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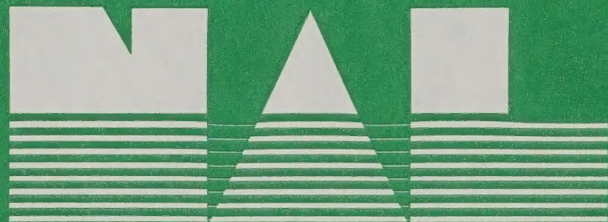
FEDERAL PROGRAMS SUPPORTING
SUBSTATE REGIONALISM:
1977-79

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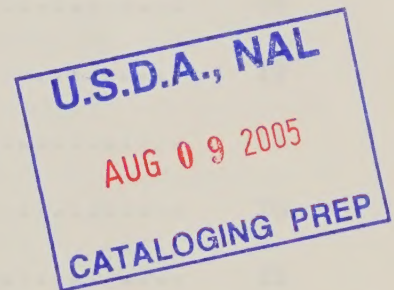


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ABSTRACT

This paper presents a summary of a study of Federal programs supporting multicounty substate regional activities. The study identified 39 Federal programs supporting substate regionalism that were operating during the 1977-79 period. The programs were identified on the basis of five criteria: (1) Federal connection with regional activities, (2) multicounty area focus, (3) planning and policy development focus, (4) local control, and (5) a continuing nature. The paper presents an overview of the study, identifies the 39 programs, and discusses their key features. Detailed analysis of the programs is available in other reports.

Key words: Multicounty districts, Governmental aid, Federal, Programs, Planning, Grants, Regional, Local governments, Economic development, Rural development.



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FEDERAL PROGRAMS SUPPORTING
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1977-79

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INTRODUCTION

This report summarizes some of the results of a study of Federal programs supporting multicounty substate regional activities between 1977 and 1979. The study is part of a larger program of research on substate regionalism in the United States, particularly as it relates to the ability of local governments in nonmetropolitan areas to provide adequate public services to their residents. The results of other facets of that research are reported in greater detail elsewhere. 1/

There have been several attempts to identify Federal programs specifically supporting substate regional activities. The Advisory Commission on Intergovernmental Relations (ACIR) found 24 such programs in 1972 (1, pp. 168-169). 2/ In 1976, ACIR found 32 Federal programs supporting substate regional activities, of which 21 supported the formation of multicounty regional organizations. (2, pp. 11-19).

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1/ The research has dealt with a wide range of aspects relating to substate regionalism: an overview of major issues (10), OMB Circular A-95 (9), Federal programs supporting substate regionalism during the 1977-1979 period (4, 8, and 11), and differences in the characteristics of general purpose regional organizations in metropolitan and nonmetropolitan areas (6).

2/ Underscored numbers in parentheses refer to items in the Literature Cited section.

A 1977 report by the Office of Management and Budget (OMB) found 162 Federal programs that imposed planning requirements as a condition for receiving Federal assistance; of these, 99 imposed requirements for State-level planning, 25 required areawide planning, and 38 required planning at both levels (15, p. 236; 14, p. 1). The present study has identified 39 programs supporting or encouraging substate regional activities during the 1977-79 period (8).

These studies have yielded different counts of Federal programs supporting substate regionalism for several reasons. First and most obvious is the fact that the amount of Federal encouragement for substate regional approaches to problem solving has grown during recent years. This has become manifest in the growing number of Federal programs assisting regional activities. Second, attempts to count Federal programs will yield differing totals depending on how the programs are classified. Because standards for defining what constitutes a "program" are poorly developed and unstandardized (5, 7), different analysts will arrive at varying totals even when they begin with the same initial information.

Third, and perhaps the most important factor separating this study from its predecessors, the studies arrive at different totals because they define the relevant policy domain somewhat differently. On the one hand, the OMB study was limited to programs with explicit areawide planning requirements, regardless of whether the State government, regional agencies, or local governments were required to conduct the planning. The ACIR research, on the other hand, emphasized the identification of programs that encouraged regional activities, mainly planning, that were principally conducted by regionally-based organizations. Unlike the ACIR research, this study is broadly concerned with all Federal programs that support or encourage substate

regional organizations and is not restricted to programs that support planning (as opposed to service delivery) or to programs mainly intended to assist regional councils or other comprehensive planning agencies.

The selection of programs for examination in this study was guided by several specific criteria. Before turning to a discussion of the programs identified by the study, a few words about those criteria are in order.

SELECTION CRITERIA

Several criteria were considered in selecting programs for this analysis: (1) whether the Federal program led to the creation of substate regional organizations or provided assistance essential to their continued existence; (2) the extent to which the program assisted activities on a multicounty basis; (3) whether the multicounty organizations were locally controlled; (4) whether the program assisted planning and development activities; and (5) whether the assisted organizations are expected to be continuing. Because the programs meet these criteria to differing degrees, additional comment is merited.

Federal Connection

The primary focus of the study is on Federal programs that support the creation or continuance of multicounty planning and development activities. For the most part, therefore, the programs examined provide for the creation of institutions to engage in planning and development or they support the conduct of these activities by existing organizations. Most of the programs involve a direct financial and programmatic link between the Federal Government and the multicounty districts; however, some programs--such as local planning funds under the Older Americans Act--pass the financial aid through

State governments. This administrative arrangement does not disqualify a program from consideration. Another program--A-95 project notification and review--provides no financial support to multicounty agencies but is included because of the coordination powers it confers on comprehensive planning agencies. Some programs--such as the alcohol and drug abuse formula grants--were not designed as a source of funds for substate regional planning districts but have been used as such by some States. Finally, the study also extends to some programs which, while they neither establish nor provide continuing Federal support for multicounty planning agencies, do constitute an additional source of assistance for them from time to time. Examples are the excess property, historic preservation, and intergovernmental personnel programs.

Multicounty Area Focus

All of the programs included in this study provide some support for activities conducted on a multicounty substate basis. Thus programs supporting planning only in areas smaller than a county are omitted from the study. Some of the Federal programs examined here, such as the community action program, do support some planning in areas smaller than a county; in general, however, the areas they support are larger than one county and they are included in the study for this reason. While most of the planning areas assisted under the programs are contained within a single State, some do cross State boundaries. This does not disqualify the program as a "substate" program for the purposes of this study.

Planning and Policy Development Focus

While each program supports planning, coordination, or policy develop-

ment, the programs collectively extend to a broad range of specific activities. A large number of them stress preparation of formal plans, and many make regular revision of a plan a condition for receiving assistance; included are such functions as economic development, environmental protection, health, housing, land use, manpower, and transportation. Other programs place less emphasis on formal planning than on providing a focal point for community and economic development activities: the aging, community action, and resource conservation and development (RC&D) programs are examples. And still others--such as the alcohol, community mental health, drug, and emergency medical services programs--are intended to support agencies that coordinate service delivery on a regional basis. Despite these differing emphases, however, the programs have an underlying similarity: each in some way is meant to enhance the institutional capacities of local areas to develop their own policies and to provide services on an efficient basis.

Locus of Control

The multicounty organizations supported by these Federal programs are largely locally controlled through a governing board with local government or other local membership, and they are usually staffed by local employees. ^{3/} This institutional arrangement is distinguished from areawide planning conducted by a State government within multicounty State administrative regions using State government officials, rather than local employees, as staff. Some of the programs included in this study support both of these

^{3/} A partial exception is USDA's RC&D program, which provides a "project coordinator" who is a Federal Government employee to staff each RC&D district. The presence of the Federal project coordinator, however, does not mean that there is not a substantial degree of local control over each RC&D area's activities.

institutional arrangements, sometimes even within a single State; the comprehensive employment and training act (CETA) program is an illustration. State governments conduct a significant amount of areawide planning, especially in nonmetropolitan areas. However, the main focus of this study is on locally controlled planning programs, and while the study includes some programs that aid State-conducted areawide planning, none are included that assist State-conducted planning exclusively.

Continuing Nature

A final feature of the programs included here is that they support areawide planning and development organizations and activities that are expected to continue. However, despite the continuing nature of the agencies they support, some programs included provide only temporary assistance for special activities rather than a regular source of support for the agencies' ongoing functions.

PROGRAMS IDENTIFIED

Using on these criteria, 39 Federal programs supporting substate regional activities during the 1977-79 period were identified (table 1). The identifications were based on interviews with the administering Federal agencies and extensive analysis of the programs. The program analyses have been published elsewhere (8). With exceptions as noted below, the authors believe the 39 programs include all those that encourage multicounty substate regional activities or that provide regular and major support for regional agencies with a planning and policy development focus.

The period under study begins with 1977 in order to match the special survey of substate regional organizations conducted by the U.S. Bureau of the

Table 1--Federal programs supporting substate regional activities, 1977-79

Number, function, and program name 1/	CFDA number 2/	Federal agency 3/	Areawide agency 4/	Classification code 5/
Rural development:				
1. Area Development Assistance Planning Grants (Section 111)	10.426	USDA/FmHA	Varies	2
2. Rural Rental Assistance Payments	10.427	USDA/FmHA	Varies	3
3. Energy Impacted Area Development Assistance (Section 601)	10.430	USDA/FmHA	Varies	2
4. Resource Conservation and Development (RC&D)	10.901	USDA/SCS	RC&D Council	1
Community and economic development:				
5. Economic Development District Program	11.302 11.303 11.306	Commerce/ EDA	Economic Development District (EDD)	1
6. Section 8 Housing	14.156	HUD	Areawide Planning Organization (APO) and others such as Regional Housing Authority.	3
7. "701" Planning Assistance	14.203	HUD	Areawide Planning Organization (APO)	1
8. Community Development Block Grants	14.218 14.219	HUD	Varies	3
9. Historic Preservation Grants	15.411	Interior/ Heritage Conservation and Recreation Service	Varies	3
10. Appalachian Regional Commission Assistance	23.009 23.011 23.012	ARC	Local Development District (LDD)	1

See footnotes at end of table.

Continued

Table 1--Federal programs supporting substate regional activities, 1977-79--Continued

Number, function, and program name 1/	: CFDA : number 2/	: Federal : agency 3/	: Areawide : agency 4/	: Classification : code 5/
Title V economic de- velopment commissions: <u>6/</u>				
11. Coastal Plains Technical and Planning Assis- tance	28.002	Coastal Plains Regional Commission	Varies	2
12. Four Corners Tech- nical and Planning Assistance	38.002	Four Corners Regional Commission	Varies	2
13. Upper Great Lakes Technical and Planning Assis- tance	63.002	Upper Great Lakes Regional Commission	Varies	2
14. Old West Technical and Planning Assistance	75.002	Old West Regional Commission	Varies	2
15. Pacific Northwest Technical and Planning Assistance	76.002	Pacific Northwest Regional Commission	Varies	2
Environmental protection:				
16. Coastal Zone Management Pro- gram Development (CZMP)	11.418	Commerce/ NOAA	Varies	2
17. Coastal Energy Impact Program	11.421 11.422	Commerce/ NOAA	Varies	2
18. Air Pollution Con- trol Program Grants	66.001	EPA	Varies	2
19. Quiet Communities	66.030 66.031	EPA	Varies	2
20. Water Pollution Control Planning Grants	66.426	EPA	208 Agency	2
21. Solid Waste Planning Grants	66.451	EPA	Varies	3

See footnotes at end of table.

Continued

Table 1--Federal programs supporting substate regional activities, 1977-79--Continued

Number, function, and program name 1/	: CFDA : number 2/	: Federal : agency 3/	: Areawide : agency 4/	: Classification : code 5/
Transportation:				
22. Airport Planning Grants	20.103	DOT/FAA	Metropolitan Planning Organization (MPO)	2
23. Highway Aid Program	20.205	DOT/FHWA	Metropolitan Planning Organization (MPO)	1
24. Mass Transportation Technical Studies Grants	20.505 20.509	DOT/UMTA	Varies	2
Health and social services:				
25. Alcohol Formula and Project Grants	13.252 13.257	HEW	Varies	2
26. Drug Abuse Preven- tion Formula Grants	13.269	HEW	Varies	2
27. Emergency Medical Services	13.284	HEW	EMS Systems Agency	2
28. Health Planning-- Health Systems Agencies	13.294	HEW	Health Sys- tems Agency (HSA)	1
29. Community Mental Health Centers	13.295	HEW	Community Mental Health Center	1
30. Special Programs for the Aging	13.633	HEW	Area Agency on Aging (AAA)	1
31. Title XX Social Services	13.642	HEW	Varies	2
32. Comprehensive Employment and Training Programs (CETA)	17.232	Labor	Prime Sponsors; Consortia	1

See footnotes at end of table.

Continued

Table 1--Federal programs supporting substate regional activities, 1977-79--Continued

Number, function, and program name 1/	CFDA : number 2/	Federal : agency 3/	Areawide : agency 4/	Classification : code 5/
33. Highway Safety Program	20.600	DOT	Varies	3
34. Community Action	49.002	CSA	Community Action Agency (CAA)	1
Protective services:				
35. Law Enforcement Assistance--Com- prehensive Plan- ning Grants (LEAA Part B)	16.500	Justice/ LEAA	Regional Planning Unit (RPU); Criminal Justice Coordinating Council (CJCC)	1
36. Juvenile Justice and Delinquency Prevention	16.516	Justice/ LEAA	Regional Planning Unit (RPU); Criminal Justice Coordinating Council (CJCC)	1
General purposes:				
37. Project Notifica- tion and Review Process (A-95)	--	OMB	A-95 Areawide Clearinghouse	1
38. Intergovernmental Personnel Grants	27.012	OPM	Varies	3
39. Excess Property Program	39.003	GSA	Varies	3

1/ Either the Catalog of Federal Domestic Assistance (CFDA) or commonly accepted name for the program (13). Names selected for brevity.

2/ Numbers based on the 1979 Catalog of Federal Domestic Assistance (CFDA).

3/ Sponsoring or funding Federal agency.

4/ Name of substate regional agency receiving the Federal assistance and administering the program.

5/ The importance of these programs for creating and supporting substate regional organizations varies greatly. The programs have been classified into several categories according to the nature of their support for substate regional activities as follows:

Code

Description

- (1) Create Substate Areawide Organizations: Included programs that encourage or mandate the creation of a particular set of substate regional organizations and which provide rules regarding such items as their operation, functions, and composition. Funding is expected to be available on a continuous basis. Piggybacking onto other programs is often difficult or impossible. Piggybacking refers to the use of existing substate regional organizations--particularly multipurpose regional councils--by other Federal programs of a single purpose functional nature to administer their activities.
- (2) Support Substate Areawide Organizations: Includes programs that provide funds for planning, operations, and related substate regional organization administrative expenses. Programs can be and usually are piggybacked onto others. Funds may not be available continuously beyond an initial startup period.
- (3) Limited Support for Areawides: Includes programs that provide support to substate regional organizations for operations other than planning or administrative costs or which provide assistance other than funding to substate regional organizations. Includes programs that are infrequent or minor sources of financial aid to areawides and whose primary purpose is other than to establish or maintain a system of regional organizations.

6/ The list includes only 5 of the 11 Title V commissions. Six commissions either have chosen not to support substate regional administrative and planning activities or are too new to have done so during the 1977-79 period.

Census as part of the 1977 Census of Governments (12). The study period is continued to 1979 in order to bring the list up-to-date and also to provide a multiyear analysis of the complex phenomena of Federal substate regional programs. Because of the dynamic nature of Federal support for substate regionalism, fewer than 39 programs were operating at any time during the three year period. One program funded and operating in fiscal 1977 and 1978 was no longer providing operating assistance in 1979; on the other hand, seven programs that were operating in 1979 were not funded in 1977. Another program was funded in 1977 and 1979, but not in 1978.

The study excludes any education programs of the Department of Health, Education, and Welfare (HEW)--to become the Department of Education--that assist the regional educational service agencies that have been established in a number of States. These programs are not included since the regional education agencies are largely financed from State and local sources and the Federal programs tend to form an incidental source of aid to the agencies. In addition, most of the agencies were created as the result of State and local, rather than Federal, initiatives. 4/

The 39 programs include those operated by five Title V regional action planning commissions. While the Public Works and Economic Development Act of 1965 (P.L. 89-136) authorized all current and future commissions to make administrative expense and planning grants to substate districts, only 5 of the 11 commissions had chosen to do so as of the 1977-79 period. Two of the commissions with well-developed programs (New England and Ozarks) chose

4/ This does not mean that all Federal regional support activities for education are necessarily excluded from consideration. For example, the Appalachian Regional Commission (ARC) has assisted--in addition to its other activities--in the creation and operation of regional education service agencies (RESA's).

not to make such grants. Four other commissions (Southwest Border, Mid-America, Mid-Atlantic, and Mid-South) either have not fully developed their programs or have not yet decided whether they will make such grants. In addition, two commissions (Old West and Upper Great Lakes) funded substate regional administrative and planning activities for only a limited period of time and have recently phased out such support.

PROGRAM CHARACTERISTICS

Despite the common features that underlie their selection for this analysis, the 39 programs are in fact somewhat heterogeneous. 5/ They vary widely in terms of their purposes, levels of funding, longevity, continuity, and their importance to the areawide organizations they support. Some programs, such as HEW's assistance to health systems agencies (HSA's), not only provide important financial aid for regional planning but also are instrumental in establishing the organizations and lay down particular rules regarding their structure and operations. Others, such as the Intergovernmental Personnel Act (IPA) grant program, are not intentionally regional in focus, though they do finance certain activities conducted by regional councils and thus make up a part of the total pattern of support for them.

The programs also differ in the substantive areas they assist. Some, such as HUD's 701 comprehensive planning assistance program, extend to such a broad range of policy development and management issues that they can properly be termed generalist. By contrast, many of the programs--the DOT's mass transit program is an example--are limited to a highly specific set of purposes; those programs are better described as functionalist in both origin and focus.

5/ This discussion of the characteristics will be relatively brief; a fuller discussion is available elsewhere (4, 8).

Functions Assisted

The 39 programs are listed in table 1, grouped into seven broad functional categories. The largest number of programs (11) support a variety of community and economic development activities. Closely related are four programs with a rural development focus, making a total of fifteen--nearly two-fifths of all the programs--which focus on this aspect of policy.

Second largest in number is the group of 10 programs dealing with health and social service activities. Next in size are two groups of predominantly urban-oriented programs--environmental protection and transportation. Two additional programs provide grants for planning in the law enforcement and criminal justice area, and three programs support general functions or provide aid which cannot be readily classified with any single function.

For analytic purposes the programs can be divided into two broad categories--those dealing with the development and management of the physical environment, and those related to the health and welfare of the population. The 22 physical policy programs tend to deal with issues of population or economic growth or with managing the consequences of it. The economic development district program, for instance, assists depressed areas to expand their economic base and to create new job opportunities by stimulating business investment. The resource conservation and development (RC&D) program is also oriented toward economic growth but approaches the issue by encouraging the most effective use of the natural resource bases of rural areas. Historically, the 701 comprehensive planning assistance program has covered a wide range of issues related to the development of the physical environment, including community development, land use, and transportation planning. The Appalachian regional development program is similar in many respects, though it extends to

an even broader range of issues, including health and education. Other physical policy programs deal with community development, environmental protection, housing, and transportation planning.

The 12 social policy programs likewise extend to a wide range of activities. The largest subset relates to health and physical well-being. Central among these is the health systems agency (HSA) program, which assists health care planning. Other programs deal with narrower aspects of health policy-- alcohol and drug abuse prevention and treatment, community mental health, and emergency medical services planning. The remaining social policy programs deal with a variety of functions--aging, community action, criminal justice, highway, safety, manpower, and social services.

Five programs cannot be neatly classified as physical or social programs. Two--Appalachian regional development and section 8 housing--quite explicitly support both physical and social welfare programs. Three others--which support general functions--cannot be tied to any single policy classification since they aid a broad range of activities.

Organizations Supported

The programs can also be distinguished by the extent to which they support generalist, multipurpose regional organizations (such as regional councils) or single purpose, functionally specific, organizations (such as health systems agencies). The programs can be classified according to whether support for either type of organization can be considered a primary or secondary focus of the program. Thirty-one of the programs provide some support for generalist organizations, and for 21 of them, this is a primary focus of the program. Sixteen programs place emphasis exclusively on generalist organizations.

Twenty-three programs provide support for functionally-specific organizations, and for nearly all of them (19) this is their primary focus.

There are important differences between the physical policy and the social policy programs in their tendencies to support general purpose organizations as opposed to more functionally specific regional bodies. Seventeen of the 22 physical policy programs primarily support generalist organizations, and well over half of these programs limit their support to generalist organizations. Only about 40 percent of the physical policy programs put any emphasis on special purpose organizations and for half of these that emphasis is only secondary. The five programs that aid both physical and social policies are quite similar to the physical policies in this respect, with four having a primary focus on general organizations and only two having any emphasis at all on functionally-specific organizations.

On the other hand, the social policy programs are mainly directed away from the general purpose organizations toward unique or more limited purpose organizations. All 12 of the social policy programs primarily focus on these organizations, 7 of them exclusively. Only 5 of the 12 place even secondary emphasis on operating through general purpose regional organizations.

Areas Served

Not all of the 39 programs are available for use throughout the entire Nation. Various limitations apply to area eligibility; these restrict nearly 40 percent of the programs to either a single region or to substate areas that meet special criteria.

Eight programs limit eligibility to specified regions of the country. The primary example is the Appalachian Regional Commission's assistance to sub-

state organizations within the 13 States it serves. Of the remaining programs, the most numerous are the five title V regional action planning commissions that have chosen to implement their authority to provide grants to substate districts within their jurisdictions. In addition, two programs--the coastal zone management program (CZMP) and the coastal energy impact program (CEIP) limit eligibility to States bordering on the oceans or the Great Lakes.

Ten programs restrict eligibility to substate areas meeting other criteria. Three of the programs--airport systems planning grants, highway planning grants, and section 175 air pollution control planning grants--are mostly limited to urbanized areas or to Standard Metropolitan Statistical Areas (SMSA's). Three other programs--the section 111 area development assistance program, the rural rental assistance program, and the resource conservation and development program--are limited to rural areas.

Four programs are restricted to areas meeting certain program-related criteria. The two coastal zone programs are limited to coastal portions of eligible States; the coastal energy impact program (CEIP) is further limited to those coastal areas affected by energy development. An inland counterpart to the CEIP is the section 601 energy impacted area program, which is directed to areas experiencing energy-related employment growth. Finally, the economic development district program is limited to substate regions containing local areas with depressed economies.

Continuity of Support

The 39 programs differ in their importance to substate regional activities. One measure of this is the continuity of the financial aid they provide for those activities. Eighteen of the programs, or about 45 percent, provide relatively continuous support for regional organizations, thus enabling them

physical policy and include several programs--Appalachian Regional Commission, 701 comprehensive planning assistance, highway and mass transit planning, and RC&D--that have regularly supported substate organizations since the mid-sixties or before. The remaining social policy programs include support for alcohol and drug abuse planning, aging programs, comprehensive health planning, social services, manpower, community action, and criminal justice planning.

Of the remaining programs, 16 fund only limited activities of short duration rather than providing general support for particular organizations. Four others provide only start-up funding which is phased out after a specified number of years. Two of these programs--community mental health and emergency medical services--are intended to establish special regional organizations to deal with these functions. The others seek only to initiate particular planning functions within existing organizations.

Agency Designations

Eighteen of the programs designate particular organizations as being eligible for their support. Ordinarily various rules are required to be met by the organizations before they can receive such designations; these are discussed below. Many of the designated agencies are known by particular titles--areawide planning organizations, community mental health centers, economic development districts and health systems agencies, are examples.

Programs that make agency designations usually also provide continuous financial support for them. There are some exceptions, however. Two of the programs--emergency medical services and community mental health--provide funds only for a few years to enable the agencies to begin operations and establish a local base of support. Two others--solid waste and airport systems

planning grants--provide funds for specific projects of limited duration, and once they are completed the funds are withdrawn. The A-95 project notification and review program provides for the official designation of regional clearinghouses but offers no financial assistance at all. On the other hand, five programs--alcohol and drug abuse planning, social services, and the Coastal Plains and Pacific Northwest regional commissions--have provided relatively continuous funding, though none grants the agencies any special designation or official recognition.

Boundary Criteria

Twenty-four of the programs set down some criteria regarding the definition of the regions that are to be served by the agencies receiving the assistance. Twelve of the programs require that the areawide boundaries must conform to the State-designated substate regional boundaries. Seven require that the regions may not be drawn so as to split up any SMSA.

Several programs attempt to regulate the population size of the regions. Ten of the programs set minimum population levels, and two--the comprehensive health planning and community mental health programs--also establish a maximum population size. Three others require a minimum size for the target population served by the program. Five programs have other criteria regarding regional boundaries.

Governing Board Composition

Likewise, 24 programs have requirements regarding the composition of the governing boards of the organizations they assist. Fifteen of the programs require some representation of public officials on the governing boards of the regional agencies. Eleven programs set a minimum proportion of public officials

to be represented (usually a majority) and one program--the economic development district program--specifies a maximum (two-thirds). Four programs require public official representation but do not specify a percentage.

Eleven programs require other members on the governing board. These requirements vary a great deal. Many of the programs impose general requirements that the boards must be representative of the communities they serve including a variety of types of interests--such as religious, civic, economic, ethnic, fraternal, and governmental--that must be represented. In most cases these requirements are spelled out in general terms, without specifying the exact manner in which the representative balance is to be achieved. In other cases, however, numerical quotas are set forth. The comprehensive health planning program, for example, requires that between 50 and 60 percent of the board members must be consumers of health care, with the remainder being health care providers; of the latter, one-third are required to be direct providers. The community mental health program has similar, though less elaborate, requirements. 6/ In addition to these programs, another five programs encourage, but do not require, the inclusion of government officials or other specific categories of representatives on the governing boards.

CONCLUSIONS

During the past quarter century there has been considerable growth in both the number and importance of substate regional organizations operating on a multicounty basis. That growth has been highly dependent on a series of Federal

6/ The purpose behind balancing consumers and providers was, of course, to allow the industry being regulated--in this case the medical industry--significant representation in the decision-making process while at the same time preventing it from dominating that process. However, as a recent study of the comprehensive health planning program has shown, achieving a numerical balance among representatives may not in itself be enough to achieve this objective (3).

government programs which have supported and encouraged substate regional planning and service delivery. Though well over 2,000 regional organizations are now in place throughout the United States, these Federal programs continue to be an important source of support for regional activities, providing not only significant amounts of financial assistance but also encouragement for local areas to tackle new problems or to approach old ones in new or better ways.

Between 1977 and 1979 there were 39 Federal programs assisting substate regional activities. These programs support a wide range of functions and types of organizations. While many of the programs are available for use throughout the Nation, a significant number impose limitations on the eligibility of various regions and substate areas. The programs likewise vary in the continuity of their support for regional organizations; while some provide a relatively continuous base of financial aid for regional activities, others exist only to provide start-up or demonstration funding and others are limited to support for special projects. There is a tendency for the programs providing ongoing support to designate official regional agencies and to lay down special rules regarding the boundaries and governing board composition of the agencies they assist. Thus, while there are many common threads uniting the programs, they nevertheless exhibit an important measure of diversity.

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