

UNITED STATES GENERAL ACCOUNTING OFFICE WASHINGTON, D.C. 20548



COMMUNITY AND ECONOMIC DEVELOPMENT DIVISION

B-176823

November 1, 1979

The Honorable Robert, Duncan House of Representatives

Dear Mr. Duncan:

Subject: /Use of Other Federal Grant-In-Aid Programs to Meet the Local Matching Requirement of the Land and Water Conservation Fund (CED-80-23).

On September 12, 1979, you requested a listing of Land and Water Conservation Fund (LWCF) projects that received assistance from other Federal grant-in-aid programs to finance all or part of the local matching share requirement. advised your office, at this point in our review of Heritage \hat{y} Conservation and Recreation Service (HCRS), which administers the LWCF, we have identified 500 projects that have received financial assistance from other Federal programs.

The total cost of these projects amounted to about \$144 million with a Federal contribution of about \$113 million, or 79 percent of the projects' costs. Of the 500 projects, 107 were financed entirely with Federal funds. HCRS provided \$66 million in LWCF assistance. (See enc. I.) \aleph^0 The Appalachian Regional Commission provided \$12 million; the Department of Housing and Urban Development (HUD), \$22 million; the Department of Commerce, \$11 million; and revenue sharing, \$2 million. (See enc. II.)

The Land and Water Conservation Fund Act of 1965 (Public Law 88-578, as amended) provides grants to States and local governments for planning, acquiring, and developing outdoor recreation projects. The act restricts grants to 50 percent of the project cost and requires the State or local government to finance the remaining share. The act also contains a prohibition against using other Federal grant funds to satisfy the local matching share requirement. The Department of the Interior's Solicitor's Office said that the LWCF Act's prohibition concerning the local matching requirement may be overcome if the statutory provisions of a subsequently enacted Federal grant-in-aid

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program explicitly allow recipients to use such assistance to help meet local matching share requirements for LWCF projects. The Solicitor's review indicated that the statutory basis for the Federal programs providing financial assistance to help meet the LWCF local matching share for the 500 projects contained such an authorization.

In our June 4, 1979, report to the Chairman, Subcommittee on Interior and Related Agencies, House Committee on Appropriations (CED-79-89), we pointed out that the Housing and Community Development Act of 1974, enacted nearly a decade after the LWCF Act, authorizes the use of community development funds to pay the required non-Federal share or local match of another grant program that is part of the locality's community development program. In our opinion, this authorization creates a limited statutory exception to the prohibition contained in the LWCF Act.

Our report pointed out that in the absence of a statute analogous to the 1974 HUD Act, Federal grant-in-aid funds could not be used to meet the LWCF-required local matching share. However, with respect to the projects we identified, the statutory authorization for funding the local LWCF match with other grant funds contained language analogous or substantially identical to the authorization contained in the HUD Act.

We recommend, as we did in our earlier report, that the appropriate congressional committees review the LWCF Act restriction and grant program authorizations such as those contained in the HUD Act. This review is essential if the Congress is to fully evaluate the local matching share requirements it initially envisioned for LWCF projects in light of more recent congressional enactments.

We are sending copies of this report to the Secretary of the Interior; the Director, Heritage Conservation and Recreation Service; and Interior's Inspector General. We are also sending copies to other interested parties.

Sincerely yours,

Henry Eschwege

Henry Eschwege

Director

are also sendi

STATE SUMMARY OF TOTAL FEDERAL FUNDING OF

LAND AND WATER CONSERVATION

FUND PROJECTS (note a)

<u>State</u>	No. of projects	Project <u>cost</u>	LWCF grant	Other Federal funds (note b)	Federal contri- bution	Federal percent (note c)
Alabama	7	\$3,283,872	\$1,641,936	\$832,228	\$2,474,164	75
Alaska	1	189,543	75,000	75,000	150,000	79
Arizona	3	1,240,000	620,000	620,000	1,240,000	100
Arkansas	25	7,399,210	3,661,795	1,687,189	5,348,984	72
California	3	690,856	345,428	261,550	606,978	88
Colorado	13	3,794,870	1,897,435	722,898	2,620,333	69
Connecticut	9	3,138,200	1,231,600	1,612,750	2,844,350	91
Delaware	2	314,080	157,040	121,000	278,040	89
District of	_					
Columbia	0					
Florida	.0	4 200 225	1 261 206	1 416 553	2 227 052	7.0
Georgia	17	4,298,035	1,861,296	1,416,557	3,277,853	76
Hawaii Idaho	0 4	1 104 100	552 050	492 470	1 045 520	95
Illinois	Õ	1,104,100	552,050	493,470	1,045,520	93
Indiana	8	1,043,030	521,515	518,915	1,040,430	99
Iowa	15	693,920	346,960	178,662	525,622	76
Kansas	7	1,833,450	916,725	693,768	1,610,493	88
Kentucky	ģ	3,763,559	999,752	1,475,925	2,475,677	66
Louisiana	ō	.,,		2,110,11	2, 1, 2, 2, 7	
Maine	4 .	695,000	347,500	344,500	692,000	99
Maryland	5	1,578,600	789,300	183,327	972,627	62
Massachusetts	19	8,321,562	3,507,790	4,757,047	8,264,837	99
Michigan	57	6,102,870	2,643,623	1,744,781	4,388,404	72
Minnesota	23	1,963,146	906,244	509,039	1,415,283	72
Mississippi	9	3,210,080	1,438,117	1,058,724	2,496,841	78
Missouri	18	2,630,978	1,315,489	1,242,905	2,558,394	97
Montana	2	944,532	381,137	453,629	834,766	88
Nebraska Nevada	1 0	1,087,500	432,000	438,000	870,000	80
New Hampshire	1	373,615	186,808	82,000	268,808	72
New Jersey	ī	2,100,000	840,000	210,000	1,050,000	50
New Mexico	32	3,062,154	1,459,382	769,005	2,228,387	73
New York	21	10,202,678	5,101,339	3,098,187	8,199,526	80
North Carolina	5	3,534,646	1,767,323	810,117	2,577,440	73
North Dakota	6	2,356,301	548,709	1,061,064	1,609,773	68
Ohio	7	4,883,712	2,340,899	1,385,728	3,726,627	76
Oklahoma	2	432,500	149,750	146,250	296,000	68
Oregon	8	871,887	420,015	312,792	732,807	84
Pennsylvania	1	600,000	78,150	225,000	303,150	51
Rhode Island	16	4,930,224	2,465,113	1,856,857	4,321,970	88
South Carolina	14	4,387,276	2,193,641	743,582	2,937,223	67
South Dakota	22	1,295,801	651,539	351,991	1,003,530	78
Tennessee	11	2,979,915	1,484,568	551,351	2,035,919	68
Texas Utah	21 3	8,850,648 1,854,367	4,425,324	2,668,563	7,093,887	80
Vermont	2	393,148	787,184 196,549	447,183 49,258	1,234,367 245,807	67 63
Virginia	10	2,377,920	1,060,582	857,454	1,918,036	· 81
Washington	ō	2,3,7,320	1,000,301	057,454	1,710,030	01
West Virginia	34	18,486,639	8,133,218	6,443,751	14,576,969	78
Wisconsin	6	1,244,766	622,383	371,463	993,846	80
Wyoming	10	2,453,570	1,226,785	326,987	1,553,772	63
American Samoa	0	•			, , ,	
Guam	1	486,267	200,000	262,927	462,927	95
Puerto Rico	3	5,339,038	2,572,286	2,658,405	5,230,691	98
Virgin Islands	2	689,000	332,000	132,000	464,000	<u>67</u>
Total	<u>500</u> \$1	L43,507,065	\$65,833,279	\$47,263,779	\$113,097,058	798

a/Only includes projects where States or localities used other Federal funds to meet the 50-percent local matching share required by the LWCF Act of 1965.

 $[\]underline{\texttt{b}}/\texttt{Enclosure}$ II shows the sources of other Federal funds used as the local matching share.

 $[\]underline{\text{c}}/107$ projects were totally federally funded, and 65 were 90 to 99 percent federally funded.

SUMMARY OF OTHER FEDERAL

FUNDS USED TO MATCH LWCF GRANTS

State				_	Revenue	
Alabama \$832,228	. .	ARC	HUD	Commerce	sharing	
Alaska 575,000 755,000 620,000 Arkansas 620,000 Arkansas 685,877 8837,363 \$163,949 1,687,189 California 261,550 261,550 Colorado 349,021 373,877 722,898 Connecticut 681,750 931,000 41,000 121,000 Georgia 769,983 417,074 229,500 41,000 121,000 Georgia 769,983 417,074 229,500 41,000 493,470 Indiana 245,825 273,090 518,915 Lowa 47,805 130,857 178,662 Kansas 8 138,100 355,668 693,768 Kentucky 1,435,925 40,000 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Marsachusetts 4,757,047 Michigan 780,800 904,152 59,829 1,744,781 Minnesota 509,039 509,039 Mississippi 808,324 500,400 438,000 438,000 Mew Hampshire 82,000 New Hampshire 82,000 New Mexico 6,000 763,005 769,005 New York 342,000 2,226,887 206,000 323,300 3,098,187 North Carolina 745,569 713,000 348,064 1,061,064 North Dakota 1,196,197 20,000 169,531 1,885,728 Oklahoma 994,780 862,077 1,556,857 South Carolina 137,732 305,850 300,000 323,300 35,991,399 Pennsylvania Rhode Island 994,780 862,077 1,556,857 South Dakota 137,732 305,850 300,000 323,300 35,991,399 Pennsylvania Rhode Island 994,780 862,077 1,556,857 South Dakota 137,732 305,850 300,000 7743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 147,183 Vermont 299,494 450,000 107,960 85,745 West Virginia 299,494 450,000 107,960 9,778 6,443,751 West Virginia 5,682,114 452,039 209,820 99,778 6,443,751 Wisconsin 322,000 Virgin Islands 200,000 62,927 262,927 Virgin Islands 200,000 62,927 262,927 Virgin Islands 200,000 62,927 262,927	State	(<u>note a</u>)	(note b)	(<u>note c</u>)	(<u>note d</u>)	<u>Total</u>
Alaska 575,000 755,000 620,000 Arkansas 620,000 Arkansas 685,877 8837,363 \$163,949 1,687,189 California 261,550 261,550 Colorado 349,021 373,877 722,898 Connecticut 681,750 931,000 41,000 121,000 Georgia 769,983 417,074 229,500 41,000 121,000 Georgia 769,983 417,074 229,500 41,000 493,470 Indiana 245,825 273,090 518,915 Lowa 47,805 130,857 178,662 Kansas 8 138,100 355,668 693,768 Kentucky 1,435,925 40,000 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Maryland 61,636 61,091 60,600 12,000 344,500 Marsachusetts 4,757,047 Michigan 780,800 904,152 59,829 1,744,781 Minnesota 509,039 509,039 Mississippi 808,324 500,400 438,000 438,000 Mew Hampshire 82,000 New Hampshire 82,000 New Mexico 6,000 763,005 769,005 New York 342,000 2,226,887 206,000 323,300 3,098,187 North Carolina 745,569 713,000 348,064 1,061,064 North Dakota 1,196,197 20,000 169,531 1,885,728 Oklahoma 994,780 862,077 1,556,857 South Carolina 137,732 305,850 300,000 323,300 35,991,399 Pennsylvania Rhode Island 994,780 862,077 1,556,857 South Dakota 137,732 305,850 300,000 323,300 35,991,399 Pennsylvania Rhode Island 994,780 862,077 1,556,857 South Dakota 137,732 305,850 300,000 7743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 137,732 305,850 300,000 743,582 South Dakota 147,183 Vermont 299,494 450,000 107,960 85,745 West Virginia 299,494 450,000 107,960 9,778 6,443,751 West Virginia 5,682,114 452,039 209,820 99,778 6,443,751 Wisconsin 322,000 Virgin Islands 200,000 62,927 262,927 Virgin Islands 200,000 62,927 262,927 Virgin Islands 200,000 62,927 262,927	Alabama	\$832,228				\$832,228
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Total \$\frac{12,311,202}{22,281,690} \$\frac{10,805,311}{200,805,311} \$\frac{1,865,576}{200,805,311} \$\frac{47,263,779}{200,805,311} \$\frac{1}{200,805,311} \$\frac{1}{200,805,805} \$\frac{1}{200,805,805} \$\frac{1}{200,805,805} \$\frac{1}{200,805,805} \$\frac{1}{200,805,805} \$\frac{1}{200,805} \$\frac{1}{200		******				
	Total	\$12,311,202	\$22,281,690	\$ <u>10,805,311</u>	\$1,865,576	\$47,263,779

a/Appalachian Regional Commission

u Table Al Tab

Appalachian Regional Development Act of 1965 (Public Law 89-4), as amended, 40 U.S.C. App. \$\$1 et seq. (1976)

ARC was established to stimulate public investment in public facilities to enhance social and economic development in Appalachia. ARC is authorized to make supplementary grants to enable people, local communities, and States to take maximum advantage of Federal grants-in-aid programs.

b/Department of Housing and Urban Development

Urban Growth and New Community Development Act of 1970 (Public Law 91-609), as amended, 42 U.S.C. §4531 (1976)

Title VII of the act authorizes supplementary grants to State and local governments to encourage the development of well-planned, diversified, and economically sound new communities.

Housing and Community Development Act of 1974 (Public Law 93-383), as amended, 42 U.S.C. §§5301 et seq. (1976)

Title I of the act provides the authority for Community Development Block Grants to be employed to develop viable urban communities. Activities pursued in the achievement of that goal include improvement of public services, improvement in the use of land, and preservation of property with special values.

c/Department of Commerce

Economic Development Administration

Public Works and Economic Development Act of 1965 (Public Law 89-136), as amended, 42 U.S.C. §3131 (1976)

This program is intended to assist in the construction of public facilities needed to initiate and encourage long-term economic growth in geographic areas experiencing severe unemployment.

Regional Commissions (Upper Great Lakes, Four Corners, Old West)

Public Works and Economic Development Act of 1965 (Public Law 89-136), as amended, 42 U.S.C. §3188a (1976)

These Commissions were created to enable the States in their respective regions to take maximum advantage of Federal grant-in-aid programs which stimulate the acquisition of land and/or the construction of facilities for economic growth.

Emergency Jobs and Unemployment Assistance Act of 1974 (Public Law 93-567), as amended, 42 U.S.C. §3246b (1976)

Title X of the act provides emergency financing assistance to stimulate, expand, or maintain job-creating activities in areas suffering from unusually high levels of unemployment.

d/General Revenue Sharing

State and Local Fiscal Assistance Act of 1972 (Public Law 92-512), as amended, 31 U.S.C. §§1221 et seq. (1976)

Through title I, the act provides greater decentralization and flexibility in Federal financial assistance to State and local general purpose units by authorizing the distribution of funds on a virtual "no strings" basis.