislation, 106-10; (table), 111-12

Supplemental Security Income, *see* Public assistance

Supreme Courts, *see* Courts; State pages

T

Taxation

Agencies administering taxes (table), 162-63

Alcoholic beverage taxes, 227, 233; (tables), 240, 248-49

Collections

In 1973, 241-42

Tax revenue, by type (table), 244-45

Licenses (table), 248-49

National summary (table), 242

Range per capita (table), 242

Sales and gross receipts (table), 246-47

Summary (table), 243

Excise taxes (table), 240

Income taxes

Corporate, 226, 231-32; (table), 237

Individual, 225-26, 230-31; (table), 238-39

Property tax credits, 233-34

To finance education, 339

Legislation, 96, 99-103

See also Uniform state laws

Motor fuel taxes, 226-27, 232; (table), 240

For mass transit, 232

Officials, state, 150, 155

Property taxes

Assessment, 228, 235

Relief, 227-28, 233-36, 284-85, 393

To finance education, 336, 339

Sales taxes, 225, 229-30; (table), 240

Exemptions, 229, 394

To finance education, 339

Tax incentives for industry (table), 455

Tobacco taxes, 227, 233; (table), 240

Trends, 224-36

Television, cable, 524-25; (table), 533

Tennessee

Commission on Intergovernmental Cooperation, 266

Selected officials and statistics, 579

Texas

Commission on Interstate Cooperation, 266

Selected officials and statistics, 580

Transportation, 350-55

Departments of, 350-51

Finance, Nation's total bill (chart), 356

For the aged, 393, 394

National Transportation Study, 351

Urban mass transit, 232, 353-54

See also Aviation; Highways; Motor Vehicles; Railroads

Treasurers

Methods of selection, 155

Officials, state, 148-49

Salaries, 150

Trust Territory of the Pacific Islands

Selected officials and statistics, 592

U

Unemployment insurance, *see* Insurance

Uniform state laws, 97-105

National Conference of Commissioners on, 97-98, 108, 110-12

Record of passage of (table), 99-105

United States

Agencies supporting higher education (table), 329

Committee for Economic Development, 323-24

Department of Agriculture, 473, 478

Department of Defense (table), 329

Department of Health, Education, and Welfare, 269, 329, 369, 375, 384

Department of Housing and Urban Development, 443-45, 466-67

Department of Labor (table), 329

Employment Service, 513, 514

Environmental Protection Agency, 472

Federal Housing Administration, 443, 446

Food and Drug Administration, 478

National Science Foundation, 171-73; (table), 329

Office of Education, 326-27, 328-29

Office of Management and Budget, 106

Veterans Administration (table), 329

See also Federal-state relations

Universities, *see* Education, higher

Urban problems and studies

Joint Center for Urban Studies, Harvard-M.I.T., 443

Mass transit, 232, 353-54

See also Pollution control programs

Utah

Legislative Council, 266

Selected officials and statistics, 581

Utilities, *see* Public utility regulation

V

Vermont

Commission on Interstate Cooperation, 266

Selected officials and statistics, 582

Veterans, *see* Employment services

Veterinary medicine, New England school proposed, 269-70

Virgin Islands

Selected officials and statistics, 593

Virginia

Commission on Interstate Cooperation, 266

Selected officials and statistics, 583

Voting, *see* Elections

W

Wages, *see* Employment, state and local, payrolls; Labor; Salaries

Washington

Selected officials and statistics, 584

Water conservation, *see* Conservation, soil and water

Water pollution, *see* Pollution control programs

Watersheds

Forestry, 489

Status of applications (table), 485

Welfare

State and local expenditure (tables), 278-80

See also Public assistance

West Virginia

Commission on Interstate Cooperation, 266

Selected officials and statistics, 585

Wisconsin

Commission on Interstate Cooperation, 266

Selected officials and statistics, 586

Women

Advisory committees on, 408

Commissions on the status of, 408

Credit discrimination, 404-5

Equal Rights Amendment, 94, 96, 402-3, 497

Jury service, 407

Legal status of, 402-10

Legislation affecting

Abortion laws, 108, 406

Divorce laws, 108, 409-10; (table), 412-13

Labor laws, 402-4

Marriage laws, 108, 408-9; (table), 411

Maiden name, 405

Public service, 407-8

Women (*continued*)

Working women, rights of, 403-4

Workmen's compensation, 499-500

Interstate compact, proposed, 268

Legislation, 499

Minimum and maximum benefits for temporary total disability (table), 505-7

Wyoming

Commission on Intergovernmental Cooperation, 266

Selected officials and statistics, 587

Y

Youth

Child labor legislation, 400

Major standards affecting minors (table), 508-11

See also Uniform state laws

Drug control among juveniles, 396

Employment of, 399-400

Juvenile delinquency, 395-97

Legislation, Juvenile Court Act, 104

Services for, 395-401

Youth services bureaus, 397

See also Family law

Alabama

Alaska

Arizona

Arkansas

California

Colorado

Connecticut

Delaware



Wyoming



Wisconsin



West Virginia



Washington



Virginia



Vermont



Utah



Texas



Tennessee

South Dakota

South Carolina

Rhode Island

Pennsylvania

Oregon

Oklahoma

Ohio