

direct assistance to States and local governments to meet their problems.

I speak as a mayor who has had a good working experience with the Federal grant-in-aid programs. On the basis of this experience, I hope the committee will accept our comments as constructive criticism and positive suggestions. I personally feel this bill will meaningfully contribute to lessening some of the frustration mayors of cities such as my own endure in dealing with these grant programs. Let me make it clear that we cannot deny the substantial relief the grant programs have brought to cities. But unfortunately, there are now just far too many individual programs each with their own set of objectives and operating rules. On top of this, we find a general lack of uniformity and of priority. But most of all, we find a general lack of understanding of individual city needs by the administrators of these programs and of the programs themselves, we find that they are not being designed and administered so as to be responsive to local needs and I might say especially to local priorities.

We have testified on many of the provisions of S. 698 in the 1967 creative federalism hearings and on earlier legislation considered by this subcommittee. I will therefore not belabor you with detailed comments on each section of the bill. Instead, we will be glad to discuss them in the question period and may I request that we be permitted to submit such additional supplemental statements as may be necessary on any of the bills' provisions and also note that our staff stands ready to provide additional assistance and consultation as you and the committee staff may require.

Let me therefore concentrate on S. 698's three "new" titles which in many respects are the most significant elements of the legislation, the Joint Funding Simplification Act, and the amendment to S. 698 introduced last week by you, Senator Muskie.

Title VI Grant Consolidation. By anybody's count, there are over 400 individual Federal grant programs to State and local governments in existence today. We might note before proceeding further that we are glad the committee is also considering the Joint Funding Simplification Act, a bill which I had the privilege of helping to formulate in extensive discussions with the Bureau of the Budget. We think this bill is a necessary companion measure to the grant consolidation provisions of S. 698. I will comment of S. 2981 later.

The present narrow and independent project approach of Federal grant programs, compounded by the sheer number of such grant programs, is disruptive of comprehensive planning designed to develop and program broad community attacks on urban needs. Cities, because they urgently need funds, are encouraged by the present system to abandon well developed priorities to enter competition for Federal funds where they are available. Local planning is often hampered because cities must concentrate on applying for individual Federal programs. If cities are to acquire the capability to plan and act on total programs, they must not be thwarted by large numbers of individual programs which must be fitted together (often unsuccessfully) like pieces of a jigsaw puzzle. We strongly urge that the emphasis of Federal assistance management must be on combination and consolidation of the myriad of grant programs. The emphasis must be on establishing packages of broad programs which complement each