

centration against a lower concentration of populations. However, I do want to make another point clear. I think that the basic criterion again should be performance and programing. Yes, let us give St. Louis and Newark and Philadelphia, if you want, double their share, but let us ask of them a workable program and some performance reviews.

Now there is also the reciprocal, that the metropolitan area is half the solution of the central cities problem and also half its problem right now, namely the residential restrictions that keep the Negro population in the central city; the fact that the economy is not uniformly tapped or the proceeds uniformly distributed; generally, that economic and social flows are arbitrarily stopped at city lines.

Central city mayors alone, even with good programs, are caught within this governmental trap and cannot accomplish what needs to be done.

One possible but not too popular solution may lie in section 204 of the model cities legislation which calls as of July, for metropolitan reviews of 10 different grant categories. These exclude housing unfortunately. I think some consideration of open housing ought to be in the administrative requirements of regional review under section 204—that is that if you do not want to use the stick of refusing to give funds to those municipalities that exclude, you might use the carrot—offering double the money for sewer and water facilities if a suburb helps with the solution of the central city's problems.

Senator SYMINGTON. Would you comment, Dr. Maxwell?

Mr. MAXWELL. Very briefly, sir. I favor a "pass-through," but I would hate to see Congress attempt to make a prescription uniform for the Nation with respect to pass-through, because the division of responsibilities in States, between the State government and the local government, is extremely different.

Now, as I remember, Senator Javits has a bill which says, in effect, that there shall be a pass-through, but the pass-through shall be sent back to—I am not just sure what place in Washington—but the State government will send back the amount that it proposes to pass through to the local governments, thereby allowing for diversity from State to State, because the situation is diverse from State to State.

Some such approach as that I would favor.

Mr. ECKER-RACZ. Senator, I think I tend to stand with Dr. Ylvisaker. You said pass-through to the cities. If we look at the grave problems, we find them only in some cities. The suburban cities are anything but in trouble fiscally. If in some fashion we could use this money to get more of an areawide acceptance of responsibility for the social problems in the central city, if say revenue-sharing were coupled with income tax effort so that the suburbs would be made to contribute generously to the States' resources—

Senator SYMINGTON. For the premise of the grant, the concept would be the ghettos in the centers of every large city.

Mr. ECKER-RACZ. Yes. I am in sympathy with getting this money directed to where it is needed most. I am in sympathy with the feeling that legislatures, at least as they have behaved in the past, were not very sensitive to the problems of the city, but I am also concerned that some of our poverty problems are rural. I would hope that as legislatures continue the process of becoming more responsive to the needs of the