

AN INFORMATION REPORT

FISCAL DISPARITIES:

CENTRAL CITIES
& SUBURBS, 1981



**ADVISORY
COMMISSION
ON**

**INTERGOVERNMENTAL
RELATIONS**

WASHINGTON, D.C. • AUGUST 1984

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INTRODUCTION

For a modern democracy to succeed, the citizens must find tolerable the differences that exist among them. Some of the most obvious differences, other than racial ones, have fiscal roots. Nowhere have potentially troublesome fiscal disparities been more apparent than within this country's major metropolitan areas where relatively poor central cities are surrounded typically by relatively wealthy suburbs. It is important to know whether the fiscal disparities between central cities and their suburbs are widening or narrowing and why and whether the emerging changes follow other patterns, especially geographic ones.

In examining differences in central-city and suburban fiscal conditions, this study first looks at the underlying demographic and economic trends. The fiscal disparities in the largest metropolitan areas of the country then are examined using three different time spans: the 24-year period 1957-81, the seven-year period 1970-77, and the four-year period 1977-81. Each of these time-period perspectives provides its own insights into what is happening in our metropolitan areas. For example, during the 1970s, the underlying demographic and economic trends of the post-World War II era continued in the nation's major metropolitan areas. All but a few suburban areas continued to grow much faster in population than their central cities; indeed, few central cities in the

East and Midwest grew at all. At the same time, however, there was an increase in the number of suburban areas that lost population. Taxable wealth and personal income grew faster in suburban areas than in their central cities, widening social and economic disparities. As suburbs grew economically, central cities continued to face the problems of population loss, with increasing concentrations of poor blacks and Hispanics and a declining proportion of elderly persons. Furthermore, in some parts of the nation, entire metropolitan areas were beginning to show substantial outmigrations, with consequences for cities and suburbs alike.

But the 1977-81 period brought significant shifts in the urban fiscal sector. The termination of two federal countercyclical aid programs that chiefly benefited localities, rising inflation, gradual reductions in the growth rate of federal and state aid, taxpayer revolts and rising service-delivery problems for "inner ring" suburbs combined to produce two basic changes. First, the expenditure levels for both central cities and their suburbs declined in constant dollar terms and, secondly, the per capita difference between the two groups by 1981 actually had been reduced slightly from its 1977 level.

Both the long and short-range probes sought to: (1) identify the overall differences in fiscal conditions between central cities and their suburbs in metropolitan areas; and (2) compare and contrast such differences by region. The analysis also sought to ascertain the degrees of financial stress experienced by particular central cities in 1981.

The findings of this study and of its predecessors directly relate to a series of intergovernmental issues that have been of perennial concern to the Advisory Commission on Intergovernmental Relations. These other issues include the adequacy of local revenue bases; the extent, categorical emphasis and eligible recipients of federal and state aid; the types of intergovernmental grants that are used and the nature of their allocation formulas; the diverse and shifting assignment of functions among cities, counties, independent school districts, special districts and the states; the relative ease or difficulty of annexation; assuring equity for both taxpayers and service recipients; enhancing political accountability and defining state and federal roles for dealing with interlocal fiscal disparities. This study provides basic factual data that can inform discussions on any of these issues.

HIGHLIGHTS

A 24-YEAR PERSPECTIVE: 1957-81

- Although central cities were high expenditure jurisdictions in 1957 compared to their suburbs, by 1981 they were even higher. The 1957 disparity was traceable mainly to traditionally higher noneducation expenditures in central cities. The 1981 disparity was even greater because lessening noneducation expenditure differences were offset as central cities increased their education expenditures relatively more than their suburbs did.
- Despite the widening expenditure gap between central cities and suburbs over the 24 years, the differences in the level of per capita taxes narrowed. These two apparently divergent trends were possible because central cities received relatively more state and federal aid than the suburbs.

A SEVEN-YEAR PERSPECTIVE: 1970-77

- In 1970, total per capita central city expenditures were 135% of those of the suburbs; by 1977 this figure had risen to 140%. This period was marked by a significant increase in direct federal aid, especially to central cities. The per cap-

ita direct federal aid for the central cities in the 68 largest SMSAs rose by \$127 compared to a \$37 rise for their suburbs. State aid (including federal pass-through aid) rose by \$147 per capita in the central cities compared to a growth of \$133 in the suburban areas. The greater relative increase in central cities' aid permitted a lesser increase in the growth rate of taxes.

A FOUR-YEAR PERSPECTIVE: 1977-81

- 1977 was a watershed year as the pace of change decelerated. The level of real expenditures in both central cities and suburbs declined as voters at the state and local levels rejected tax increases during a period of substantial inflation. From 1977 to 1981 the central city-suburban difference in total per capita expenditures actually narrowed from 40% to 37%. The difference in per capita federal aid also diminished—from 300% to 252%. The per capita state aid difference remained stable, as did that of total taxes. As was typical of the entire 1957-81 period, one or more regions ran counter to the overall trends during 1977-81. Generally SMSAs in the East and Midwest followed the overall patterns, whereas those in the South and West departed from it.

- The lessening of central city-suburban disparities, or at least a braking of the long-persisting widening trend, that occurred during 1977-81 reflects both a deterioration of suburban fiscal conditions and an improvement of central cities' conditions. Some suburbs face mounting urban growth problems, although these are concentrated in certain areas. These localities are not experiencing drastic changes in the socio-

economic character of their population, but they do need to develop costly urban physical facilities. Many suburbs can no longer devote an ever-increasing proportion of their budgets to education programs while deferring noneducation requirements. In making this shift they are aided by the drop in their 18-and-under population. Although tax levels and tax rates remain higher in central cities, taxes have increased at a faster rate in the suburbs—particularly in the South and West—narrowing this central city-suburban disparity.

Nationwide generalizations about central city-suburban disparities and about tendencies in either central cities as a group or suburbs as a group must be stated with care. The bleak picture of the beleaguered, poverty-ridden central city surrounded by rich white suburbs does not describe current reality in most Southern and Western metropolitan areas or even some Midwestern ones. In these SMSAs, most central cities appear to be viable units, sometimes because they have been able to use annexation or consolidation to capture a considerable amount of what otherwise would be suburban growth. These localities also have enough land to accommodate the expanding housing market for upper and middle income persons who have smaller households, thereby enriching the tax base. In many cases, local governments in these areas now provide on a countywide basis public services that in the East and, to a lesser extent, in the Midwest, are still a function of subcounty local governments.

The economic vitality of certain central cities, located mainly in the West and the South, contrasts sharply with that of the average central city of the East and Midwest, and with some cities which are more properly called "inner ring" cities than suburbs. The latter cities include Camden (NJ), East St. Louis (IL), East Cleveland (OH), Hamtramck (MI), and Highland Park (MI) which have problems comparable to the most distressed of the central cities.

FISCAL DISPARITIES IN METROPOLITAN AREAS

UNDERLYING ECONOMIC AND SOCIAL CHARACTERISTICS, 85 SMSAs 1980¹

Fiscal disparities among local governments in metropolitan areas stem from differences in a number of demographic, social and economic characteristics, and from differences in how expenditure and revenue responsibilities are assigned. When interlocal fiscal disparities exist, they are apt to result from substantial differences in population growth, racial balance, age composition, income distribution and housing development. Disparities generally reflect changes among these variables in central cities relative to changes occurring in their outside areas. It is just such "sorting out" of different types of population groups that explains fiscal disparities. Hence, a review of selected demographic and socioeconomic developments in the 85 largest SMSAs is necessary before analyzing such disparities.

Population Growth

Measured by population, central cities continue to become less dominant parts of their metropolitan areas based on constant (1970) definitions of their boundaries (see *Tables A-1 and A-2* in *Appendix A*). In 1960, the central

cities in 45 of the 85 largest SMSAs contained 50% or more of their metropolitan area populations. This number dropped to 40 in 1970 and to 29 by 1980 despite a large number of annexations that expanded city areas between 1960 and 1980 (*Table A-6*). Only New York City contained more than 50% of its SMSA population in the East. Most of the dominant central cities were in the South, both in 1960 and 1980. Smaller cities that had annexed territory were most likely to dominate their smaller metropolitan areas. Major consolidations such as Indianapolis, Jacksonville, Columbus (GA), Baton Rouge, and Nashville-Davidson County stand out to an even greater extent. Western central cities were similar to Eastern ones with regard to the degree of metropolitan decentralization, though the East stands alone in the degree of city boundary stability.

Fifty-two of the 85 central cities experienced actual population declines between 1970 and 1980. In this period, population declines became the norm in the central cities of the Northeast and Midwest, where 38 lost population (*Table A-3*).

Where central city growth occurred, it was due largely to annexation or consolidation. The prevalence of annexation is a general characteristic of central cities outside the East, but it is not a guarantee of growth. Generally, the large scale annexing cities of the South and West experienced population growth. The annexing cities of the Midwest, with the exception of Columbus and Wichita, acquired small areas and lost population between 1970 and 1980. Without earlier annexations or consolidations more cities in the South, Midwest and West undoubtedly would have shown substantial population declines.

Suburban population growth in SMSAs occurs as a result of two forces: migration and natural increase (births minus deaths). It is negatively affected by major annexations or consolidations, but detailed data on the effects of annexation in suburbs is not available in the *1980 Census of Population*.

As central city populations declined and suburban ones grew, population densities generally decreased in central cities and increased in suburban areas except where large annexations led to major reductions in suburban populations. Generally, the declines in density reflect both population declines in cities with

constant boundaries and annexations in which cities usually acquire areas with densities lower than their own. Thus, between 1970 and 1980 there were only 19 cities that showed increases in density (*Table A-4*). With the exception of Miami (FL), these 19 cities were relatively low density ones in the West and South. Data on suburban densities are not presented in this report, but the suburbs appear to fall into three classes: ones with very high densities that are indistinguishable from central cities; ones that have high densities, but whose densities are still lower than their central cities'; and finally, very low density ones which reflect the rural or other special nature of the area outside the central city, such as deserts, mountains, etc.

A development already evident in the 1960s—a reduction in household size—became even more evident in the 1970s. As a result, a city could have a decline in population, with no comparable reduction in the number of households or automobiles. Although some cities were becoming less crowded as measured by their resident population, their number of households and cars sometimes increased.

Not only are suburban areas generally less dense than their central cities, many are still highly rural in character. During the 1970s, there were changes in the definitions of SMSA, vastly enlarging the rural component of outside-central-city (OCC) areas. *Table A-5* shows the rural component of the OCC areas, where 24.6% of the population was rural in 1980. Including a substantial rural component generally lowers the socio-economic status of the suburban areas relative to their central city counterparts, unless the rural component contains substantial high income exurban or vacation areas rather than agricultural residents.

Migration

Table A-5 provides a systematic analysis of the gross migration to cities between 1975 and 1980 and compares it to the net migration of those cities for a slightly different, but sufficiently proximate time period, 1970-75. Persons in 1980 residing in the same house, same city, and same SMSA (first three columns) are viewed as not migrating. The next two columns show in order, the proportions of the popula-

tion moving from the rest of the United States or from abroad over the same time period. Of striking interest are those cities which had very low gross attractiveness rates as far as moving from the rest of the United States is concerned. The following cities had rates less than 6%: Baltimore, Newark, Buffalo, New York and Philadelphia in the East; and in the Midwest, Chicago, Gary, Detroit, St. Louis, Cleveland and Youngstown. The lowest figure in the South was in Louisville (7.4%), although Birmingham, Miami and New Orleans also had rates less than 10%. The lowest rates in the West were slightly in excess of 10% in Los Angeles and Oakland. High rates of gross migration were characteristic of cities in the South and the West and cities having large military installations or important institutions of higher education, or were governmental centers.

Of some note is the extent to which migration from abroad played a substantial role relative to domestic movements to large cities. In the case of New York City the migration from abroad actually exceeded that from all domestic areas outside the SMSA itself. In Newark, Jersey City, Paterson and Chicago the rates of such migration were of the same order of magnitude. In Miami, El Paso, Los Angeles, San Francisco and Hartford the levels of domestic and foreign migration were both substantial.

Cities with total in-migration from outside the SMSA itself of less than 10% were concentrated in the East and the Midwest. These include Baltimore, Newark, Buffalo, New York, Philadelphia, Pittsburgh, Chicago, Detroit, Flint, St. Paul, St. Louis, Akron, Cleveland, Toledo and Youngstown. Only Birmingham, Miami, New Orleans and Louisville had a lower than 10% rate in either the South or the West.

In general, high rates of in-migration are indicative of a city's attractiveness, but in a few cases out-migration more than offset this increase and net out-migration resulted. This pattern is generally found in declining cities. Usually, high in-migration rates represent special cases where the level of in-migration reflects cyclical flows, such as military installations and university centers. Madison, for example, which had one of the highest rates of in-migration, nevertheless had a substantial net outflow. Syracuse at a lower level reflected the same university city pattern. Norfolk, a mili-

tary center, also had a negative overall rate.

No comprehensive data is as yet available from which to calculate net migration rates for 1975-80. However, for illustrative purposes it is possible to use the data for the period 1970-75. The net migration data show a much more consistent pattern of out-migration than either the overall population changes or the gross migration data. In neither the East nor the Midwest was there a single city that showed a positive migration rate. Even in the South most cities showed substantial out-migration rates. Annexations and special circumstances together were generally responsible for most of the higher positive rates of migration shown in the last column of Table A-5.

Racial Composition

Between 1960 and 1970 central cities underwent extensive changes in their racial composition. The forces that were at work at that time continued during the 1970s. Once again detailed data is not available, but information from the "Annual Housing Survey" (AHS) for 1980 indicates the changes in terms of housing units and, while not detailed, does hold city and outside central city boundaries constant. In 1970, 17.9% of all households in central cities were black contrasted to 4.0% outside central city areas (Table 1). The proportions in central city areas ranged from 24.1% in the South to 8.9% in the West. During the 1970-80 period, central city areas in the South and West increased in both white and black households, but with a substantially higher increase in the number of the latter. (One of the important limitations of this data is the inability to discern the Hispanic minority and other nonwhites in a similar fashion, particularly in the West.) As a result, in 1980 the black proportion of total households in central cities reached 21.4% as compared to 17.9% in 1970. In the South the 1980 figure reached 28.4%, in the North Central states 23.4%, in the Northeast 20.3%, and in the West 10.5%.²

Changes occurred in both owner and renter categories during this period. There was a slight increase in the number of white owner-occupiers in central cities except in the Northeast, where there was a slight decline. The increase was substantial in the West. During the same period, there were substantial

Table 1
**PROPORTION OF BLACK HOUSEHOLDS AND GROWTH RATES, 85 LARGEST
 SMSAs, BY TENURE STATUS AND REGION, 1970-80**

Region and Category	Proportion Black				Growth Rates					
	CC*		OCC**		All	CC		All	OCC	
	1970	1980	1970	1980		White	Black		White	Black
United States										
All	17.9%	21.4%	4.0%	5.5%	11.4%	4.5%	32.3%	36.7%	33.1%	87.1%
Owners	13.0	15.8	3.1	3.9	14.6	9.4	39.8	37.9	35.5	75.1
Renters	22.5	26.6	9.4	8.4	- 8.4	- .6%	28.4	33.9	27.2	101.2
Northeast										
All	17.1	20.3	3.2	4.2	- 1.6	- 7.4	16.6	17.8	16.0	58.4
Owners	11.5	15.1	1.5	2.7	6.0	- .4	38.9	18.6	17.5	53.1
Renters	20.3	23.6	1.2	8.1	- 5.9	-11.9	9.5	15.9	12.2	63.3
North Central										
All	18.8	23.4	2.5	3.6	2.7	- 4.2	27.7	32.0	29.6	91.9
Owners	13.8	16.8	1.9	2.6	6.9	2.8	30.0	32.2	30.6	77.0
Renters	24.5	31.5	4.3	6.9	- 2.0	-13.4	26.2	31.2	26.4	113.1
South										
All	24.1	28.4	8.2	9.9	21.6	13.8	45.7	54.5	50.1	85.3
Owners	17.4	21.5	6.8	7.8	17.0	10.8	45.0	59.8	56.9	81.2
Renters	32.3	35.9	11.6	15.4	27.0	18.2	46.1	42.4	33.8	89.4
West										
All	8.9	10.5	2.7	4.2	28.2	21.3	52.0	49.5	39.7	134.1
Owners	6.4	7.4	2.1	3.5	31.2	27.3	51.1	50.4	47.0	76.6
Renters	11.3	13.8	3.6	7.2	25.0	14.9	52.4	47.8	38.5	190.8

*CC—central cities.

**OCC—outside central cities (suburbs).

SOURCE: U.S. Bureau of the Census, Annual Housing Survey: Part A. *General Housing Characteristics for the United States and Regions*, Washington, DC, US Government Printing Office, 1980, 1982.

Table 2
**COMPOSITION OF HOUSEHOLDS, 85 LARGEST SMSAs,
BY REGION, 1970 AND 1980**

Region and Category	Percent Households with Persons 65 and Over				Percent Households with Own Children Under 18 Years			
	Central City		Outside Central City		Central City		Outside Central City	
	1970	1980	1970	1980	1970	1980	1970	1980
United States								
All	23.2%	22.7%	19.3%	19.7%	38.5%	33.1%	49.9%	41.3%
Owners	27.4	26.9	20.5	21.6	43.3	36.3	53.2	44.1
Renters	20.8	18.6	16.5	15.1	34.2	30.0	41.9	34.5
Northeast								
All	27.4	26.3	22.1	23.2	36.1	31.6	47.9	38.4
Owners	30.9	30.8	22.5	24.4	40.3	34.7	52.2	42.1
Renters	24.2	23.4	21.5	20.1	33.7	29.7	37.5	29.0
North Central								
All	24.4	22.6	17.9	18.8	39.0	31.2	52.0	43.7
Owners	28.0	25.9	18.8	19.3	43.4	37.7	55.5	47.2
Renters	20.4	18.5	15.0	17.2	34.0	29.8	42.5	32.5
South								
All	22.1	21.8	18.7	18.4	41.6	34.4	50.5	43.2
Owners	26.0	27.6	20.5	20.9	44.3	36.5	52.5	44.5
Renters	17.5	15.4	14.6	12.1	38.4	32.0	46.1	39.7
West								
All	22.3	20.0	18.7	18.4	37.3	32.0	48.5	39.8
Owners	25.1	23.6	19.9	22.1	44.8	41.9	52.2	42.0
Renters	17.4	16.2	13.9	11.9	29.8	28.0	42.3	35.9

SOURCE: See Table 1.

rises in the number of black owner-occupiers in all regions.

The greater changes occurred in the case of renters. In both the Northeast and North Central regions substantial declines occurred in the number of white renters in central cities. The drop was 11.9% in the former and 13.4% in the latter. At the same time, the number of black renters increased 9.5% in the Northeast and 26.2% in the North Central states. The concentration of black households in rental property in central cities reached 35.9% in the South, 31.5% in the North Central area, 23.6% in the Northeast, and 13.8% in the West. The black renter category is important because it contains the principal concentration of the

urban poor, namely, households with female heads.

Age Composition

Once again, although there is no detailed data available on age distributions by owners and renters within metropolitan areas, the "Annual Housing Survey" for 1980 does provide a basis for detecting the changes in this characteristic during the 1970-80 period. Central cities continued to exhibit higher proportions of elderly in their populations than suburban areas, but between 1970 and 1980 the proportion dropped slightly in the central cities and increased slightly in the suburbs. (Table 2.)

It is noteworthy that 26.9% of all owner-occupied households in central cities included persons over 65 in 1980. At the same time only 18.6% of central city rental housing included persons over 65. In the outside areas, the proportions were lower, 21.6% for owners and 15.1% for renters. During the period 1970-80, the proportion of elderly in owner-occupied housing remained almost unchanged, but the proportion of the elderly living in rental housing declined. However, this figure does not take into account institutionalized individuals living in group quarters. Earlier indications of a major increase in the proportion of elderly persons residing in cities have not been fulfilled.

The period 1970-80 also witnessed a major decline in the number of households with children. Once again the distinction between owners and renters is of considerable importance. In 1980, 36.3% of all owner-occupied households in central cities had children, while only 30% of rental households had children. By contrast, children were found in 44.1% of all owner households in outside central city areas and in 34.5% of the rental households in those areas. These numbers reflect major declines from 1970 levels in the aggregate percentage of all households with children, from 38.5% to 33.1% in the central cities and 49.9% to 41.3% in the outside areas. The importance of these declines for local school finances is unambiguous.

A final point: In each class of housing, sub-

urbs in every region had a greater proportion of households with children than the central cities in both 1970 and 1980, with the sole exception of households in the Northeast in 1980.

Income

Only 18 of the 82 central cities with outside areas (three central cities are coterminous with their metropolitan areas—Jacksonville, Baton Rouge and Honolulu) in 1980 had per capita incomes higher than their suburbs. (Table A-7.) There were 30 such cities in 1976. In Wichita, Columbus, (GA), Tulsa, El Paso and Albuquerque, moreover, per capita incomes in 1980 were more than 15% higher than their outside, mainly rural areas. In the vast majority of areas, however, cities showed decidedly lower figures than their outside areas. Cities whose per capita incomes were 70% or less of their suburban incomes include Bridgeport, Hartford, Baltimore, Newark, Paterson, Rochester, Detroit, Cleveland and Miami.

When analyzed on a household basis, suburban income levels generally exceeded those of central cities by substantially greater amounts than when compared on a per capita basis. (Table 3.) The suburbs simply have a greater number of earners per household, which, in turn, contributes to their greater proportion of owner-occupied households.

The central city-suburban disparity in per household income prevailed on a regional as well as a national basis. In the East, while cen-

Table 3
**AVERAGE PER CAPITA AND PER HOUSEHOLD INCOME, 85 LARGEST SMSAs,
BY REGION, 1980***

	Per Capita ^(A) Census Basis				Household ^(B) A.H.S. Basis		
	CC	OCC	CC/OCC		CC	OCC	CC/OCC
All	\$ 6,972	\$ 7,989	89.0%	United States	\$14,601	\$20,270	72.0%
East	6,251	8,407	75.2	Northeast	12,837	20,911	61.4
Midwest	6,954	8,322	84.0	North Central	14,099	19,802	71.2
South	6,945	7,275	99.0	South	14,664	19,474	75.3
West	7,754	8,239	95.3	West	17,176	19,896	86.3

*Unweighted averages.

SOURCE: A) For detail and source see Table A-7.

B) See Table 1.

tral cities' per capita income was on the average 75.2% of that of their outside areas, the proportion dropped to 61% when per household income is used. Similarly, in the case of the Midwest the proportion dropped from 84% to 71.2%. In the South where central city and outside central city per capita incomes were essentially identical (CC/OCC=99%), city household incomes were 75.3% of outside-central-city ones. A similar difference occurred in the West: 95.3% and 86.3%, respectively.

A finding in a 1970 ACIR report appears to be as applicable in 1980 as it was a decade earlier:

In sum, many central cities, while having per capita income levels that are often comparable with suburban areas, still do not contain family units with a high level of resources. Moreover, income distributions are more likely to be skewed by the presence of a large number of poorer households and relatively fewer numbers of higher income family units. Per capita income figures tend to obscure the fact of the concentration of lower income family units within most of the metropolitan areas studied.³

The chief change over the last decade was the concentration of households with female heads, which is increasingly related to concentrations of lower income families.

General Inferences from Underlying Characteristics

The changes in population and income that have occurred in central cities and their suburban areas since 1970 are complex and cannot be adequately summarized by general statements. Many central cities have undergone drastic reductions in population. Many SMSAs also have lost population. An important role in the population changes in central cities and in central city-suburban relationships has been played by annexation, or the inability to annex. Central cities to a great extent are continuing to become increasingly nonwhite and poor, although the composition of their households has an important effect on how their income and economic viability compare to that of the surrounding suburbs.

Suburban areas have declined along with their central cities in some regions, and in others, growth in the outlying areas has been partially captured by the central city through annexation. As a consequence, the stark contrast between the central city and its suburban areas that dominated the 1960s is now seen largely as a phenomenon of the East. Many of the "newer" cities of the South and West have substantial suburban characteristics. In its 1980 report on this subject, based on 1970 data, the Commission reported that in many areas the distinctions between the central cities and their suburban areas were starting to blur. This analysis of 1980 data indicates that the blurring trend continues. The effects of these changes on local financial patterns are analyzed in the following sections.

METROPOLITAN FISCAL DISPARITIES: THE LONG VIEW—1957-81 (37 Large SMSAs)

In examining metropolitan fiscal disparities, attention will first be directed at the relatively long-range period, 1957 to 1981. Data has been collected on a systematic basis for only 37 SMSAs for this 24 year period, which will be divided into three subperiods: 1957-70, 1970-77, and 1977-81.

Complicating this analysis is the complexity of the local government system in large city areas. This complexity—suggested by the number of overlying and underlying governments in central city areas (*Table A-8*)—creates substantial variations in assigning revenue and expenditure responsibilities. The basic data must be adjusted to reflect these differences in a metropolitan disparities analysis. The adjustments used here are explained in *Appendix B*.

Expenditures

In 1957, 1970, 1977 and again in 1981, per capita local government expenditures in the central city areas exceeded those in suburban areas, the difference rising from 29% in 1957, to 37% in 1970, and rising again to 43% in 1977 (*Table 4*). During the period from 1977 to 1981, however, this trend was reversed, with the difference dropping to 39%. Per capita ex-

Table 4
**PER CAPITA FISCAL BEHAVIOR, 37 LARGEST SMSAs, BY REGION,
1957, 1970, 1977, 1981***

Region	General Expenditures ¹											
	1957			1970			1977			1981		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
United States	\$196	\$154	129%	\$524	\$385	137%	\$1,061	\$761	143%	\$1,443	\$1,058	139%
East	207	165	129	613	419	148	1,272	833	161	1,643	1,148	145
Midwest	190	152	131	498	360	139	1,029	725	142	1,391	1,010	141
South	165	124	124	395	308	128	806	629	130	1,204	873	141
West	224	176	129	577	459	127	1,119	852	133	1,486	1,202	124
	Noneducation Expenditures ²											
United States	\$135	\$ 74	202%	\$341	\$174	207%	\$ 714	\$388	201%	\$1,023	\$ 586	184%
East	153	83	197	427	193	230	893	429	243	1,197	631	195
Midwest	134	71	209	316	156	212	679	358	193	957	546	185
South	108	54	227	225	128	187	530	334	168	852	473	190
West	140	88	171	380	227	186	749	436	184	1,049	709	156
	Education Expenditures ³											
United States	\$ 61	\$ 80	80%	\$183	\$211	86%	\$ 346	\$372	93%	\$ 420	\$ 471	91%
East	54	83	68	186	226	84	379	403	95	447	517	88
Midwest	56	81	73	182	204	84	350	368	95	434	465	94
South	57	70	89	170	179	95	275	294	93	352	400	91
West	84	88	97	195	233	84	370	416	89	437	493	90
	Total Aid ⁴											
United States	\$ 40	\$ 40	101%	\$164	\$126	138%	\$ 490	\$306	167%	\$ 705	\$ 451	163%
East	39	36	108	257	128	197	655	305	233	858	445	200
Midwest	38	36	109	130	113	124	452	296	155	687	408	172
South	24	32	79	96	98	96	267	239	142	485	365	135
West	63	63	100	199	172	115	449	401	113	748	624	120
	Total Aid as Percent of Total Expenditures ⁵											
United States	19%	26%	77%	31%	33%	100%	44%	40%	115%	48%	43%	117%
East	18	22	84	35	31	134	49	36	144	52	39	139
Midwest	20	24	85	26	32	89	43	40	110	49	41	126
South	15	27	56	24	32	77	42	39	109	41	44	97
West	28	35	78	34	37	92	40	46	86	50	51	91
	Taxes ⁶											
United States	\$117	\$ 80	157%	\$258	\$190	140%	\$ 453	\$364	129%	\$ 556	\$ 449	129%
East	135	101	142	301	236	130	533	453	120	712	574	129
Midwest	115	79	150	253	177	143	414	310	138	505	432	124
South	88	53	183	183	118	158	340	254	134	478	351	142
West	125	79	162	281	218	130	518	433	121	480	390	124

*Unweighted averages.

SOURCE: ¹See Table A-9.
²See Table A-10.

³See Table A-11.
⁴See Table A-14.

⁵See Table A-15.
⁶See Table A-13.

penditures for Houston and San Diego are actually below their respective outside areas.

Expenditure differences in all of the four years analyzed were most pronounced in the East followed by the Midwest, with smaller differences in the West and South. In every region but the South the central city-outside central city differences were smaller in 1981 than in 1977. This narrowing is a departure from the earlier periods of growing disparity. The CC/OCC differences widened by more than 25 percentage points between 1957 and 1981 in 11 SMSAs: Washington, DC, Baltimore, Rochester (NY), Detroit, Minneapolis, St. Louis, Cleveland, Columbus (OH), Atlanta, Dayton, San Antonio and San Francisco. Disparities were reduced by 25 percentage points or more in five SMSAs: Providence, Kansas City (MO), Cincinnati, Tampa and Dallas (Table A-9).

Major expenditure disparities result largely from the high level of per capita noneducation expenditures in central city areas and are somewhat offset by lower levels of per capita education expenditures. In 1957, the central cities had per capita noneducation expenditures that were 102% higher than their suburbs (Table 4). The relative disparity in these expenditures grew to 107% in 1970, but fell to 84% by 1981. Although the ratios suggest convergence during the last time period, an examination of the per capita expenditures shows that the actual dollar differential has continued to grow. The central city-outside central city differential in per capita noneducation expenditures was \$437 in 1981 compared to \$61 per capita in 1957. The 1981 difference is greater than the 1970 average level of noneducation expenditure for all 37 SMSAs.

The relative changes in central city and outside central city noneducation expenditures merit closer analysis. The relative decline in the central cities' spending was due in part to state and county pick-ups in expenditure responsibilities. This change is seen most clearly in the central city areas that are designated city-county governments.

In the case of the 37 major areas, the pattern of change is fairly uniform across regions over the 24-year period. In the last time period (1977-81), total expenditures for central city and outside central city areas converged in six of the 11 Eastern SMSAs, six of the 11 Midwestern areas, one of the eight Southern and

five of the seven Western areas, a significant reversal from the previous period.

Although cities have exhibited higher non-education expenditure levels, outside central city areas have continued to outspend central cities for education on a per capita basis. The disparity between central cities and suburbs in per capita education expenditures, however, narrowed between 1957 and 1977 as the CC/OCC ratio rose from 80% to 93%. This trend was reversed, however, when the ratio fell to 91% in 1981. This analysis does not account for changes in enrollments and resulting differences in per pupil expenditures. Nor does the analysis reflect changes in enrollment composition, an item of increased importance since the enactment of PL 94-142, *The Education for All Handicapped Children Act*. Still, a widening of the CC/OCC relationship between 1977 and 1981 is noteworthy.

The 1977-81 trend reversal was most pronounced in the East, with the CC/OCC ratio dropping from 95% in 1977 to 88% in 1981, although still more than the 68% ratio in 1957.

The relative specialization of central cities in noneducation expenditures and suburban areas in education is reflected in the shares of their total expenditures devoted to education and noneducation purposes. Over the 24-year period from 1957 to 1981, these specialized emphases have strengthened in the central cities but weakened in the suburbs. In 1957, central cities in 24 of the 37 SMSAs spent less than one-third of their budgets on education; by 1977 the number had declined to 19, but by 1981 the number had increased again to 28. By contrast, in 1957, 23 suburban areas spent 50% or more of their budgets on education, but by 1977 this number was reduced to 18, and in 1981 the number had fallen to 13 (Table A-12).

In summary, the differences in expenditure levels between central cities and suburbs in the 37 largest SMSAs continued to widen only in the South and began to narrow elsewhere between 1977 and 1981. The most significant trend was the reduced disparity in noneducation expenditures, due to a relatively more rapid increase in noneducation expenditures in the more suburban OCC areas. Of further significance is the reversal in the 1977-81 period of the trend toward narrowing the education expenditure disparity that was typical between 1957 and 1977. The precise meaning of this

reemerging divergence as shown in per capita measures is not clear.

Taxes

Relative tax levels continued to be higher in central cities, but less so than in 1957. Their tax collections per capita were 57% greater than suburban levels in 1957, but only 29% higher by 1981 (*Table 4*). Still, the gap in dollar terms widened. Declines in relative income and economic activity probably increased the city burden of taxation, but the information necessary to test this statement is not readily available.

The drop in the CC/OCC tax disparity occurred in all four regions but most markedly in the South and West and in that order. Among the 37 SMSAs, ten showed a greater central city excess over their suburbs in 1981 than in 1957—Washington (DC), Philadelphia, Pittsburgh, Rochester (NY), St. Louis, Cleveland, Kansas City (MO), Miami, Louisville and San Francisco. SMSAs exhibiting the greatest reduction in tax disparities were Baltimore, Chicago, Dayton, Dallas, Portland (OR), Denver and San Antonio (*Table A-13*).

Aid

A major factor offsetting the per capita tax collection disparity between 1957 and 1981 was the greater responsiveness of state and federal aid to central city needs during this period. On a per capita basis in 1957, cities received the same aid as their suburbs. In 1970, they received 38% more, and by 1981, 63% more aid (*Table 4*). The difference widened most in the East: from 8% in 1957 to 100% in 1981. It broadened least in the West: from zero in 1957 to 20% 24 years later. Among the central cities, those in the South received the least per capita aid both in 1957 and 1981.

In 1957, almost all local aid originated at the state level except for low income public housing and the pass-through of federal public assistance to local governments. Since the absolute size of the pass-through aid was small and generally only a minor proportion of state aid, the failure to separate the pass-through aid from the state aid flow was of minor importance then. In the years following 1957, both

direct federal aid as well as the federal pass-through component of state aid grew in size and importance. To preserve consistency only total aid is shown for the 37 SMSAs, but it is done with the clear recognition of the major changes in federal aid to local governments that have occurred since 1970.

In all but three of the 37 SMSAs, central cities increased their lead over their suburbs in receipt of intergovernmental aid. The three exceptions were Boston, Cincinnati and San Bernardino. The cities expanding their aid margins most (i.e., comparing CC/OCC 1957 with CC/OCC 1981) were Baltimore, Newark, Detroit, Atlanta and St. Louis (*Table A-14*).

The greater targeting of intergovernmental aid on central cities has resulted in their receiving larger amounts of aid in proportion to their total expenditures. In 1957, the central cities under study received an average of 19% of their expenditures in the form of aid; by 1981 this figure had risen to 48% (*Tables 4 and A-15*). In the OCC areas, the rise in the importance of aid was less, going from 26% of total expenditures in 1957 to 43% in 1981. The aid-expenditure relationship has been reversed since 1957 for the central city and outside central city areas, reflecting in part the increased importance of noneducation aid relative to that for education.

The budget impact of aid in the central cities relative to its impact in the suburbs increased most notably in the East between 1957 and 1981. In 1957 in the East, aid was 18% of expenditures in the central cities and 22% in the suburbs; by 1981 the percentages were 52% and 39%, respectively. Total aid as a proportion of total expenditures increased in every other region for both central cities and suburbs, even though there was some movement of responsibility from the local to the state level.

On the basis of total aid as a percent of expenditures, 26 of the 37 central cities increased their reliance on state and federal aid between 1977 and 1981.

Summary of 24-Year Fiscal Disparity Trends

In relation to their suburbs, the 37 central cities in the aggregate were high expenditure jurisdictions in 1957, and 24 years later they

were even higher. The disparity in 1957 stemmed mainly from the traditionally higher noneducation expenditure demands that cities faced. It widened by 1981 because, although the noneducation demands relented relative to those in the suburbs, that decline was more than offset by the relative increase in central cities' education expenditures.

Despite the widening of the expenditure gap between central cities and suburbs over the 24 years, the gap in per capita taxes was narrowed—from being 57% greater in central cities than suburbs in 1957 to only 29% higher by 1981. The growing difference in expenditure levels and the reduced difference in taxes occur because of increased state and federal aid to central cities. On a per capita basis in 1957, central cities received the same aid as their suburbs; by 1981 they received 63% more. This disparity is considered in more detail in the succeeding section where aid is divided into its state and federal components.

Many central cities now receive considerably higher levels of aid than before, but their suburbs still support higher proportions of their budgets through intergovernmental aid. Suburban specialization in education, a function which receives sizable state aid, accounts for this apparent anomaly. As suburbs began to experience more demands in the noneducation functions, their proportion of aid relative to cities decreased.

These fiscal trends, of course, were not felt uniformly in all four major regions of the country. The CC/OCC disparity in total expenditures widened most dramatically in the SMSAs of the East and the Midwest and actually narrowed in the Western SMSAs during the 24-year period. There was little variation among the regions in the way the CC/OCC disparity in noneducation expenditures dropped between 1957 and 1981. The narrowing of the education expenditure disparity was greatest in the East and Midwest. In the West, the disparity widened. CC/OCC per capita tax disparities dropped in all regions, but most notably in the West and South. The central cities' edge in receiving state and federal aid was broadened most in the East and least in the West.

Focusing on the 24-year trend in disparities obscures certain significant changes that occurred in the four-year span at the end of the

period. Specifically, the CC/OCC disparity in per capita general expenditures, noneducation expenditures, and total aid actually narrowed between 1977 and 1981, the disparities in education expenditures and aid as a percentage of general expenditures widened only slightly, and the disparity in per capita taxes was unchanged. In each fiscal category, moreover, one or more regions bucked the overall four-year trend. Thus, the South experienced a widening CC/OCC disparity in per capita general expenditures and in noneducation expenditures, the West showed a widening CC/OCC disparity in education expenditures, and the West and the Midwest experienced a broadening of disparity in per capita aid received. The significance of the 1977–81 changes is given further attention in the following section.

PERIODS OF CHANGE: 1970-77 AND 1977-81 (68 Large SMSAs)

The period from 1970 to 1977 witnessed enormous changes relative to the preceding years. The amounts and rates of change were greater, in part because there were some new forces at work, primarily federal and state aid. Most aid in 1957 was from state governments, or they served as conduits for federal aid, predominately for highways but also for public assistance where it was a local function. By 1970 a large direct federal-local aid sector had emerged and it expanded in the ensuing years until the watershed year of 1977. Between 1977 and 1981, this trend decelerated markedly.

This section focuses on the fiscal changes that occurred in a sample of 68⁴ large SMSAs, including the 37 areas discussed earlier, during two periods, 1970–77 and 1977–81.

Per Capita Aid

Among the central cities only the atypical city of Washington, DC, in 1970 received direct federal aid in excess of the \$81 per capita received by Newark. Many cities received less than \$10 per capita with an average of \$28 (*Tables 5 and A-16*). In only five cases was federal aid greater in the outside area than in the central city, usually because a federal installation was present, but the amounts generally were

Table 5
**PER CAPITA FISCAL BEHAVIOR, 68 LARGEST SMSAs, BY REGION,
 1970, 1977 AND 1981***

Region	1970			1977			1981		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
Total Expenditures¹									
United States	\$ 477	\$ 369	135%	\$ 981	\$ 730	140%	\$1,338	\$1,018	137%
East	571	422	138	1,201	825	154	1,585	1,137	142
Midwest	471	349	139	962	704	138	1,371	973	144
South	376	271	143	769	568	139	1,086	820	137
West	517	471	117	1,043	876	125	1,351	1,212	119
Noneducation Expenditures¹									
United States	\$ 306	\$ 164	208%	\$ 643	\$ 369	192%	\$ 930	\$ 557	184%
East	392	198	206	826	429	223	1,147	622	191
Midwest	298	149	207	614	338	184	922	508	195
South	223	106	237	506	287	194	741	438	187
West	334	225	170	660	454	163	916	714	152
Education Expenditures¹									
United States	\$ 171	\$ 205	87%	\$ 336	\$ 362	96%	\$ 408	\$ 461	92%
East	179	224	84	375	396	97	438	515	87
Midwest	173	200	89	348	366	97	450	466	97
South	154	165	94	262	280	95	345	381	92
West	183	245	81	376	428	95	404	498	89
Total Aid¹									
United States	\$ 149	\$ 131	123%	\$ 438	\$ 301	157%	\$ 633	\$ 442	154%
East	205	138	171	625	315	218	826	462	196
Midwest	126	114	116	424	289	149	640	387	169
South	103	101	100	324	225	143	432	338	130
West	181	187	104	448	405	116	674	639	112
Direct Federal Aid²									
United States	\$ 28	\$ 9	552%	\$ 155	\$ 46	400%	\$ 200	\$ 68	352%
East	51	8	810	232	53	459	261	74	350
Midwest	22	6	841	139	38	395	228	59	467
South	20	12	243	130	46	374	166	73	324
West	20	10	238	124	50	370	141	67	227

Table 5 (continued)
**PER CAPITA FISCAL BEHAVIOR, 68 LARGEST SMSAs, BY REGION,
 1970, 1977 AND 1981¹**

Region	1970			1977			1981		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
State Aid³ (including federal pass-through)									
United States	\$ 123	\$ 122	107%	\$ 297	\$ 255	127%	\$ 441	\$ 372	126%
East	164	131	142	420	263	192	603	389	171
Midwest	104	108	101	285	250	114	413	322	133
South	83	89	91	194	179	108	275	265	101
West	161	178	97	323	355	96	533	573	98
Noneducation Aid⁴									
United States	\$ 85	\$ 46	257%	\$ 284	\$ 129	265%	\$ 377	\$ 188	233%
East	139	51	309	447	167	314	569	252	260
Midwest	74	46	253	258	114	246	390	163	260
South	35	19	266	185	65	317	214	106	233
West	109	77	194	268	192	163	363	261	163
Education Aid⁵									
United States	\$ 64	\$ 85	82%	\$ 163	\$ 171	106%	\$ 261	\$ 257	113%
East	66	87	95	177	148	152	263	209	146
Midwest	52	68	78	164	173	99	265	232	124
South	68	81	81	138	159	86	218	239	90
West	72	110	73	179	212	91	309	381	87
Aid as Percent of Expenditures⁶									
United States	30.3%	35.1%	92%	44.4%	41.1%	113%	46%	43%	112%
East	34.9	31.2	123	50.3	37.5	145	52	40	137
Midwest	26.6	31.9	85	44.0	41.0	109	46	40	119
South	27.8	38.3	72	41.9	40.7	104	40	43	96
West	33.2	40.0	88	42.2	46.4	94	48	52	95
Total Taxes*									
United States	\$ 233	\$ 179	140%	\$ 411	\$ 336	132%	\$ 501	\$ 407	\$132
East	288	233	125	507	439	118	653	554	121
Midwest	240	172	143	381	302	129	479	406	122
South	165	109	161	316	220	155	435	300	158
West	252	219	123	474	419	122	441	377	123

¹Unweighted averages.

²See Table A-16.

³See Table A-17.

⁴See Table A-19.

⁵See Table A-18.

⁶See Table A-23.

SOURCE: *Unpublished data from U.S. Bureau of the Census.

quite small relative to other totals. Of the overall \$149 per capita aid figure for the central cities in 1970, only 18.8% was in the form of direct federal aid. In the case of the suburban jurisdictions' \$131, only 6.9% was in direct federal aid.

By 1977, only one city in this group (Houston) received less than \$50 per capita direct federal aid and the average was \$155 (Table A-16). General Revenue Sharing guaranteed a relatively large sum to high tax, low income central cities, but it made up only 17.4% of all direct federal-local aid nationwide. Thirteen central cities received aid in excess of \$200 per capita. The highest direct federal aid received by any suburban jurisdiction, in contrast, was the \$121 per capita in the Miami area which had a large countywide school system and special federal aids.⁵

The period 1977-81 witnessed a marked deceleration in the rate and amount of increase in direct federal aid. The amounts in many cases remained very high but this was because special circumstances involving water and sewerage facilities and urban mass transit grants had distorting effects on individual areas. In the case of mass transit the problem was made additionally complex by the fact that the aid was included in local-area general revenue, and no utility expenditures are shown.

State aid included pass-through federal aid, and cities receiving large amounts were almost

always those few in which public welfare was a locally provided service (Table A-17).

The difference between state and federal aid is best explained by separating the education and noneducation components of aggregate per capita aid (Table 6). Education aid to localities comes primarily from state governments, supplemented by a relatively uniform pass-through of federal money for educationally deprived children and, recently, education aid for handicapped children. In 1977, the last year for which comprehensive data is available, the pass through for education represented 13.4% of state aid for education and the same level was maintained in 1981. Noneducation aid to localities is made up primarily of direct federal aid, supplemented in a few states by a substantial pass through of federal public welfare funds. Among the pass-through states in 1981 were New York, California, Wisconsin, Minnesota, Colorado, Virginia and North Carolina. The federal pass through for non-education purposes in 1981 equalled 32.1% of state aid in the aggregate, but amounted to considerably more in the above cited states. The national aggregate declined substantially following assumption by the states of California, New York and Maryland of part or all of the financial responsibility for public and medical assistance programs.

A notable change occurred in education aid between 1970 and 1977—a substantial number

Table 6
**PER CAPITA FEDERAL AND STATE AID TO LOCAL GOVERNMENTS, U.S.
TOTALS, 1972, 1977 AND 1981**

	Total			Education			Noneducation		
	1972	1977	1981	1972	1977	1981	1972	1977	1981
Federal Aid	\$ 23	\$ 78	\$ 99	\$ 5	\$ 6	\$ 8	\$ 17	\$ 71	\$ 91
State Aid	166	275	393	96	170	\$254	\$ 70	\$105	\$139
Total	189	353	492	101	176	262	87	176	230
Federal Aid	12%	22%	20%	5%	3%	3%	20%	40%	40%
State Aid	88	78	80	95	97	97	80	60	60
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

SOURCE: ACIR, *Recent Trends in Federal and State Aid to Local Governments*, M-118, Washington, DC, U.S. Government Printing Office, 1980. U.S. Bureau of the Census, *Governmental Finances in 1980-81*, GF 81, No. 5, Washington, DC, U.S. Government Printing Office, 1982. U.S. Bureau of the Census, *Finances of Public School Systems in 1980-81*, GF 81, No. 10, Washington, DC, U.S. Government Printing Office, 1983.

of central cities in the East and Midwest received more school aid than did their suburban jurisdictions. Thus, while 14 cities received education aid equal to, or greater than their suburbs in 1970, the number increased to 27 by 1977, and to 33 in 1981 (Table A-18).

But the major shift in intergovernmental aid to local governments occurred in the noneducation functions, where changes in federal aid were the major force (Table A-19). In 1970, there were only five cities for which noneducation aid was \$200 per capita or more. By 1981 this figure essentially became the floor with only 13 cities receiving less than \$200 per capita and 35 city areas receiving aid in excess of the \$309 per capita received by Washington, DC, in 1970. Only three city areas received less noneducation aid per capita in 1981 than their corresponding outside areas.

These shifts can be divided into two periods—between 1972⁶ and 1977 and between 1977 and 1981. As shown in Table 6, the greatest proportionate increase in total aid from 1972 to 1977 was in direct federal aid, but from 1977 to 1981 increased state aid clearly predominated.

These changes acquire meaning when one divides the aid into its education and noneducation components. In 1972 direct federal aid made up 14% of all local aid, 5% of education aid and 20% of noneducation aid. If the pass through is added to the federal portion, the federal percentage is raised to 18% in the case of education and to 44% in the case of noneducation aid, resulting in a net federal contribution in the aggregate of 30%. The changes between 1972 and 1977 were enormous and varied. State governments concentrated on education, while the federal government concentrated on noneducation purposes. The increase in the overall federal component was almost entirely associated with the noneducation sphere.

In the period between 1977 and 1981, the importance of direct federal aid fell as state aid increased in relative and absolute terms in both the education and noneducation areas.⁷ The pass through remained constant in the case of education and fell in noneducation grants. As a result, the period showed a deceleration in the rate of direct and indirect federal involvement at the local level.

Changes in Aggregate Levels

The analysis of per capita values permits a comparison between central city and outside jurisdictions independent of changes in population size. One of the important changes from 1970 to 1977 and again between 1977 and 1981 in the CC/OCC relationship, however, involved population itself. The general picture is one of a stable or declining population in the cities—except where there was annexation—and of a growing population in the outside areas. The per capita trend figures overstate changes in declining areas and understate those in growing areas. Where central city areas are declining and outside areas are growing, the comparison of per capita amounts may be inconsistent with the aggregate changes. To capture the population influences in the period 1970–77, it is necessary to look at aggregate rather than per capita trend figures. These are shown by region in Table 7 and by the individual SMSAs in Appendix Tables A-20 through A-23. The overall picture that emerges is one of substantial increases between 1970 and 1977 and between 1977 and 1981 for all aggregate fiscal measures in both city and outside city areas (Table 7).

To measure the real changes, however, adjustments must be made for fluctuations in the price level. To that end, the Implicit Price Deflator for state and local government purchases for the relevant period is included for reference in Table 7. With all values for 1977 equal to 100, the deflator stands at 140 for 1981. Real changes per annum are measured from a comparison to this index.

When the deflator is applied and the aggregate figures are converted to average annual rates of change to adjust for the differences in the length of the two periods, the years 1970–77 and 1977–81 appear quite different. Between 1970 and 1977 real expenditures in central city areas increased by 3.8% per annum; in the outside areas the increase was 5.5%. Taxes increased by 1.5% and 4.6%, respectively, for city and outside city areas. Aid increased at a 10.1% rate for city areas and 8.2% for outside areas. Between 1977 and 1981 aggregate expenditures declined by 1.4% per annum in city areas and rose by 1.7% in the outside areas. Total aid declined by 0.5% per annum in the cit-

Table 7
**INDEX OF CHANGE: SELECTED AGGREGATE FISCAL MEASURES,
 CENTRAL CITIES AND OUTSIDE CENTRAL CITIES,
 68 LARGEST SMSAs, BY REGION, 1981
 (1977=100)**

Change in:	1970	1981				
		United States	East	Midwest	South	West
Total CC General Expenditure	50	137	125	139	142	140
Total OCC General Expenditure	44	155	143	144	171	161
Total CC Noneducational Expenditure	48	147	131	149	149	156
Total OCC Noneducational Expenditure	37	155	157	149	155	160
Total CC Educational Expenditure	52	123	112	123	135	119
Total OCC Educational Expenditure	50	147	133	134	163	136
Total CC Aid	33	142	131	145	137	158
Total OCC Aid	37	163	159	141	180	178
Total CC State Aid	42	152	155	146	148	163
Total OCC State Aid	41	165	169	135	177	183
Total CC Federal Aid	12	139	110	172	145	124
Total OCC Federal Aid	9	183	146	170	216	213
Total CC Educational Aid	38	162	143	153	165	193
Total OCC Educational Aid	41	168	155	138	179	208
Total CC Noneducational Aid	21	137	134	148	124	141
Total OCC Noneducational Aid	22	180	169	157	237	155
Total CC Taxes	58	122	119	121	139	104
Total OCC Taxes	47	138	129	141	163	111
Population CC	103	99	94	96	101	107
Population OCC	89	110	101	104	119	116
Implicit Price Deflator for State and Local Government Expenditures*	60	140	—	—	—	—

*U.S. Department of Commerce, Bureau of Economic Analysis.

SOURCE: Unpublished data from the Governments Division, U.S. Bureau of the Census, 1969-70 annual survey of government finances, 1977 *Census of Governments*, 1980-81 annual survey of government finances.

ies, but rose by 3.2% in outside areas, while taxes fell in real terms by 4.3% in the cities and 1.2% in the suburbs.

In summary, the period from 1970-77 generally showed real increases in all fiscal variables analyzed. The increase in aid in real terms was substantial in cities and, to a lesser extent, in the suburbs. With this hike, the increase in real expenditures in both cities and suburbs was substantial. The period between 1977 and 1981 saw a reversal. The decline in total real aid to central cities was associated with a decline in expenditures as well as a decline in taxes. The

modest increase in real aid to OCC areas was associated with a very modest increase in real expenditures and a modest decline in taxes. The decline in federal aid to central cities in real terms was offset in part by increased state aid. This drop in federal aid, it should be noted, predates any impact of the Reagan Administration's budget stringencies.

Individual SMSAs

Among the individual SMSAs, perhaps the most changes took place in those governments

which, even as late as 1970, had relatively few noneducation expenditures, particularly in the suburbs of the South, where the relative changes involve small absolute amounts (Table A-20).

Regarding the relationship between tax and expenditure growth for the central city and outside central city areas (Table A-21), borrowing can explain some of the differences, but of even greater importance was the change in aid (Table A-22). Those central cities in which tax hikes increased in real terms (Table A-22) and exceeded growth in expenditures (Table A-21) should be noted. In the East, these included Washington (DC), and Pittsburgh, and in the Midwest, Grand Rapids. In the South, Mobile, Miami, New Orleans, Oklahoma City and Tulsa fell in this category. Finally, in the West cities showed absolute declines in taxes as the effects of Proposition 13 appeared at the local level in both the central city and suburban areas.

In general, the question raised by these cases is whether the higher level of tax changes is due to a large increase in taxes or a small increase in expenditures. Another question is whether this difference is associated with a high level or low level of taxes. The circumstances clearly vary.

Returning to comparisons of total federal and state aid, the massive shift in aid as a proportion of expenditures between 1970 and 1977 for both central cities and suburbs is no longer as clear between 1977 and 1981 (Table A-23). Though both city and outside city areas increased their proportions of total expenditures financed by aid, the increase was not as rapid or extensive as in the earlier period. Still, there are some significant changes, such as the high proportion that aid in 1981 constituted of expenditures in the West as a result of local tax limitation actions, such as California's Proposition 13 (in 1977, CC=42%, OCC=46%; in 1981, CC=48%, OCC=52%).

METROPOLITAN FISCAL DISPARITIES IN 1981, 85 SMSAs

The preceding analyses of the 24-year period 1957-81 and the 11-year span 1970-81, clearly indicate that central cities continue to be high tax, high expenditure jurisdictions that are

receiving increasing amounts of external aid for their public service needs (Table A-23). Suburbs are facing more tax pressures and expenditure demands than formerly, but they still exhibit relatively low effective tax levels (though the CC/OCC disparity is narrowing) and have avoided thus far extreme noneducation expenditure demands. This last tendency also has kept the lid on suburban tax increases, because many of the noneducation functions would be less likely to receive external aid. In short, fiscal disparities continue to be a problem for the nation's largest central cities, despite the greater levels of state and federal aid being directed to cities between 1970 and 1977 and again between 1977 and 1981.

In turning now to the final analysis of fiscal disparities, the focus is a single year, 1981, covering the same 85 metropolitan areas used in 1977.⁸ This coverage is larger than the 72 SMSAs available in 1970 and the 37 prior to that time. The data used is drawn from the 1981 annual survey of government finance.⁹

Expenditures

Per capita local government expenditures in the central city areas exceeded suburban outlays in the 82 metropolitan areas with suburbs¹⁰ by \$311 in 1981. Differentials were greatest in the East, less pronounced in the Midwest and South, and lowest in the West (Table 8). Only seven suburban areas had per capita expenditure levels that were greater than their central cities. In contrast 27 central cities showed total expenditures that were 50% or more higher than their outside areas (Table A-24).

The continuing gap in CC/OCC expenditures arises largely because of the relatively high noneducation demands in central cities. Noneducation outlays in the cities were 96% greater than those in their OCC areas. Three California OCC areas (Anaheim, San Diego and San Jose) had noneducation expenditures that surpassed those of the central city, but only in 5% of the other cases were the noneducation levels of CCs less than 25% greater than comparable suburban expenditures.

As was noted earlier, this CC concentration on noneducation services and the resulting CC/OCC gap is not new, but the erosion of the

Table 8
PER CAPITA FISCAL BEHAVIOR, 85 SMSAs, BY REGION, 1981*

Region	CC/ OCC			CC/ OCC			CC/ OCC		
	CC	OCC	Total Expenditures ¹	CC	OCC	Education Expenditures ¹	CC	OCC	Noneducation Expenditures ¹
United States	\$1,291	\$ 980	138%	\$ 410	\$ 460	92%	\$ 882	\$ 521	196%
East	1,536	1,109	140	443	508	87	1,103	603	188
Midwest	1,347	966	144	452	461	100	896	506	192
South	1,077	805	140	355	347	91	722	408	212
West	1,301	1,118	126	478	500	90	883	618	188
	Total Aid ²			Education Aid ³			Noneducation Aid ³		
United States	\$ 608	\$ 430	150%	\$ 262	\$ 263	110%	\$ 346	\$ 171	256%
East	784	438	195	256	200	147	528	236	252
Midwest	626	389	166	252	234	118	374	161	252
South	442	344	128	238	254	90	204	97	272
West	659	601	116	318	381	88	341	223	241
	Taxes ⁴			State Aid ⁵			Federal Aid ⁵		
United States	\$ 475	\$ 383	137%	\$ 430	\$ 365	125%	\$ 185	\$ 63	350%
East	633	551	117	576	366	175	241	71	327
Midwest	472	400	122	415	328	132	211	56	464
South	411	277	163	290	280	100	152	64	336
West	419	338	138	519	537	101	140	63	249
	Total Aid/ Expenditures ⁶			Property Taxes ⁷			Nonproperty Taxes ⁷		
United States	46.4%	44.1%	110%	\$ 332	\$ 315	123%	\$ 143	\$ 64	427%
East	50.7	38.4	147	492	486	107	131	66	232
Midwest	46.3	40.6	117	337	355	97	135	44	472
South	41.7	44.4	93	266	205	155	150	72	455
West	49.7	54.0	94	265	244	126	154	76	535

*Unweighted Averages SOURCE: ¹See Table A-24. ²See Table A-27. ³See Table A-28. ⁴See Table A-26. ⁵See Table A-27. ⁶See Table A-29. ⁷See Table A-26.

earlier higher level of per capita suburban education expenditures, which kept the total per capita expenditures gap from becoming more pronounced, is new (Table 8). In 27 instances, CC expenditures outran OCC expenditures in both education and noneducation functions and these were fairly well distributed among the four regions (Table A-24).

To go into greater detail, local education costs (including higher education) made up 32% of central city costs while suburbs, on the

average, utilized 47% of their budgets for education. Expressed another way, suburban areas exhibited a roughly 50% greater concentration on education expenditures than did central city areas (Tables 8 and A-25). In proportionate terms, the differences in noneducation expenditures between central city and outside city areas were among the greatest in the metropolitan areas without overlying counties because traditional county functions were performed by the central city. These areas included Hartford,

Washington, Baltimore, Philadelphia, St. Louis, Indianapolis, Richmond and San Francisco. In the Midwest, city areas with overlying counties—including Fort Wayne, Wichita, Flint and Cincinnati—showed high non-education expenditure disparities between central city and outside city areas. In the South and the West, the CC/OCC difference was high when outside area expenditure levels were low; areas like this include Atlanta, Louisville, Jackson (MS), Charlotte, Knoxville, Nashville, Austin, El Paso, San Antonio and Albuquerque.

The cities with the highest noneducation proportions (i.e., the lowest education proportions) were Washington, Baltimore, Philadelphia, Pittsburgh, Wichita, Cincinnati, Miami, Jackson (MS), Sacramento, Portland, Louisville, San Francisco and Seattle. The assignment of public assistance to local governments in New York caused the proportions to be very high in Albany, Buffalo, New York and Syracuse.

Revenue and Taxes

Overall, per capita taxes were 37% higher in central city areas than in their suburbs in 1981. The relative differentials were highest in the South (63%) (Table 8). This pattern may indicate that the Eastern, Midwestern and Western suburban areas are becoming more urbanized, while Southern central cities have suburban areas that are subject to less urgent expenditure demands, rely less on local tax financing, or use non-tax sources more extensively.

In 12 areas, city and suburban taxes were within 12% of each other. On the other hand, in 25 areas per capita taxes in central city areas exceeded those in suburban areas by at least 50%. Finally, there were only ten areas in which suburban taxes exceeded central city taxes by more than 10% (Table A-26).

Intergovernmental Aid

Central cities in 1981 received \$178 per capita more in intergovernmental aid than did their suburbs. Yet, in ten cases state and state-administered federal aid was greater in suburban areas than in the cities. Direct federal aid was the factor that often resulted in cities receiving more external aid than their suburbs (Table A-27).

Aid was most central city-focused in the East, being 95% higher in central cities than suburbs, contrasted with 66% in the Midwest, 28% in the South, and 16% in the West (Table 8). In some individual cities, the amount was more than two and a half times that received by their outside areas—Hartford, Washington, Baltimore, Newark, Detroit and Flint. A group which received at least double the amount of suburban aid included Bridgeport, Chicago, Indianapolis, Grand Rapids and St. Louis. In Tulsa, Houston and Salt Lake City, central city aid was less than 85% of that going to suburban jurisdictions (Table A-27).

State and state-administered federal aid was higher in the suburbs than in central cities in 27 of the 82 SMSAs. In sharp contrast, direct federal aid was higher in central cities than in the suburbs in every case except San Antonio, Norfolk and San Jose. Direct federal aid, then, seems to have been more responsive to central city problems than state or state-administered federal intergovernmental aid. Nevertheless, state aid to central cities exceeded that to suburbs by more than 50% in 16 areas, all of which were in the East and Midwest. These numbers reflected lower amounts of federal aid for public assistance being passed through in 1981 than in earlier periods.

Although total per capita aid in central cities generally exceeded suburban aid levels, education aid on the average was about the same in cities as in suburban areas. Noneducation aid, on the other hand, tended to be highly concentrated within central cities. Thus, in 1981 per capita education aid in the central cities of the largest metropolitan areas was \$262; in suburbs it averaged \$263. On the other hand, central city noneducation aid was \$175 greater than suburban aid, with average CC noneducation aid amounting to \$346 per capita, compared to the suburban figure of \$171. In the average CC, then, noneducation aid was 156% greater than in OCC areas (Table 8).

This pattern was fairly uniform among the metropolitan areas studied, although many of the central cities did receive more per capita education aid than their suburban counterparts. The only cities to receive lower education and noneducation aid than their outside areas were Norfolk and Anaheim (Table A-28).

In terms of regions, the amount of

Table 9
**PER CAPITA TOTAL AID AS A PERCENT OF EXPENDITURES,
 EIGHT LARGEST CALIFORNIA SMSAs,
 1977 AND 1981**

SMSAs	1977		1981	
	CC	OCC	CC	OCC
Anaheim	45%	38%	52%	53%
Fresno	47	47	59	57
Los Angeles	43	54	65	70
Sacramento	52	49	58	64
San Bernardino	52	50	62	60
San Diego	43	49	55	52
San Francisco	36	44	61	54
San Jose	48	40	57	54

SOURCE: ACIR, *Central City-Suburban Fiscal Disparity and City Distress 1977*, M-119, Washington, DC, U.S. Government Printing Office, 1980, Table A-29, and this report, Table A-29.

noneducation aid in central cities was highest in the East at \$528 per capita, substantially less in the Midwest and West, \$374 and \$341, respectively, and lowest in the South at \$204. Suburban areas followed the same regional trends. Education aid in central cities was highest in the West, followed in order by the Midwest, the East, and the South. Education aid to suburbs was also highest in the West, followed sequentially by the South, the Midwest and the East (Table 8).

The budgetary impact of these increases in aid has reversed the older pattern between central city and suburb. In 1981, aid made up 46.6% of expenditures in central cities and 44.1% in suburbs and it reduced the CC/OCC tax level disparity. Regionally, aid in the East and Midwest was a greater proportion of expenditures in the central cities than in the suburbs; the opposite was true in the South and West (Table 8).

One other change merits attention: how Proposition 13 has affected the ratio of aid to total expenditures in the eight California SMSAs included in this analysis (Table A-29). Per capita total aid as a percent of expenditures was substantially higher in 1981 than in 1977 (Proposition 13 was passed in 1978) for both central cities and suburbs in these areas (Table 9).

The increased importance of aid in both CC

and OCC in Los Angeles and San Francisco should be noted.

General Revenue Sharing (GRS) warrants special attention in this account of metropolitan disparities. The program did not exist in 1970, but has been the subject of a great deal of analysis since its enactment in 1972. Few, however, have probed the extent to which GRS ameliorated fiscal disparities created by differences in noneducation taxes and income. Table A-30 shows the tax and GRS information for the 14th entitlement period (FY 83). The data reinforces the earlier findings on the noneducation side, only this time the information is based on taxes rather than expenditures. Although the disparity in per capita total taxes between central city and outside areas was 37% and averaged \$92, the disparity in noneducation taxes was 120% and averaged \$151 (Table 10). The lowest relative difference among the regions was in the East at 73%, but the East had the highest average per capita difference at \$181. There were only two cases (Jersey City and Paterson) in which central cities had lower noneducation taxes than their outside areas. The general pattern of allocation of revenue sharing funds clearly shows greater distribution of such funds to cities as compared to their suburban counterparts. This distribution is part of the explanation, of course, of the reduced CC/OCC tax disparity traceable to the

Table 10
**PER CAPITA TOTAL AND NONEDUCATION TAXES, 85 LARGEST SMSAs,
BY REGION, 1981 ***

Region	CC	OCC	OCC	CC-OCC
United States				
Total Taxes	\$475	\$383	137%	\$ 92
Noneducation Taxes	321	170	220	151
East				
Total Taxes	633	551	117	82
Noneducation Taxes	451	270	173	181
Midwest				
Total Taxes	472	400	122	72
Noneducation Taxes	280	144	209	136
South				
Total Taxes	411	277	163	134
Noneducation Taxes	279	123	263	156
West				
Total Taxes	419	338	138	81
Noneducation Taxes	305	164	220	141

*Unweighted averages.

SOURCE: See *Table A-26* for per capita total taxes and *Table A-30* for per capita noneducation taxes.

relative increase in overall aid to the central cities.

Fiscal Disparities in 1981: Recapitulation

Earlier sections highlighted the trends in metropolitan fiscal disparities over the 24 year period 1957-81 and the 1977-81 period. This last section has focused on the status of disparities in 1981.

In the 85 largest SMSAs, the per capita expenditures of central cities exceeded those of their suburbs by 38%. The gap was traceable to the higher outlays for noneducation purposes in central cities—96% greater than in the OCC areas. Cities were spending relatively more than in the past on education, but in 1981 they still devoted only 32% of their budgets to this purpose, compared to 47% by the suburbs.

Overall, per capita taxes in 1981 were 37%

higher in the central cities than in the OCC areas. Intergovernmental aid also was greater—by 50%. A considerable share of the aid difference was due to the substantially larger portion of direct federal aid going to central cities, as contrasted with state aid and state-administered federal aid. On a functional basis, per capita education aid was 10% greater in the cities, but noneducation aid was 158% larger in these jurisdictions.

Regionally, CC/OCC per capita expenditure differences in 1981 were largest in the Midwest and smallest in the West. Tax differentials were by far the widest in the 26 SMSAs of the South. In dollar amounts, per capita intergovernmental aid and its noneducation component had the heaviest central city emphasis in the East. Per capita education aid was 47% higher in Eastern central cities than their suburbs and 18% greater in the Midwest. In the other regions, it was higher in the suburbs—by 12% in the West and 10% in the South.

CITY DISTRESS

The report up to this point has examined the implications of fiscal and other disparities between central cities and their outside areas. The focus now turns strictly to cities, with particular emphasis on city distress measured now and over time. Unlike the methodology used in Part I, all cities here are treated by themselves, with only incidental reference to their suburbs. This treatment, moreover, adds certain smaller and noncentral cities to those included in the preceding analyses. Hence, almost all the major cities in the nation plus a substantial number of smaller ones are covered, for a total of 131. All of those added fall into the category of "distressed" as defined by HUD for purposes of distributing grants under the Urban Development Action Grant (UDAG) program.

In dealing with city governments rather than the systems of local governments that serve cities, one must be aware—as has been emphasized previously—that cities are assigned different expenditure responsibilities and that these, in turn, affect aid patterns and tax responsibilities. Over a period of time, moreover, service responsibilities may change, sometimes because of annexation or consolidation and sometimes because of shifts in state, county or other local governmental responsibilities.

DIFFERENCES IN CITY FUNCTIONAL RESPONSIBILITIES, 1981

Major variations in servicing and funding

roles occur when cities are given direct responsibility for "education." In most cases, separate independent school districts provide such services. In addition, cities without overlying county governments generally have responsibilities otherwise borne by counties, particularly public assistance, health and hospitals. These jurisdictions are categorized as "City-Counties Classed as Municipalities" by the Census Bureau. Also special districts have been created to perform a wide variety of functions commonly provided by municipalities, including air pollution control, airports, housing and mass transit. Obviously, if a change in responsibility involving one or more of these functions occurs during the period under consideration, it distorts the ability to draw meaningful inferences from the data.

In Table A-8 the complex system of local governments providing local governmental services in city areas was shown for all city governments apart from the group added in this section. Cities without overlying governments stand out from the general pattern but no attempt was made to quantify the fiscal differences involved.

In Table A-31 the major expenditure patterns are shown for all 131 cities: first, by distinguishing between education and noneducation expenditures; then, by breaking down the latter into key subcategories. The few cities with major health, hospital and public housing responsibilities are readily identified. The group with the broadest scope of major functions are the city-counties. The analysis covers all such jurisdictions with over 100,000 population except Anchorage, the Lexington-Fayette (KY) Urban County Government and several "independent cities" in Virginia. Not all of these areas have dependent school systems, but where they do, the fiscal totals are augmented accordingly. Although all of these jurisdictions act as counties, not all are given the responsibility for public welfare. Thus, the City of St. Louis, which is entirely separate from St. Louis County, has no education or public welfare responsibility. Baltimore has an education responsibility, but welfare which bulked so large in recent years has been moved to the state level.

Besides these cities, a few additional municipalities in the sample act as counties, including all municipalities in Connecticut and

Rhode Island, which do not have overlying counties because such operational units no longer exist in those states. Some of these jurisdictions resemble city-counties in practice. All other cities, however, fall into several groups, mainly depending on the extent to which they provide education and public housing.

The most comprehensive city government in the United States is Washington, DC. Although it is classed as a municipality, it also provides county and state-type services. Its per capita expenditures of \$3,142 in 1981 were the highest of any of the municipalities reported in this analysis. Alone among municipalities, Washington provided virtually the entire range of nonfederal services to a city area. The major exception involved mass transit, which is the responsibility of an interstate metropolitan authority.

Regional Variations In Expenditures

On a regional basis, the East contains the largest number of city-counties and cities responsible for education. As a result, it stands out from the other three regions in per capita total expenditures. Its \$997 average is far in excess of the other three regions that fall into a relatively narrow band between \$607 and \$559 per capita (Table 11). The East's average of \$309 for education is far in excess of the \$64 average in the South, and the figures of \$14 and \$82 in the Midwest and West, respectively, indicate that in those regions only the occasional city has any education responsibility.

Noneducation expenditures show a considerable range of variation across regions. The East had the highest level, \$694, but the gap between it and the Midwest was only \$101. The West and South averaged \$557, with the South having the lowest at \$511 per capita. If a similar adjustment is made for public welfare, then the range is reduced even more, since cities in the East averaged \$48 for public welfare and the highest in any other region was \$12 in the West. The purpose of this exercise is not to show that the East had higher city expenditures, but that the principal reasons for the higher expenditures were heavier outlays for education and public welfare (principally in New York, Washington, Newark and Hartford.)

Table 11
**SUMMARY OF PER CAPITA CITY GENERAL GOVERNMENT FINANCES,
 131 CITIES, 1980-81**

Region	Total Expenditures	Education Expenditures	Noneducation Expenditures	Public Welfare	Health Hospitals	Housing Urban Renewal	Total Capital
United States	\$690	\$100	\$591	\$19	\$42	\$42	\$118
East	997	309	694	48	57	53	106
Midwest	607	14	593	4	51	42	128
South	574	64	511	11	34	37	119
West	559	82	657	12	19	34	118

	Total Revenues	Total Aid	State Aid	Federal Aid	Total Taxes	Property Taxes	Non-property Taxes	Charges and Miscellaneous
United States	\$700	\$267	\$148	\$119	\$272	\$161	\$111	\$157
East	977	449	322	127	417	326	92	123
Midwest	619	234	96	138	211	111	102	169
South	591	188	77	111	231	112	119	118
West	593	178	87	91	224	88	135	187

Note: Figures will not necessarily add to totals because of rounding.

SOURCE: U.S. Bureau of the Census, *City Government Finances, 1980-81* GF81, No. 4, Washington, DC, U.S. Government Printing Office, 1982.

The average per capita amounts also mask the impact of specific high expenditures that result from short-term capital outlays for such things as hospitals in smaller cities.

Individual City Variations

On an individual city basis, the leading large city was Washington, DC, with per capita expenditures of \$3,142. New York was next at \$2,036 and Hartford, Baltimore, Boston and San Francisco all had per capita expenditures of \$1,400 or more (*Table A-31*). All of these cities had responsibility for education, but Boston and Baltimore did not have a public welfare component. Of the 31 with education expenditures in excess of \$100 per capita, 24 were located in the East, six in the South (three each in Tennessee and Virginia) and one in the Midwest—Madison (WI)—with none in the West. Only 19 cities spent \$18 or more per capita for public welfare. Washington had the highest amount (\$549) because it includes the equivalent of all state and local public welfare expenditures. Newark and East Orange were the only cities with overlying counties in which the cities provided federally aided public assistance. Sixteen cities had per capita health and hospital expenditures of over \$100, and with Flint, Lakewood (OH), Oklahoma City and Binghamton the figure was over \$400. Finally, 11 cities spent in excess of \$100 per capita on housing and urban renewal, led by New York (\$158), Detroit (\$151), and Washington (\$149).

Revenue Patterns

The differences in revenues reflect the differences in expenditures (*Tables 11 and A-32*). Cities in the East continued to stand apart from those in the rest of the nation, although there were individual cities everywhere that were more related to special circumstances than to the regional patterns. No major attempt has been made to determine the sources of these differences, because they clearly reflect the varying functional responsibilities shown in the analysis of expenditures. Yet, there are three city revenue behavior patterns which deserve additional comment: the relative impor-

tance of aid compared to tax revenue; the changing importance of state aid compared to federal aid; and the importance of property taxes compared to nonproperty taxes in cities outside the East.

As a result of increases in federal grants during the 1970s, aid moved to a par with tax revenues. In 1981 per capita taxes averaged \$271 and aid \$265. In the east per capita aid of \$441 exceeded per capita taxes of \$413. In the Midwest aid was also in excess of taxes. In the South and West, taxes exceeded aid. Places in which aid was far in excess of taxes included cities with education and welfare responsibilities and a few places in which there were large project-type grants. The core of this group included cities with aid more than twice local taxes: Baltimore, Holyoke, Jersey City, Newark, Paterson, Camden, Buffalo, East St. Louis, Gary, Flint, Lansing and Milwaukee.

State aid in the 131 cities was on a par with federal aid in 1977 but grew more than federal aid in the 1977–81 period. Thus in 1977 the per capita figures were: state aid—\$96, federal aid—\$101; in 1981: state aid—\$146, federal aid—\$119. There were dramatic differences in state aid between one region and the rest of the country in 1981. In the East, it reached \$314 per capita compared to \$96 in the Midwest, \$77 in the South, and \$87 in the West. The high state aid levels in the East reflected city responsibilities for education. In the other regions, federal aid exceeded state aid although the margin in the West was nominal. This margin would continue to exist, even if General Revenue Sharing were excluded. All other cities with substantial state aid could be accounted for by education and welfare responsibilities.

The last noteworthy point concerns cities' extensive reliance on nonproperty taxes relative to property taxes. The largest users of the property tax, of course, are the school districts, and counties place relatively greater emphasis on the tax than cities. It is not surprising that among cities, those with school and county responsibilities make heaviest use of this tax. This reliance shows up in the East, where city governments rely moderately on nonproperty taxes, but heavily on property taxes. This generalization holds even though some Eastern cities depend very extensively on nonproperty taxes, including Washington (\$1,333 per cap-

ita), Baltimore (\$158), New York (\$580), and Philadelphia (\$380). Other major users of nonproperty taxes include Chicago (\$149), Detroit (\$150), Kansas City (\$342), St. Louis (\$364), most central cities in Ohio, and cities generally in the South and West. The preponderance of California cities in the West region caused a decline in property taxes in that region between 1977 and 1981, thanks to Proposition 13. The increase in nonproperty taxes, however, more than offset the decline in property taxes. For the 17 California cities included in this analysis, nonproperty taxes rose from an unweighted average of \$87 per capita in 1977 to \$137 in 1981, while property taxes dropped from \$98 to \$80.

Socioeconomic Indicators of City Distress

During the 1970s, detailed socioeconomic information on city areas was available only to a limited extent. In the previous volume in this series, therefore, retail sales were used to analyze economic changes for the period 1972-77.¹¹ Now 1980 Census of Population data for all local governments are available, providing a check on the entire 1970-80 period and a useful set of socioeconomic indicators.

The socioeconomic character of cities generally has been measured by changes in per capita income. This measure has shortcomings, however, because per capita income might be increasing because population is declining, which is not a sign of a healthy city. An increase in total real income of city residents, on the other hand, is a positive indicator of enhanced economic capacity.

Changes in total real income, the primary indicator of a city's economic condition, result from the dynamic interaction of several important factors, including: (a) changes in population and city area, (b) changes in per capita income, and (c) changes in the price level.

- Changes in population reflect not only natural increases or decreases, but also the difference between the amount of immigration and outmigration.
- The effect on total real income of annexation or loss of territory hinges on the nature and amount of the population

and economic activity included in the area added or lost.

- The impact of changes in per capita income depends on how those changes reflect modifications in: the ratio of the work force to total population; the relative earnings of the working population; and the availability of other sources of income. During the period 1970 to 1980 the labor force participation rate increased 14%, as the working age population and the number of women entering the labor force increased more rapidly than population. The proportion of the population that was working increased in some cities and declined in others, reflecting differences in the age distributions and the rates of unemployment.
- Changes in the price index affect total real income, but because price level changes are most affected by national factors, those changes in the index create little difference between cities.

Apart from total real income, another key measure of aggregate cities' economic condition and behavior over time is the level of city residents' employment inside the city's boundaries. This figure indicates the suburbanization of economic activity and correlates closely with total income and retail sales information.

The following major measures of socioeconomic change are used in this analysis and are summarized on a regional basis in *Table 12* and in detail in *Tables A-33 and A-34*:

population,
 population density,
 real per capita income,
 real total income,
 employment of local residents within city boundaries, and suburbanization or concentration of population.

The national and regional patterns that appeared in the *Part I* analysis of the major metropolitan areas show up again in the Census information for the cities standing alone, as presented in *Table 12*. These patterns include the overall slight decline in population and the strong regional increases in various measures characteristic of the South and West and re-

Table 12
**SOCIOECONOMIC VARIABLES, 131 CITY GOVERNMENTS AND CITY AREAS,
 PERCENT CHANGE, 1970-80**

Region	Area	Popula- tion	Density	Per Capita Income	Total Income	Local Residents Employed in City	Popula- tion Trend: Suburb- anization (-) Concen- tration (+)	Exhibit: Index per Capita Income**
United States	9.95%	-1.5%	-9.0%	11.2%	10.3%	5.0%	-11.0	0%
East	0.05	-10.9	-10.9	1.8	-9.2	-12.1	-10.5	-9.5
Midwest	4.72	-10.7	-14.4	11.4	-0.3	-7.0	-13.0	0.4
South	23.92	6.8	10.3	18.7	27.3	19.8	-10.3	-2.0
West	11.52	12.6	1.7	13.6	28.2	24.8	-10.4	11.6

*Change in city's share of city-plus-outside-city population.

**As measured from unweighted average of 131 city averages.

SOURCE: All data except those for areas for the 1970 and 1980 Censuses of Population; area data from U.S. Bureau of the Census, *Boundary and Annexation Survey, 1970-79*; consumer price indexes used as deflator for changes in per capita and total income.

gional declines characteristic of the East and Midwest. Unlike the SMSA comparison, the cities' analysis reveals how annexation differs among the regions. Annexation has been widespread among the cities of the South and West, and has played an important role in mitigating the decline of certain cities in the Midwest. Overall among the 131 cities, an estimated 40% of the change in population is associated with annexation.

As shown in Table 12, real per capita income also showed substantial regional variation. In the East the level remained virtually unchanged between 1970 and 1980, but there were improvements in other regions. The Midwest, which has so much in common with the East, showed major increases between 1970 and 1980 because of two factors—the low 1970 levels and the combination of agricultural, automobile, and steel activity during the 1970s. The situation in the South and West was unambiguously positive.

Total real income declined in both the East and Midwest in the face of actual rises in their per capita income. The explanation, of course, lies in the substantial decline in population in the cities of both regions. In contrast, total real income grew enormously in the South and the West.

Cities in the West and South show a substantial increase in the employment of city residents within their boundaries, although they just about equal the increase of 24% for all cities in the U.S. The decline of residents employed locally in Eastern and Midwestern cities is of the same order of magnitude as that of population. The decline in cities as centers of economic activity in the East and Midwest contrasts sharply with cities in the South and West.

Tables A-33 and A-34 show all the above information by city in regional order. While there is an absence of annexation in the East, significant annexations in Wichita and Columbus altered their relative positions in the Midwest. Dayton did poorly even with annexation. On the other hand, there were only a few cities in the South and West which did not have an annexation, cosmetic or otherwise.

The decline in total real income in the East was general with the exception of four special cases in which there was growth in retail sales between 1972 and 1977 and one instance of no

change. Three of the number, Portland (ME), Manchester (NH), and Warwick (RI) are in New England and contain suburban as well as city attributes. The major increases in the Midwest were associated with annexations, location in the agricultural area or special circumstances, such as Madison (WI) which is the state capital and site of the state university's main campus. Annexing cities generally experienced real increases, along with suburban-type central cities. The situation in the south was also mixed. There were cities with substantial increases (Houston and Austin) and cities with substantial declines (Atlanta, Louisville and Norfolk), with the former predominating. In the West positive changes were the rule, with a number of suburban-type central cities (Anaheim and San Jose) enjoying sizable increases. Another reason for the substantial increase in the West was the recovery from the aircraft industry's recession of the early 1970s.

Four Distress Measures

Drawing on the foregoing analysis, city distress can be considered in terms of local economic trends (real total income and residential employment), the per capita income of the population, and the relative level of tax responsibility assigned to the individual cities. The last table brings together these four measures (Table 13). The changes in total real income and total residential employment serve as indicators of increased stress (-) or improvement (+) in the 1970-80 period. The cities are ranked inversely with the changes in real total income between 1970 and 1980—from the one suffering the greatest decline to the one showing the greatest increase (regardless of cause). An increase in real total income of less than 30% would still be less than the average increase for the nation as a whole (Table 13).

The change in the proportion of residents employed locally is the second economic trend indicator. The general consistency of this measure with total real income is indicated by the positive correlation of +.92 between the two measures.

The next column shows the index of 1980 per capita income as measured from the 131-city average. Thus, the lowest, Camden and East St. Louis—which show the greatest

Table 13
**MEASURES OF CITY DISTRESS, 131 CITIES: INCOME, RESIDENTS
 EMPLOYED LOCALLY, AND TAXES RANKED IN ORDER OF
 DECLINE IN REAL TOTAL INCOME, 1970-80**

Percent Change: 1970-80

City	Region*	Area	Real Total Income	Residents Employed Locally	Index Per Capita Income (80)	Index Per Capita Taxes (81)
Camden	1	—	-32.1	-37.7	-42.0	65.3
East St. Louis	2	—	-25.5	-18.9	-47.0	56.0
Hartford	1	—	-21.8	-20.8	-19.0	-144.0
Detroit	2	—	-21.8	-30.3	-10.0	-36.8
Newark	1	—	-21.0	-26.6	-34.0	-4.3
Cleveland	2	—	-21.0	-29.6	-17.0	1.4
St. Louis	2	—	-20.7	-27.0	-15.0	-56.7
Dayton	2	27.70	-20.5	-28.1	-16.0	1.8
Buffalo	1	—	-19.3	-21.6	-14.0	1.8
Utica	1	—	-17.4	-20.1	-19.0	32.1
Jersey City	1	—	-17.2	-17.6	-16.0	2.9
Rochester	1	—	-17.2	-20.4	-6.0	-58.5
Schenectady	1	—	-16.6	-16.1	-6.0	38.3
East Orange	1	—	-16.6	-24.2	-10.0	-27.4
Paterson	1	—	-14.3	-20.0	-27.0	34.3
Albany	1	1.86	-14.2	-5.2	-3.0	26.4
Syracuse	1	—	-14.0	-13.2	-10.0	-41.5
Youngstown	2	—	-12.6	-24.1	-14.0	37.5
Passaic	1	—	-12.2	-17.3	-16.0	46.9
Bridgeport	1	—	-12.1	-5.5	-12.0	-62.1
Philadelphia	1	—	-12.0	-17.3	-12.0	-80.5
Louisville	3	—	-11.2	-17.5	-9.0	10.5
Providence	1	—	-11.2	-13.5	-11.0	-81.2
New York	1	—	-10.6	-6.9	5.1	-280.1
Atlanta	3	0.07	-10.4	-20.0	-5.0	-4.0
Baltimore	1	—	-10.3	-13.5	-15.0	-59.6
Troy	1	—	-10.1	-6.3	-20.0	61.7
Cicero	2	—	-9.3	-32.3	8.2	49.3
Akron	2	5.73	-9.2	-6.5	-1.0	28.5
Binghamton	1	—	-8.9	-13.2	-6.0	26.7

Pittsburgh	1	—	-8.2	-11.1	-1.0	-4.3
Springfield, MA	1	—	-8.2	-5.1	-16.0	-49.5
Chicopee	1	—	-8.2	-29.2	-8.0	-36.5
Holyoke	1	—	-8.1	-12.1	-11.0	-19.9
New Britain	1	—	-8.0	-13.4	2.8	-49.1
Chicago	2	0.09	-7.9	-11.5	0.0	5.1
Worcester	1	—	-8.0	-6.3	-7.0	-87.4
Flint	2	0.33	-7.3	-18.5	1.9	32.9
Canton	2	2.13	-6.8	-21.3	-8.0	30.3
Boston	1	—	-6.0	-4.4	-5.0	-218.0
Lakewood, OH	2	—	-5.6	5.3	29.0	42.2
Cincinnati	2	—	-5.3	-7.7	0.0	-20.6
Gary	2	1.67	-4.0	-27.8	-11.0	47.7
Saginaw	2	—	-4.0	-29.6	-3.0	44.0
Norfolk	3	—	-3.9	-32.1	-11.0	-36.8
Indianapolis	2	-0.20	-2.5	0.1	9.0	35.0
Clifton	1	—	-2.2	-9.0	26.0	-29.2
Berkeley	4	—	-2.1	-0.5	21.0	26.4
Springfield, OH	2	10.70	-1.6	-14.9	-9.0	40.1
Grand Rapids	2	—	-1.6	-2.6	-3.0	43.7
Minneapolis	2	—	-1.5	-13.3	14.0	31.4
San Francisco	4	—	-1.1	0.3	25.0	-98.9
East Chicago	2	—	-1.0	-19.6	-6.0	-65.7
Pawtucket	1	—	-0.8	-8.7	-9.0	-40.8
Washington	1	—	0.0	-9.8	28.0	-540.1
Milwaukee	2	—	0.0	-8.5	2.1	54.9
St. Paul	2	—	0.2	-5.8	11.0	42.6
Toledo	2	0.13	0.6	-9.3	1.5	38.6
Richmond, VA	3	—	1.0	-4.3	2.7	-124.2
Richmond, CA	4	2.53	1.1	-9.8	0.3	-14.4
Kansas City, MO	2	—	1.3	4.8	7.7	-45.5
Hammond	2	—	3.1	-10.1	12.0	47.7
Altoona, PA	1	—	3.5	-9.3	-15.0	60.6
Huntington, WV	3	—	4.4	-11.1	-1.0	31.4
Omaha	2	17.70	4.6	8.6	8.2	15.9
Pasadena	4	1.72	6.5	-7.3	32.0	5.8
Salt Lake City	4	25.10	6.9	6.5	6.5	5.8
Long Beach	4	3.07	7.1	-10.1	19.0	27.1
Seattle	4	—	7.5	12.0	33.0	4.3
Lansing	2	0.56	8.4	6.2	4.6	49.1
Covington, KY	3	39.10	8.4	0.4	-19.0	36.1

Table 13
**MEASURES OF CITY DISTRESS, 131 CITIES: INCOME, RESIDENTS
 EMPLOYED LOCALLY, AND TAXES RANKED IN ORDER OF
 DECLINE IN REAL TOTAL INCOME, 1970-80**

Percent Change: 1970-80

City	Region*	Area	Real Total Income	Residents Employed Locally	Index Per Capita Income (80)	Index Per Capita Taxes (81)
Birmingham	3	23.70	8.6	-2.8	-16.0	6.1
Warren, OH	2	25.70	8.8	-9.7	3.0	56.0
Fort Wayne	2	11.80	9.2	3.9	4.3	59.9
Portland, ME	1	—	10.1	3.2	-7.0	-65.0
Jacksonville	3	—	10.4	6.0	-2.0	40.4
Portland	4	19.70	10.9	16.1	16.0	12.6
Duluth	2	—	12.0	4.9	3.1	49.8
Fort Worth	3	16.70	12.2	13.5	5.4	34.7
Portsmouth	3	—	12.9	4.5	-10.0	-29.6
Miami	3	—	13.2	24.2	-12.0	5.8
New Orleans	3	—	13.3	4.0	-7.0	-1.1
Los Angeles	4	0.21	13.4	24.0	20.0	7.9
Des Moines	2	2.07	14.1	3.1	15.0	29.2
Tampa	3	—	14.5	9.3	-7.0	25.3
Madison	2	10.90	15.2	19.5	15.0	-39.4
Sioux City, IA	2	0.78	15.5	5.6	1.4	33.9
Warwick	1	—	16.5	29.9	8.4	-92.8
Denver	4	17.80	16.8	4.6	23.0	-46.9
Everett	4	1.70	17.0	8.7	12.0	10.8
Spokane	4	1.56	17.3	9.7	3.0	46.2
Tacoma	4	0.22	17.7	11.9	2.8	17.3
Peoria	2	5.34	18.3	14.9	22.0	16.6
Columbus, GA	3	0.09	18.5	22.0	-13.0	26.4
Oakland	4	1.66	19.0	-10.5	11.0	15.2
Columbus, OH	2	33.70	19.5	23.0	-1.0	36.5
Garden Grove	4	0.53	20.2	31.7	15.0	57.8
Memphis	3	29.10	21.3	15.2	-7.0	32.9
St. Petersburg	3	1.43	21.4	25.6	0.1	50.9
Manchester, NH	1	—	21.6	9.7	-1.0	-49.5
St. Joseph, MO	2	—	22.6	17.6	-8.0	44.0

Sacramento	4	0.31	22.9	13.4	8.9	24.9
Knoxville	3	0.64	23.5	8.5	-8.0	27.4
Nashville	3	-5.60	24.5	10.5	4.6	-67.9
San Bernardino	4	16.10	25.4	41.1	-7.0	31.4
Dallas	3	30.30	26.0	19.7	23.0	6.1
Wichita	2	17.50	27.8	28.8	17.0	40.8
Mobile	3	—	33.0	24.5	-5.0	25.6
Oklahoma City	3	—	37.3	24.8	14.0	7.2
Riverside	4	0.98	38.8	34.9	9.1	45.5
Tulsa	3	4.37	39.4	32.7	27.0	15.5
Honolulu	4	—	39.5	30.8	13.0	0.0
Santa Ana	4	0.75	39.8	35.3	-5.0	41.2
San Antonio	3	43.20	42.0	43.6	-18.0	61.4
Savannah	3	104.00	43.3	20.4	-15.0	66.4
Tucson	4	24.30	43.4	49.9	-6.0	31.4
San Diego	4	2.08	44.9	41.2	15.0	44.0
Corpus Christi	3	7.61	48.2	-50.4	-1.0	45.8
Shreveport	3	40.60	48.3	40.5	3.6	40.8
El Paso	3	102.62	51.7	63.4	-21.0	55.6
Anaheim	4	26.40	53.3	60.3	23.0	33.6
Charlotte	3	85.60	57.2	50.4	12.0	30.0
Fresno	4	57.10	57.3	62.5	-3.0	32.9
Phoenix	4	29.80	59.4	56.6	8.5	36.5
Baton Rouge	3	53.20	61.1	62.8	7.4	8.3
Ontario	4	58.00	62.7	24.6	-2.0	56.3
Jackson, Miss.	3	111.00	65.5	43.8	0.0	55.6
Albuquerque	4	16.30	66.1	80.1	6.9	49.8
Austin	3	60.30	67.8	69.5	4.1	36.5
Houston	3	23.60	69.8	59.6	26.0	8.7
San Jose	4	15.10	78.9	75.6	20.0	33.6

*Designation of regions is as follows:

- 1—East,
- 2—Midwest,
- 3—South,
- 4—West.

SOURCE: All data except those for area are from the *1970 and 1980 Censuses of Population*; area data from the *Boundary and Annexation Survey, 1970-79*; consumer price index used to compute real total income.

distress over time measured by change in real total income—have the lowest per capita income levels. Seattle has the highest, followed by Pasadena. It should be noted that Camden and East St. Louis are among the cities newly designated as central cities under the Census Bureau's new set of definitions of metropolitan areas that became operative on June 30, 1983.

The final column of *Table 13* shows the index of per capita taxes, again viewed in terms of their departure from the 131-city average. Negative values show percentages in excess of the overall average. The highest negative values—those of Washington, DC, New York and Boston—reflect their heavy governmental expenditure and tax responsibilities. This column should be viewed as an exhibit.

The standing of the communities, especially of those in distress, appears to be consistent

with most other indicators. Total real income itself appears to summarize the working out of the major forces which have influenced the standing of the city—the changes in area, population, and the movement of economic activity represented by the suburbanization of employment. The regional character of the changes is brought out by the fact that only two southern cities, Atlanta and Louisville, had a decline in excess of 20%. All the other cities with a real total income decline above 20% were either in the East or Midwest. The largest decrease among Western cities was Berkeley's 4.1%. Although low income was a usual concomitant of decline, it was not necessarily so, especially in the South. The concentration of cities in the South and the West among the rapidly growing metropolitan areas was a result of the interaction of annexation and rapid growth.

FOOTNOTES

¹The definition of Standard Metropolitan Statistical Areas (SMSAs) used in this report is the one used in the 1980 *Census of Population*.

²It should be noted that these proportions have been altered by annexations which are not recognized in "Annual Housing Survey" estimates.

³Advisory Commission on Intergovernmental Relations, *City Financial Emergencies: The Intergovernmental Dimension (A-42)*, Washington, DC, U.S. Government Printing Office, 1973, p. 109.

⁴Comparable Census Bureau fiscal data are available only for the 72 largest SMSAs. Four of these were dropped because, for purposes of this analysis, their central cities were too small or they had multiple

units, in effect, constituting their "central city."

⁵ACIR, *Central City-Suburban Fiscal Disparity and City Distress 1977 (M-119)*, Washington, DC, U.S. government Printing Office, 1980, Table 16.

⁶1972 was the first year in which the education-noneducation breakdown on aid figures became available.

⁷The relative drop in direct federal aid between 1977 and 1981 does not show in Table 6 because of rounding.

⁸ACIR, *M-119*, *op. cit.*

⁹Unpublished information available only in a tape format from the Governments Division of the Bureau of the Census.

¹⁰Jacksonville, Baton Rouge and Honolulu SMSAs do not have suburbs under the Census Bureau formulation of SMSAs.

¹¹ACIR, *M-119*, *op. cit.*

Appendix A

TABLES

Table A-1
**POPULATION IN CENTRAL CITIES (CC) AND SUBURBS (OCC), 85 LARGEST
 SMSAs, 1900, 1930, 1960, 1970 AND 1980**
 (in thousands)

Region and City	1900		1930		1960		1970		1980	
	CC	OCC	CC	OCC	CC	OCC	CC	OCC	CC	OCC
United States	190	108	417	223	553	542	583	693	570	838
EAST	476	243	840	488	902	941	884	1,156	777	1,192
Bridgeport	71	17	147	64	156	181	156	232	143	240
Hartford	80	73	164	147	162	387	158	505	136	338
Washington, DC	279	133	487	219	763	1,312	756	2,104	638	2,328
Baltimore	509	109	805	264	939	864	905	1,164	787	1,387
Boston	561	760	781	1,387	697	1,898	641	2,112	563	2,040
Springfield, MA*	127	75	250	126	288	205	280	249	252	255
Worcester	118	61	195	77	186	142	176	167	162	182
Jersey City	206	180	317	374	276	334	260	348	224	333
Newark	246	277	442	807	405	1,284	382	1,474	329	1,434
Paterson*	139	95	248	419	279	907	282	1,076	265	1,028
Albany*	186	209	296	224	279	378	256	465	226	552
Buffalo	352	156	573	339	532	774	462	886	358	805
New York	3,437	376	6,930	1,045	7,781	2,912	7,894	3,677	7,071	3,732
Rochester	163	171	328	210	318	413	296	586	242	641
Syracuse	108	172	209	192	216	347	197	439	170	472
Philadelphia	1,294	598	1,951	1,186	2,002	2,340	1,948	2,869	1,688	3,020
Pittsburgh	452	632	670	1,353	604	1,801	520	1,881	424	1,886
Providence*	236	172	330	347	357	464	342	567	315	603
MIDWEST	230	122	529	236	599	595	589	747	515	844
Chicago	1,699	386	3,376	1,073	3,550	2,670	3,366	3,312	3,006	4,097
Fort Wayne	45	32	115	32	161	70	177	102	172	122
Gary*	22	35	220	64	347	225	330	303	285	357
Indianapolis	169	190	364	209	476	440	744	365	701	466
Des Moines	62	20	143	30	208	57	200	85	191	112
Wichita	25	42	111	61	254	126	276	112	279	132
Detroit	286	141	1,569	609	1,670	2,092	1,511	2,688	1,204	2,840
Flint	13	57	156	83	196	219	193	303	160	361
Grand Rapids	88	82	169	127	177	284	197	341	182	420
Minneapolis*	203	94	464	146	483	685	432	1,069	371	1,264
St. Paul*	163	—	272	—	313	—	310	—	270	—
Kansas City	164	182	400	301	475	617	507	746	448	857
St. Louis	575	283	822	596	750	1,354	622	1,740	453	1,849
Omaha	103	101	214	99	301	156	347	192	312	259
Akron	43	57	255	132	290	315	275	403	237	423
Cincinnati	326	291	451	393	502	765	452	932	385	1,016
Cleveland	382	116	900	388	876	1,033	750	1,313	574	1,325
Columbus	126	92	291	123	471	283	539	376	565	402
Dayton	85	144	201	179	262	464	243	606	204	626
Toledo	132	107	291	159	318	312	387	305	355	359
Youngstown*	53	62	211	148	226	282	203	332	171	359
Madison	19	50	58	55	126	95	173	117	170	153
Milwaukee	285	120	578	237	741	537	717	686	636	766

*SMSA contains multiple central cities.

SOURCE: U.S. Bureau of the Census, *Census of Population*, various years.

Table A-1 (continued)
**POPULATION IN CENTRAL CITIES (CC) AND SUBURBS (OCC), 85 LARGEST
SMSAs, 1900, 1930, 1960, 1970 AND 1980**
(in thousands)

Region and City	1900		1930		1960		1970		1980	
	CC	OCC	CC	OCC	CC	OCC	CC	OCC	CC	OCC
SOUTH	51	55	161	89	332	232	397	300	435	444
Birmingham	38	141	260	259	340	380	300	438	284	522
Mobile	38	37	68	78	194	168	190	186	200	242
Jacksonville	28	11	130	26	201	254	528	—	571	—
Miami	20	5	111	32	291	643	334	932	347	1,279
Tampa*	16	32	101	74	275	316	278	518	272	867
St. Petersburg*	2	—	40	—	181	—	216	—	237	—
Atlanta	90	108	270	192	487	529	496	893	425	1,263
Columbus, GA	18	45	43	51	116	101	154	84	169	70
Louisville	205	90	308	113	390	334	361	465	298	536
Baton Rouge	11	20	31	37	152	77	165	119	366	—
New Orleans	287	33	459	68	627	279	593	452	557	629
Shreveport	16	53	77	76	164	117	182	112	206	127
Jackson, MS	8	66	48	57	144	76	153	105	203	118
Charlotte	18	37	83	45	201	115	241	168	314	160
Oklahoma City	10	48	185	89	324	187	366	274	403	355
Tulsa	—	6	141	158	261	157	331	145	361	208
Knoxville	33	79	106	104	111	256	174	225	175	290
Memphis	102	66	253	86	497	177	623	146	646	180
Nashville	81	42	154	69	170	292	448	93	455	164
Austin	22	25	53	25	186	25	251	43	345	74
Corpus Christi	5	8	28	48	167	98	204	80	232	94
Dallas	43	211	260	247	679	439	844	711	904	1,053
El Paso	16	9	102	29	276	37	322	37	425	35
Fort Worth	27	60	163	67	356	216	393	368	385	543
Houston	45	76	292	165	938	480	1,232	752	1,594	1,791
San Antonio	53	37	232	90	587	128	654	209	785	250
Norfolk*	64	62	175	54	419	158	418	261	372	376
Richmond	85	67	183	73	209	216	249	268	219	373
WEST	62	35	241	142	479	546	554	753	633	986
Phoenix	6	15	48	103	439	224	581	386	790	718
Tucson	8	1	33	23	212	52	262	88	331	201
Anaheim*	6	14	41	78	288	415	445	974	549	1,383
Fresno	12	25	53	92	133	232	165	247	218	297
Los Angeles	102	65	1,238	828	2,479	3,215	2,812	3,857	2,967	4,150
Long Beach	2	—	142	—	344	—	361	—	361	—
Sacramento	29	47	94	96	191	433	254	546	275	738
San Bernardino*	15	31	81	134	222	586	308	834	377	1,180
San Diego	18	17	148	62	573	459	696	661	876	986
San Francisco*	343	109	634	388	740	1,540	716	2,032	679	2,234
Oakland*	67	—	284	—	368	—	362	—	339	—
San Jose	22	39	58	87	204	438	445	619	637	658
Denver	134	50	288	97	493	435	514	712	492	1,101
Honolulu	39	19	138	65	500	—	628	—	762	—
Albuquerque	6	22	27	19	201	61	243	72	332	88
Portland	90	60	302	153	372	449	382	626	366	876
Salt Lake City	54	32	140	68	189	258	175	381	163	603
Seattle*	88	53	386	177	597	550	585	840	548	1,059
Spokane	37	21	116	35	181	96	170	116	171	171
Tacoma	38	18	107	57	147	173	154	256	159	327

Table A-2
**CENTRAL CITY POPULATION AS A PROPORTION OF TOTAL SMSA
POPULATION, 85 LARGEST SMSAs,
1900, 1930, 1960, 1970 AND 1980**
(1.00 equals total SMSA population)

Region and City	1900	1930	1960	1970	1980
United States	0.51	0.61	0.51	0.49	.44
EAST	0.59	0.56	0.41	0.36	.33
Bridgeport	0.80	0.69	0.46	0.40	.37
Hartford	0.52	0.52	0.29	0.23	.20
Washington, DC	0.67	0.68	0.36	0.26	.22
Baltimore	0.70	0.75	0.52	0.43	.36
Boston	0.42	0.36	0.26	0.23	.21
Springfield, MA*	0.62	0.66	0.58	0.52	.49
Worcester	0.65	0.71	0.56	0.51	.47
Jersey City	0.53	0.45	0.45	0.42	.40
Newark	0.47	0.35	0.23	0.20	.19
Paterson*	0.59	0.37	0.23	0.20	.20
Albany*	0.47	0.56	0.42	0.35	.30
Buffalo	0.69	0.62	0.40	0.34	.28
New York	0.90	0.86	0.72	0.68	.65
Rochester	0.48	0.60	0.43	0.33	.27
Syracuse	0.38	0.52	0.38	0.30	.26
Philadelphia	0.68	0.62	0.46	0.40	.35
Pittsburgh	0.41	0.33	0.25	0.21	.18
Providence*	0.57	0.48	0.43	0.37	.34
MIDWEST	0.53	0.67	0.52	0.48	.42
Chicago	0.81	0.75	0.57	0.50	.42
Fort Wayne	0.58	0.78	0.69	0.63	.59
Gary*	0.38	0.77	0.60	0.52	.44
Indianapolis	0.47	0.63	0.51	0.67	.60
Des Moines	0.75	0.82	0.78	0.70	.63
Wichita	0.37	0.64	0.66	0.71	.68
Detroit	0.66	0.72	0.44	0.35	.30
Flint	0.18	0.65	0.47	0.38	.31
Grand Rapids	0.51	0.57	0.38	0.36	.30
Minneapolis*					
St. Paul	0.79	0.83	0.53	0.41	.34
Kansas City	0.47	0.57	0.43	0.40	.34
St. Louis	0.67	0.57	0.35	0.26	.20
Omaha	0.50	0.68	0.65	0.64	.55
Akron	0.43	0.65	0.47	0.40	.36
Cincinnati	0.52	0.53	0.39	0.32	.27
Cleveland	0.76	0.69	0.45	0.36	.30
Columbus	0.57	0.70	0.62	0.59	.58
Dayton	0.37	0.52	0.36	0.28	.24
Toledo	0.55	0.64	0.50	0.55	.50
Youngstown*	0.45	0.58	0.44	0.37	.32
Madison	0.27	0.51	0.57	0.59	.53
Milwaukee	0.70	0.70	0.57	0.51	.46

*SMSA contains multiple central cities. Populations of all the central cities are contained in the numerator.
SOURCE: Calculated from *Table A-1*.

Table A-2 (continued)
**CENTRAL CITY POPULATION AS A PROPORTION OF TOTAL SMSA
 POPULATION, 85 LARGEST SMSAs,
 1900, 1930, 1960, 1970 AND 1980**
 (1.00 equals total SMSA population)

Region and City	1900	1930	1960	1970	1980
SOUTH	0.43	0.62	0.59	0.60	.58
Birmingham	0.21	0.50	0.47	0.40	.35
Mobile	0.50	0.46	0.53	0.50	.45
Jacksonville	0.71	0.83	0.44	1.00	1.00
Miami	0.80	0.77	0.31	0.26	.21
Tampa/St. Petersburg*	0.33	0.65	0.59	0.48	.37
Atlanta	0.45	0.58	0.47	0.35	.25
Columbus, GA	0.28	0.45	0.53	0.64	.71
Louisville	0.67	0.73	0.53	0.43	.36
Baton Rouge	0.35	0.45	0.66	0.58	1.00
New Orleans	0.89	0.87	0.69	0.56	.47
Shreveport	0.23	0.50	0.58	0.61	.62
Jackson, MS	0.10	0.45	0.65	0.59	.63
Charlotte	0.32	0.64	0.63	0.58	.66
Oklahoma City	0.17	0.67	0.63	0.57	.53
Tulsa	—	0.47	0.62	0.69	.57
Knoxville	0.29	0.50	0.30	0.43	.38
Memphis	0.60	0.74	0.73	0.80	.78
Nashville	0.65	0.69	0.36	0.82	.74
Austin	0.46	0.67	0.88	0.85	.82
Corpus Christi	0.38	0.36	0.63	0.71	.71
Dallas	0.16	0.51	0.60	0.54	.46
El Paso	0.64	0.77	0.88	0.89	.89
Fort Worth	0.31	0.70	0.62	0.51	.41
Houston	0.37	0.63	0.66	0.62	.55
San Antonio	0.58	0.72	0.82	0.75	.76
Norfolk*	0.50	0.76	0.72	0.61	.50
Richmond	0.55	0.71	0.50	0.48	.37
WEST	0.53	0.57	0.49	0.45	.44
Phoenix	0.28	0.31	0.66	0.60	.52
Tucson	0.88	0.58	0.80	0.74	.62
Anaheim*	0.30	0.34	0.40	0.31	.28
Fresno	0.32	0.36	0.36	0.40	.42
Los Angeles/Long Beach*	0.61	0.62	0.46	0.45	.44
Sacramento	0.38	0.49	0.30	0.31	.27
San Bernardino*	0.33	0.38	0.28	0.27	.24
San Diego	0.51	0.70	0.55	0.51	.47
San Francisco/Oakland*	0.78	0.70	0.41	0.34	.31
San Jose	0.36	0.40	0.31	0.41	.49
Denver	0.72	0.74	0.53	0.41	.31
Honolulu	0.67	0.67	1.00	1.00	1.00
Albuquerque	0.21	0.58	0.76	0.77	.79
Portland	0.60	0.66	0.45	0.37	.29
Salt Lake City	0.62	0.67	0.42	0.31	.21
Seattle*	0.62	0.69	0.52	0.41	.34
Spokane	0.63	0.76	0.65	0.59	.50
Tacoma	0.67	0.65	0.45	0.37	.33

Table A-3
**ANNUAL RATES OF CHANGE IN POPULATION, CENTRAL CITY AND
 SUBURBS, 85 LARGEST SMSAs,
 1960-70 AND 1970-80**

Region and City	1960-70			1970-80		
	CC	OCC	SMSA	CC	OCC	SMSA
United States	0.8%	2.7%	1.7%	-0.1%	1.5%	0.1%
EAST	-0.7	2.1	1.1	-1.4	0.4	-0.2
Bridgeport	0.0	2.5	1.4	-0.9	0.3	-0.1
Hartford	-0.3	2.7	1.9	-1.5	0.4	-0.1
Washington, DC	-0.2	4.8	3.3	-1.7	1.0	0.4
Baltimore	-0.4	3.0	1.4	-1.4	1.7	0.5
Boston	-0.9	1.1	0.6	-1.3	-0.3	-0.5
Springfield, MA*	-0.7	2.0	0.7	-1.1	0.2	-0.4
Worcester	-0.6	1.6	0.4	-0.8	0.9	0.0
Jersey City	-0.6	0.4	0.0	-1.5	-0.4	-0.9
Newark	-0.6	1.4	0.9	-1.5	-0.2	-0.5
Paterson	0.0	1.7	1.4	-0.6	-0.4	-0.5
Albany*	-1.2	2.1	0.9	-1.3	1.0	0.2
Buffalo	-1.5	1.4	0.3	-2.4	-0.0	-0.8
New York	0.1	2.4	0.8	-1.2	0.1	-0.7
Rochester	-0.8	3.6	1.9	-2.0	0.9	0.0
Syracuse	-1.0	2.4	1.2	-1.5	0.7	0.1
Philadelphia	-1.5	2.1	1.0	-1.4	0.5	-0.2
Pittsburgh	-1.5	0.4	0.0	-2.0	-0.2	-0.6
Providence*	-0.7	2.0	1.0	-0.8	0.6	0.1
MIDWEST	0.2	2.1	1.3	-1.2	1.4	0.3
Chicago	-0.6	2.2	0.7	-1.1	2.2	0.6
Fort Wayne	0.9	3.8	1.9	-0.3	1.8	0.5
Gary*	-0.2	3.0	1.0	-1.5	1.6	0.1
Indianapolis	4.6	-1.9	1.9	-0.5	2.5	0.6
Des Moines	-0.4	4.1	0.7	-0.5	2.8	0.6
Wichita	0.8	-1.2	0.2	0.1	1.6	0.6
Detroit	-1.0	2.5	1.1	2.3	0.5	0.4
Flint	-0.3	3.3	1.8	-1.9	1.8	0.5
Grand Rapids	1.1	1.8	1.6	-0.8	2.1	1.1
Minneapolis*	-1.1	4.6	2.0	-1.5	1.7	0.5
St. Paul*	-0.2	—	—	-1.4	—	—
Kansas City	0.6	1.9	1.4	-1.2	1.4	0.4
St. Louis	-1.9	2.5	1.2	-3.2	0.6	-0.3
Omaha	1.4	2.1	1.7	-1.1	3.0	0.6
Akron	0.6	2.5	1.1	-1.5	-0.5	-0.3
Cincinnati	-1.1	2.0	0.9	-1.6	0.9	0.1
Cleveland	-1.6	2.4	0.8	-2.7	0.1	-0.8
Columbus	1.4	2.9	2.0	0.5	0.7	0.5
Dayton	-0.8	2.7	1.6	-1.7	0.3	-0.2
Toledo	1.8	-0.2	0.9	-0.9	1.6	0.3
Youngstown*	-1.7	1.6	0.5	-1.8	0.8	-0.1
Madison	3.1	2.1	2.8	-0.2	2.7	1.1
Milwaukee	0.4	2.5	0.9	-1.2	1.0	-0.0

*Multiple central city SMSA. Rates of change include all central cities in the SMSA.
 SOURCE: Calculated from Table 1.

Table A-3 (continued)
**ANNUAL RATES OF CHANGE IN POPULATION, CENTRAL CITY AND
SUBURBS, 85 LARGEST SMSAs,
1960-70 AND 1970-80**

Region and City	1960-70			1970-80		
	CC	OCC	SMSA	CC	OCC	SMSA
SOUTH	1.9%	3.0%	1.7%	0.8%	2.8%	1.8%
Birmingham	-1.3	1.4	0.2	-0.5	1.7	1.1
Mobile	-0.3	1.0	0.4	0.5	2.7	1.6
Jacksonville	10.1	0.0	1.5	0.7	—	0.7
Miami	1.3	3.8	3.1	0.4	3.2	2.5
Tampa*	0.1	5.1	2.7	-0.2	5.3	3.1
St. Petersburg*	1.7	—	—	1.0	—	—
Atlanta	0.1	5.4	2.6	-1.5	3.5	2.0
Columbus, GA	2.9	-1.8	0.9	0.9	-1.9	0.0
Louisville	-0.8	3.4	1.3	-1.9	1.4	1.0
Baton Rouge	0.8	4.4	2.2	8.3	—	2.6
New Orleans	-0.6	4.9	1.4	-0.6	3.4	1.3
Shreveport	1.0	0.4	0.5	1.2	1.2	1.2
Jackson, MS	0.4	3.3	1.6	2.9	1.2	2.2
Charlotte	1.8	3.9	2.0	2.7	-0.5	1.5
Oklahoma City	1.3	3.9	2.3	1.0	2.6	1.7
Tulsa	2.4	-0.8	1.3	0.9	3.7	1.8
Knoxville	4.6	-1.3	0.8	0.0	2.6	1.5
Memphis	2.3	-1.9	1.3	0.4	2.1	0.7
Nashville	10.1	11.4	1.6	0.7	3.5	1.3
Austin	3.0	5.6	3.4	3.2	5.6	3.6
Corpus Christi	2.0	2.0	0.7	1.3	1.6	1.4
Dallas	2.2	4.9	3.4	0.7	4.0	2.3
El Paso	1.6	0.0	1.4	2.8	4.0	2.9
Fort Worth	1.0	5.5	2.9	-0.2	4.0	2.0
Houston	2.8	4.6	3.4	2.6	5.5	3.8
San Antonio	1.1	5.0	1.9	1.8	1.8	1.8
Norfolk*	0.1	5.1	1.6	-1.2	3.7	0.9
Richmond	1.2	2.2	0.7	-1.3	3.4	1.4
WEST	1.5	3.7	2.7	1.1	3.3	2.3
Phoenix	2.8	5.6	3.8	3.1	6.4	4.5
Tucson	2.1	5.4	2.9	2.4	8.7	4.3
Anaheim*	4.7	8.9	7.3	2.2	3.5	3.1
Fresno	2.1	0.6	1.2	2.8	1.9	2.3
Los Angeles*	1.2	1.8	1.5	0.5	0.7	0.6
Long Beach*	0.4	—	—	0.0	—	—
Sacramento	2.9	2.3	2.5	0.8	3.1	2.4
San Bernardino*	1.2	3.6	3.5	1.9	3.6	3.2
San Diego	2.0	3.7	2.8	2.3	4.1	3.2
San Francisco*	0.5	2.8	1.6	-0.5	0.9	0.4
Oakland*	-0.2	—	—	-0.6	—	0.1
San Jose	8.1	3.5	5.2	3.6	0.6	2.0
Denver	0.4	5.1	2.8	0.4	4.5	2.7
Honolulu	2.3	—	2.3	1.9	—	1.9
Albuquerque	1.9	1.7	1.9	3.2	2.0	2.9
Portland	0.3	3.4	2.1	-0.4	3.4	2.1
Salt Lake City	-0.8	4.0	2.2	-0.7	4.7	3.3
Seattle*	-0.5	4.3	2.5	-0.6	2.3	1.2
Spokane	-0.7	1.9	0.3	0.0	4.0	1.8
Tacoma	0.3	4.0	2.5	0.3	2.5	1.7

Table A-4
**POPULATION DENSITY IN CENTRAL CITIES, 85 LARGEST SMSAs,
 1900, 1930, 1960, 1970 AND 1980, WITH RURAL COMPONENT OF OCC, 1980**
 (in persons per acre)

Region and City	1900	1930	1960	1970	1980		
					CC	OCC	Exhibit: OCC Percent Rural
United States	10.8	12.2	10.7	9.2	7.8	0.8	24.6
EAST	15.6	20.6	19.4	18.1	15.1	2.4	18.7
Bridgeport	8.9	15.6	15.2	15.1	13.9	2.2	5.8
Hartford	7.2	16.1	14.8	14.1	12.2	1.4	27.8
Washington, DC	7.2	12.2	19.5	19.2	16.2	1.6	7.3
Baltimore	25.1	15.9	18.8	18.0	15.7	1.0	18.5
Boston	22.7	27.7	23.6	21.7	19.1	3.6	7.0
Springfield, MA*	3.1	7.4	5.6	5.5	4.9	0.9	25.1
Worcester	4.9	8.1	7.8	7.3	6.8	0.8	41.2
Jersey City	24.7	38.1	28.7	26.9	23.2	16.4	0.0
Newark	18.8	29.2	27.5	25.4	21.9	3.3	7.1
Paterson*	20.2	26.8	18.7	18.9	17.7	4.0	2.1
Albany*	13.6	10.5	11.0	9.7	8.5	0.4	39.8
Buffalo	14.1	23.0	20.2	17.5	13.5	0.9	20.5
New York	18.7	36.2	40.5	41.1	36.9	3.2	2.7
Rochester	15.9	14.9	13.8	12.6	10.3	0.4	38.2
Syracuse	9.9	12.8	13.5	11.9	10.1	0.3	42.0
Philadelphia	15.5	23.8	24.2	23.6	20.5	1.4	15.0
Pittsburgh	24.9	20.4	17.1	14.7	12.0	1.0	18.7
Providence*	15.5	22.2	9.0	8.6	8.0	1.5	17.8
MIDWEST	10.9	12.6	11.0	9.0	7.5	0.7	28.1
Chicago	14.4	26.1	24.9	23.6	21.1	1.8	6.0
Fort Wayne	8.5	10.3	6.9	5.3	4.7	0.3	52.3
Gary*	ANA	9.0	7.3	6.6	5.6	0.6	19.0
Indianapolis	9.2	10.5	10.6	3.0	2.9	0.3	46.3
Des Moines	1.7	4.1	5.1	4.9	4.6	0.3	26.4
Wichita	ANA	8.3	7.7	4.9	4.3	0.1	49.5
Detroit	15.7	17.7	18.9	17.1	13.6	2.4	12.6
Flint	2.2	8.2	10.5	9.2	7.6	0.4	41.9
Grand Rapids	8.2	11.4	11.5	6.8	6.3	0.5	40.5
Minneapolis*	5.8	13.2	13.7	12.3	10.5	1.0	14.4
St. Paul*	4.9	8.1	9.4	9.3	8.1	—	—
Kansas City	9.8	10.6	5.7	2.5	2.2	0.5	13.5
St. Louis	14.6	20.9	19.2	15.9	11.6	0.7	15.2
Omaha	6.6	8.5	9.2	7.0	5.4	0.3	22.4
Akron	5.7	10.5	8.3	7.9	6.5	0.8	26.2
Cincinnati	14.4	9.8	10.1	9.0	7.7	0.8	22.5
Cleveland	16.9	19.8	18.0	15.4	11.8	1.4	10.6
Columbus	12.3	11.7	8.4	6.2	4.9	0.5	33.2
Dayton	13.1	13.5	12.4	9.9	6.5	0.6	20.3
Toledo	8.2	13.3	10.3	7.4	6.8	0.4	47.6
Youngstown*	7.9	7.9	7.8	6.9	5.5	0.6	33.1
Madison	ANA	11.7	5.6	5.5	4.9	0.2	46.8
Milwaukee	21.8	21.9	12.8	11.7	10.5	0.9	16.4

+Principal central city only. Not comparable with later years.

*Contains multiple central cities.

ANA—Acreage not available.

SOURCE: Calculated from Tables A-1 and A-6; 1980 Census of Population.

Table A-4 (continued)

**POPULATION DENSITY IN CENTRAL CITIES, 85 LARGEST SMSAs,
1900, 1930, 1960, 1970 AND 1980, WITH RURAL COMPONENT OF OCC, 1980
(in persons per acre)**

Region and City	1900	1930	1960	1970	1980		1980 OCC Rural Percent
					CC	OCC	
United States	10.8	12.2	10.7	9.2	7.8	0.8	31.9
Birmingham	9.1	8.0	7.1	5.9	4.5	0.3	35.2
Mobile	10.4	7.5	1.9	2.5	2.7	0.1	46.5
Jacksonville	4.7	7.7	10.4	1.0	1.1	—	—
Miami	15.6	4.0	13.3	15.2	15.8	1.0	13.7
Tampa*	8.3	8.3	6.2	5.1	5.0	1.2	14.5
St. Petersburg*	ANA	ANA	5.4	6.1	6.6	—	—
Atlanta	8.5	12.1	5.9	5.9	5.0	1.2	22.2
Columbus, GA	ANA	11.3	6.9	3.4	1.2	0.1	34.4
Louisville	16.1	13.3	10.6	9.4	7.8	1.0	20.6
Baton Rouge	ANA	17.6	7.6	6.4	1.2	—	—
New Orleans	2.2	3.6	4.9	4.7	4.4	0.6	11.9
Shreveport	ANA	6.4	7.1	4.9	4.1	0.1	50.9
Jackson, MS	ANA	4.5	4.8	4.7	3.0	0.1	53.8
Charlotte	ANA	6.6	4.9	4.9	3.5	0.2	56.5
Oklahoma City	3.1	9.5	1.5	0.9	1.0	0.4	14.9
Tulsa	ANA	10.1	8.6	3.0	3.1	0.1	50.9
Knoxville	12.9	6.2	6.9	3.5	3.5	0.3	52.7
Memphis	10.4	8.6	6.0	4.4	3.6	0.3	36.8
Nashville	12.8	9.2	9.1	1.3	1.5	0.2	51.3
Austin	ANA	4.2	5.9	5.4	4.7	0.1	51.4
Corpus Christi	ANA	ANA	7.0	3.1	2.0	0.1	34.1
Dallas	8.0	9.7	4.1	4.9	4.1	0.4	11.7
El Paso	1.2	11.8	3.7	4.2	2.8	0.1	33.9
Fort Worth	3.2	5.4	3.9	2.9	2.5	0.6	10.9
Houston	7.8	6.3	4.5	4.4	4.6	0.4	24.5
San Antonio	2.3	10.1	6.1	5.5	4.7	0.2	30.3
Norfolk*	23.2+	7.2+	9.7	9.3	8.1	1.0	18.0
Richmond	29.5	11.9	9.2	6.4	5.7	0.5	29.1
WEST	4.5	7.9	7.7	7.1	6.4	0.6	15.8
Phoenix	ANA	11.6	3.6	3.6	3.8	0.1	9.9
Tucson	ANA	ANA	4.7	5.1	5.2	0.0 ^a	31.2
Anaheim*	ANA	ANA	7.2	8.9	9.9	3.1	.4
Fresno	ANA	9.6	7.4	6.2	5.2	0.1	37.6
Los Angeles*	3.7	4.4	8.5	9.5	10.0	1.8	2.0
Long Beach*	1.0	7.8	11.8	11.6	11.2	—	—
Sacramento	10.0	10.7	6.6	4.2	4.6	0.3	14.9
San Bernardino*	ANA	ANA	4.2	3.5	3.7	0.1	17.4
San Diego	ANA	2.4	4.5	3.4	4.2	0.4	9.9
San Francisco*	11.6	21.4	25.0	24.2	22.9	1.5	2.5
Oakland*	7.6	8.3	11.0	10.6	9.8	—	—
San Jose	ANA	11.6	5.9	5.1	6.4	0.9	4.4
Denver	3.6	7.7	10.6	8.4	6.9	0.5	9.7
Honolulu	0.2	0.5	1.3	1.7	2.0	—	—
Albuquerque	ANA	ANA	5.6	4.6	5.4	0.1	27.1
Portland	4.0	7.4	8.6	6.7	5.4	0.4	21.4
Salt Lake City	2.0	4.2	5.2	4.6	3.4	0.9	4.6
Seattle*	4.7+	8.3+	10.1	8.8	7.6	0.4	18.4
Spokane	2.9	4.3	6.5	5.2	5.2	0.1	31.6
Tacoma	1.9	3.6	4.8	5.0	5.2	0.3	24.7

Table A-5
**PERCENTAGE OF RESIDENTS IN CENTRAL CITIES CHANGING HOUSE OF RESIDENCE,
 85 LARGEST SMSAs, 1975-80**

Region and City	Moved to Different House From—					Migration	
	Made No Change	Same City	Other Part of SMSA	Other Part of USA	Abroad	Gross 1975-80	Net 1970-75
United States	51.5%	26.8%	5.1%	14.3%	2.7%	17.0%	-4.5%
EAST	56.4	27.0	4.2	9.6	3.2	12.8	-9.5
Bridgeport	53.1	29.9	4.1	9.0	4.0	13.0	-13.0
Hartford	47.4	28.1	5.1	12.2	7.2	19.4	-17.5
Washington, DC	58.3	22.7	4.2	19.3	2.8	22.1	-9.0
Baltimore	61.7	28.5	4.1	5.0	0.7	5.7	-7.5
Boston	52.8	23.3	6.0	13.8	4.2	18.0	-2.0
Springfield, MA*	61.0	24.2	4.0	8.3	2.5	10.8	-4.5
Worcester	58.1	23.6	4.3	12.1	1.9	14.0	-3.5
Jersey City	58.6	27.7	2.3	6.8	5.1	11.9	-8.6
Newark	56.5	31.0	3.3	4.5	4.5	9.0	-17.5
Paterson*	54.4	30.8	1.7	6.7	6.4	13.1	-10.0
Albany*	49.2	27.2	5.4	16.2	1.9	18.1	-6.0
Buffalo	57.4	30.6	5.3	5.4	1.0	6.4	-8.5
New York	61.2	30.1	1.2	4.4	5.2	9.6	-7.5
Rochester	49.0	33.0	5.7	10.7	1.5	12.2	-14.0
Syracuse	51.2	25.5	6.8	14.6	1.8	16.4	-9.5
Philadelphia	68.2	23.4	2.3	4.6	1.6	6.0	-11.0
Pittsburgh	64.1	22.5	4.5	7.8	1.5	9.3	-11.5
Providence*	53.8	24.0	5.9	12.0	4.2	16.2	-9.5
MIDWEST	54.3	28.2	5.5	10.8	1.3	12.1	-11.0
Chicago	57.9	31.4	2.8	4.2	3.6	7.8	-12.0
Fort Wayne	52.3	28.4	5.4	12.9	0.9	13.8	-4.5
Gary*	62.0	29.4	2.3	5.7	0.6	6.3	-18.5
Indianapolis	50.5	33.7	3.9	11.2	0.8	12.0	-6.0
Des Moines	52.8	26.9	3.7	15.1	1.4	16.5	-7.0
Wichita	46.6	29.9	2.8	18.7	1.9	20.6	-9.5
Detroit	60.1	29.7	4.4	4.6	1.1	5.7	-16.5
Flint	55.6	28.2	7.1	8.7	0.5	9.2	-17.5
Grand Rapids	53.2	25.0	7.8	12.5	1.2	13.7	-8.0
Minneapolis*	48.3	27.8	8.3	14.8	2.0	17.0	-15.0
St. Paul	55.5	25.4	7.3	7.3	2.4	9.7	-7.0
Kansas City	57.7	25.1	7.7	11.1	0.9	12.0	-10.5
St. Louis	59.6	27.7	6.4	5.5	0.5	6.0	-18.5
Omaha	56.8	27.0	3.0	12.1	1.1	13.2	-1.0
Akron	58.2	26.4	6.2	8.3	0.6	8.9	-12.5
Cincinnati	51.1	30.6	7.1	10.2	0.9	11.1	-13.5
Cleveland	59.5	27.9	5.8	5.6	1.2	6.8	-19.0
Columbus	44.1	31.2	5.6	17.8	1.4	19.2	-6.5
Dayton	50.8	28.4	6.8	12.7	1.1	13.8	-21.0
Toledo	57.7	28.9	5.2	7.5	0.7	8.2	-8.0
Youngstown*	65.6	23.4	5.7	5.2	0.5	5.7	-8.5
Madison	39.9	24.9	4.6	27.7	3.0	30.7	-6.0
Milwaukee	52.6	30.8	5.7	9.7	1.2	10.9	-12.0
SOUTH	50.5	26.6	4.2	16.7	2.5	19.2	-3.5
Birmingham	59.0	25.0	6.1	9.4	0.6	10.0	-14.5
Mobile	55.7	22.2	5.6	15.4	1.3	16.7	-1.0
Jacksonville	51.0	28.7	—	17.9	6.4	24.3	-1.0
Miami	46.5	30.2	3.9	9.8	9.7	19.5	-1.5

Table A-5 (continued)
**PERCENTAGE OF RESIDENTS IN CENTRAL CITIES CHANGING HOUSE OF RESIDENCE,
 85 LARGEST SMSAs, 1975-80**

Region and City	Moved to Different House From—					Migration	
	Made no Change	Same City	Other Part of SMSA	Other Part of USA	Abroad	Gross 1975-80	Net 1970-75
SOUTH (cont.)							
Tampa*	54.1%	21.1%	5.2%	16.6%	2.1%	18.7%	-2.0%
St. Petersburg*	50.1	21.9	4.6	21.9	2.1	24.0	12.0
Atlanta	57.7	25.7	6.1	13.6	1.2	14.8	-17.0
Columbus, GA	46.6	26.1	2.7	21.2	0.2	21.4	-11.0
Louisville	58.6	29.0	4.4	7.4	0.6	8.0	-9.0
Baton Rouge	49.7	23.1	7.3	18.5	1.4	19.9	-4.0
New Orleans	58.7	27.6	2.4	9.6	1.6	11.2	-9.5
Shreveport	53.9	26.7	4.2	14.5	0.6	15.1	-3.0
Jackson, MS	53.5	26.3	3.6	15.9	0.7	16.2	3.5
Charlotte	47.4	27.3	3.9	20.2	1.1	21.3	-2.0
Oklahoma City	46.1	27.9	6.5	17.7	1.9	19.6	-6.0
Tulsa	45.3	27.5	3.8	21.8	1.5	23.3	-6.5
Knoxville	50.5	25.3	5.1	18.2	2.4	20.6	3.8
Memphis	54.5	31.9	2.6	10.4	0.7	11.1	-4.0
Nashville	50.9	25.9	6.6	15.6	1.0	16.6	-4.0
Austin	35.4	27.1	2.9	31.3	3.1	34.4	10.5
Corpus Christi	49.1	26.5	1.9	20.8	1.7	22.5	-3.5
Dallas	45.1	29.6	6.1	16.5	2.6	19.1	-9.5
El Paso	51.6	26.1	1.0	14.0	13.4	27.4	9.0
Fort Worth	49.5	28.1	4.9	15.0	2.5	17.5	-14.0
Houston	44.9	28.5	3.2	18.9	4.6	23.5	-1.0
San Antonio	55.0	28.0	1.4	12.9	2.7	15.6	-2.0
Norfolk*	43.5	25.1	1.0	28.0	2.4	30.4	-13.0
Richmond	51.0	27.2	5.1	15.9	0.8	16.7	-8.5
WEST	45.0	25.3	6.8	19.2	4.0	23.2	-2.0
Phoenix	42.6	26.0	4.7	25.0	1.7	26.7	7.0
Tucson	43.5	25.5	5.2	26.1	2.7	28.8	6.0
Anaheim*	38.7	20.8	13.2	22.5	4.7	27.2	8.5
Fresno	41.5	29.8	7.9	18.6	2.2	20.8	-1.5
Los Angeles*	47.4	27.0	6.7	10.1	8.7	18.8	-7.0
Long Beach	41.4	26.5	9.8	16.2	6.1	22.3	-8.5
Sacramento	48.8	26.6	6.2	15.8	2.6	18.4	2.5
San Bernardino*	45.9	21.2	11.7	18.3	3.0	21.3	-2.5
San Diego	38.1	22.4	5.9	27.7	5.9	33.6	-4.0
San Francisco*	47.8	25.5	3.4	15.2	8.1	23.3	-7.5
Oakland	51.3	25.5	7.5	11.7	4.1	15.8	-11.0
San Jose	41.0	25.5	8.9	19.4	5.1	26.5	12.5
Denver	44.4	26.5	7.0	19.5	2.6	22.1	-9.5
Honolulu	48.2	25.5	—	19.7	6.6	26.3	3.5
Albuquerque	44.5	27.2	1.8	24.2	2.4	26.6	6.5
Portland	47.0	25.8	6.4	17.5	3.3	20.8	-6.5
Salt Lake City	45.6	24.9	5.8	19.1	1.0	20.1	-14.5
Seattle*	48.2	24.8	5.0	18.1	3.9	22.0	-9.0
Spokane	46.6	25.7	4.6	21.4	1.6	23.0	0.0
Tacoma	48.0	23.4	6.9	18.7	3.1	21.8	-4.0

*Multiple central cities.

SOURCE: U.S. Department of Commerce, Bureau of the Census, 1980 Census, appropriate census tract volumes.

Table A-6
**CENTRAL CITY AREA, 85 LARGEST SMSAs, 1900, 1930, 1960,
 1970 AND 1980**
 (in thousands of acres)

Region and City	1900	1930	1960	1970	1980
United States	22.17	38.58	51.77	77.45	92.39
EAST	28.99	33.80	33.47	34.14	34.15
Bridgeport	7.91	9.37	10.24	10.30	10.30
Hartford	10.96	10.16	10.88	11.13	11.13
Washington, DC	38.41	39.68	39.04	39.29	39.29
Baltimore	20.26	50.38	49.92	50.11	50.11
Boston	24.68	28.10	29.44	29.44	29.44
Springfield, MA*	20.29	20.29	51.20	51.20	51.20
Worcester	23.68	23.81	23.68	23.93	23.93
Jersey City	8.32	8.32	9.60	9.66	9.66
Newark	13.06	15.09	14.72	15.04	15.04
Paterson*	5.18	5.18	14.96	14.96	14.96
Albany*	6.91	12.08	25.34	25.34	26.68
Buffalo	24.79	24.89	26.24	26.43	26.43
New York	183.56	191.36	192.00	191.80	191.80
Rochester	10.19	21.91	23.04	23.48	23.48
Syracuse	10.84	16.22	16.00	16.51	16.51
Philadelphia	83.34	81.92	82.56	82.24	82.24
Pittsburgh	18.10	32.84	35.32	35.32	35.32
Providence*	11.39	11.39	39.55	39.55	39.55
MIDWEST	22.85	34.99	45.24	65.79	68.68
Chicago	117.19	129.22	142.08	142.46	142.59
Fort Wayne	5.29	11.10	23.04	32.96	36.86
Gary*	ANA	25.29	47.37	50.19	50.61
Indianapolis	18.18	34.66	44.80	242.81	239.49
Des Moines	34.55	35.50	40.32	40.44	41.28
Wichita	ANA	13.26	32.64	55.36	65.09
Detroit	18.14	88.26	88.32	88.32	88.32
Flint	5.91	18.99	18.56	20.99	21.06
Grand Rapids	10.73	14.74	15.36	28.73	28.73
Minneapolis*	35.26	35.26	35.26	35.26	35.26
St. Paul*	33.41	33.41	33.41	33.41	33.41
Kansas City	16.70	37.47	83.20	202.43	202.43
St. Louis	39.28	39.28	39.04	39.04	39.04
Omaha	15.40	25.03	32.64	49.02	57.73
Akron	7.47	24.06	34.56	34.68	36.67
Cincinnati	22.54	45.88	49.28	49.98	49.98
Cleveland	22.58	45.29	48.64	48.57	48.57
Columbus	10.21	24.68	55.68	86.14	115.20
Dayton	6.47	14.82	21.12	24.15	31.30
Toledo	16.03	21.79	30.72	51.96	52.03
Youngstown*	5.73	21.50	31.16	31.16	31.16
Madison	ANA	4.93	22.40	31.04	34.56
Milwaukee	13.06	26.34	57.60	60.80	60.80

+Principal central city—not comparable with later years.

*Contains multiple central cities.

ANA—Acreage not available.

SOURCE: U.S. Bureau of Census, *Census of Population*, various years.

Table A-6 (continued)
**CENTRAL CITY AREA, 85 LARGEST SMSAs, 1900, 1930, 1960,
 1970 AND 1980**

(in thousands of acres)

Region and City	1900	1930	1960	1970	1980
SOUTH	13.06	29.39	62.70	115.31	147.36
Birmingham	4.15	32.17	47.36	50.88	62.98
Mobile	3.64	9.00	97.28	74.62	74.62
Jacksonville	5.92	16.88	19.20	490.24	490.24
Miami	1.28	27.53	21.76	21.95	21.95
Tampa*	1.92	12.16	44.16	54.08	54.08
St. Petersburg*	ANA	ANA	33.79	35.46	35.97
Atlanta	10.56	22.27	81.92	84.16	84.22
Columbus, GA	ANA	3.80	16.64	44.48	140.93
Louisville	12.73	23.02	36.48	38.40	38.40
Baton Rouge	ANA	1.76	19.84	25.85	293.76
New Orleans	125.16	125.16	126.08	126.14	126.14
Shreveport	ANA	11.99	23.04	36.41	50.82
Jackson, MS	ANA	10.52	29.44	32.12	67.90
Charlotte	ANA	12.39	40.96	48.64	90.30
Oklahoma City	3.23	19.42	205.44	406.44	406.84
Tulsa	ANA	13.84	30.08	110.01	114.82
Knoxville	2.54	16.90	16.00	49.28	49.60
Memphis	9.77	29.23	82.56	139.13	179.71
Nashville	6.30	16.62	18.56	324.99	324.99
Austin	ANA	12.50	31.36	46.14	73.98
Corpus Christi	ANA	ANA	23.68	64.38	66.56
Dallas	5.33	26.74	162.56	169.98	221.57
El Paso	13.33	8.64	72.96	75.71	153.41
Fort Worth	8.29	29.70	89.60	131.20	153.21
Houston	5.74	45.95	205.44	277.69	343.42
San Antonio	29.91	22.86	94.72	117.76	168.70
Norfolk*	1.98+	18.05+	45.18	46.21	46.21
Richmond	2.88	15.36	23.68	38.59	38.59
WEST	25.94	67.42	61.67	78.16	96.31
Phoenix	ANA	4.11	119.68	158.65	206.01
Tucson	ANA	ANA	44.80	51.20	63.55
Anaheim*	ANA	ANA	39.87	49.73	55.68
Fresno	ANA	5.50	17.92	26.75	42.04
Los Angeles*	27.68	282.66	291.26	296.77	297.41
Long Beach*	1.98	18.22	29.15	31.17	32.13
Sacramento	2.89	8.77	28.80	60.03	60.22
San Bernardino*	ANA	ANA	52.42	88.51	101.89
San Diego	ANA	59.93	124.80	202.81	207.04
San Francisco*	29.60	29.60	29.60	29.60	29.60
Oakland*	8.77	34.02	33.41	34.18	34.75
San Jose	ANA	4.96	34.56	87.16	100.35
Denver	36.70	37.09	46.08	60.92	71.77
Honolulu	53.70	53.70	381.44	381.44	381.44
Albuquerque	ANA	ANA	35.84	52.60	61.18
Portland	22.27	40.61	42.88	57.02	68.29
Salt Lake City	26.73	33.31	35.84	37.95	47.49
Seattle*	17.34	43.84	58.88	72.25	72.57
Spokane	12.66	26.55	27.52	32.41	33.09
Tacoma	19.17	29.66	30.08	30.52	30.59

*Multiple cities.

Table A-7
**PER CAPITA INCOME IN CENTRAL CITIES (CC) AND SUBURBS (OCC),
 85 LARGEST SMSAs, 1980***

Region and City	CC	OCC	CC/OCC	CC-OCC
United States	\$6,972	\$7,989	89%	-1,017
EAST	6,251	8,407	75	-2,156
Bridgeport	6,081	9,248	66	-3,167
Hartford	5,589	9,136	61	-3,547
Washington, DC	8,960	10,469	86	-1,509
Baltimore	5,877	8,422	70	-2,545
Boston	6,555	8,385	78	-1,830
Springfield, MA**	6,002	7,506	80	-1,504
Worcester	6,443	7,481	86	-1,038
Jersey City	5,819	6,958	84	-1,139
Newark	4,525	9,112	50	-4,587
Paterson**	6,163	9,937	62	-3,774
Albany**	6,317	7,519	84	-1,202
Buffalo	5,929	7,537	79	-1,608
New York	7,311	9,252	79	-1,941
Rochester	6,492	9,361	69	-2,869
Syracuse	6,232	7,192	87	-960
Philadelphia	6,067	8,383	72	-2,316
Pittsburgh	6,845	8,335	82	-1,490
Providence**	6,587	7,086	93	-499
MIDWEST	6,954	8,322	84	-1,368
Chicago	6,945	8,831	79	-1,886
Fort Wayne	7,259	8,481	86	-1,222
Gary**	6,762	8,742	77	-1,980
Indianapolis	7,259	8,913	81	-1,654
Des Moines	8,053	9,105	88	-1,052
Wichita	8,456	7,298	116	1,158
Detroit	6,222	9,068	69	-2,846
Flint	7,093	8,175	87	-1,082
Grand Rapids	6,691	7,762	86	-1,071
Minneapolis**	7,883	9,321	85	-1,438
Kansas City	7,251	8,604	84	-1,353
St. Louis	5,880	7,906	74	-2,026
Omaha	7,575	7,429	102	146
Akron	6,830	7,888	87	-1,058
Cincinnati	6,899	7,894	87	-995
Cleveland	5,770	8,700	66	-2,930
Columbus	6,832	7,806	88	-974
Dayton	5,776	8,077	72	-2,301
Toledo	7,062	7,881	90	-819
Youngstown**	6,200	7,656	81	-1,456
Madison	8,012	8,147	98	-135
Milwaukee	7,104	9,411	75	-2,307

Table A-7 (continued)
**PER CAPITA INCOME IN CENTRAL CITIES (CC) AND SUBURBS (OCC),
 85 LARGEST SMSAs, 1980***

Region and City	CC	OCC	CC/OCC	CC-OCC
SOUTH	6,945	7,275	99	-330
Birmingham	5,833	7,548	77	-1,715
Mobile	6,596	6,593	100	3
Jacksonville	6,740	—	—	—
Miami	6,084	9,472	64	-3,388
Tampa**	6,610	8,052	82	-1,442
Atlanta	6,539	8,778	74	-2,239
Columbus, GA	6,044	4,825	125	-1,219
Louisville	6,281	7,610	83	-1,329
Baton Rouge	7,426	—	—	—
New Orleans	6,463	6,888	94	-425
Shreveport	7,219	6,723	107	496
Jackson, MS	6,947	6,198	112	749
Charlotte	7,814	7,339	106	475
Oklahoma City	8,052	7,064	114	988
Tulsa	8,956	5,810	154	-3,146
Knoxville	6,402	7,161	89	-759
Memphis	6,408	7,043	91	-635
Nashville	7,579	7,405	102	174
Austin	7,327	7,230	101	97
Corpus Christi	6,821	5,729	119	-1,092
Dallas	8,644	8,570	101	74
El Paso	5,509	3,737	147	-1,772
Fort Worth	7,350	8,462	87	-1,112
Houston	8,868	9,158	97	-290
San Antonio	5,734	7,433	77	-1,699
Norfolk**	6,150	7,359	84	-1,209
Richmond	7,149	8,439	85	-1,290
WEST	7,754	8,239	95	-485
Phoenix	7,552	7,982	95	-430
Tucson	6,443	8,269	78	-1,826
Anaheim**	7,677	10,225	75	-2,548
Fresno	6,733	7,182	94	-449
Los Angeles**	8,421	8,222	102	199
Sacramento	7,579	8,050	94	-471
San Bernardino**	7,069	7,170	99	-101
San Diego	8,016	7,623	105	393
San Francisco**	8,406	10,264	82	-1,858
San Jose	8,401	10,788	78	-2,387
Denver	8,555	9,460	90	-905
Honolulu	7,914	—	—	—
Albuquerque	7,439	5,989	124	-1,450
Portland	8,092	8,461	96	-369
Salt Lake City	7,409	6,741	110	668
Seattle**	9,127	8,838	103	289
Spokane	7,163	7,197	100	-34
Tacoma	7,013	7,594	92	-581

*Unweighted averages.

**Contains multiple central city.

SOURCE: U.S. Bureau of the Census, 1980 *Census of Population*, General Source and Economic Characteristics.

Table A-8
**NUMBER OF UNDERLYING AND OVERLYING LOCAL GOVERNMENTS IN
 CENTRAL CITIES, 85 LARGEST SMSAs, 1981**

Region and City	County	School District(s)***	Special District(s)	Multi- state	Exhibit: Local Governments in SMSA (1982)
EAST					
Bridgeport	0	0	2		29
Hartford	0	0	3		88
Washington, DC	0*	0	2	Yes	87
Baltimore	0*	0	1		49
Boston	0*	0	3		189
Springfield, MA	1	0	2		53
Worcester	1	0	3		59
Jersey City	1	0	5		40
Newark	1	0	4		218
Paterson	1	0	4		203
Albany	1	1	1		219
Buffalo	1	0	1		139
New York	0*	0	2		542
Rochester	1	0	0		189
Syracuse	1	0	0		177
Philadelphia	0*	2	6	Yes	867
Pittsburgh	1	2	7		739
Providence	0	0	1	Yes	75
MIDWEST					
Chicago	2	2	10		1,194
Ft. Wayne	1	1	3		51
Gary	1	1	4		147
Indianapolis	0*+	11	6		326
Des Moines	1	2	1		326
Wichita	1	1	1		150
Detroit	1	2	2		238
Flint	1	1	2		93
Grand Rapids	1	1	3		94
Minneapolis	1	1	5		233
St. Paul	1	1	5		233
Kansas City	3	16	4	Yes	259
St. Louis	0*	2	4	Yes	574
Omaha	1	5	4	Yes	305
Akron	1	1	3		104
Cincinnati	1	1	3	Yes	276
Cleveland	1	4	4		217
Columbus	2	15	4		132
Dayton	2	10	2		169
Toledo	1	7	4		138
Youngstown	2	3	3		111
Madison	1	0	2		82
Milwaukee	1	2	1		161

*City-county classed as a municipality.

**County or parish dependent school system.

***Higher education district included in school district count.

SOURCE: U.S. Bureau of the Census, unpublished material from the Governments Division.

*+ Ten underlying townships.

Table A-8 (continued)

**NUMBER OF UNDERLYING AND OVERLYING LOCAL GOVERNMENTS IN
CENTRAL CITIES, 85 LARGEST SMSAs, 1981**

Region and City	County	School District(s)***	Special District(s)	Multi-State	Exhibit: Local Governments in SMSA (1982)
SOUTH					
Birmingham	1	1	3		108
Mobile	1	2 countywide	2		48
Jacksonville	0*	2 countywide	2		8
Miami	1	2 countywide	2		36
Tampa	1	2 countywide	3		48
St. Petersburg	1	2 countywide	2		48
Atlanta	2	1	4		92
Columbus, GA	0*	countywide	2	Yes	18
Louisville	1	countywide	3	Yes	196
Baton Rouge	0*	parish**	0		4
New Orleans	0*	parish**	1		29
Shreveport	2	parish**	1		23
Jackson, MS	2	2	2		32
Charlotte	1	county wide**	2		23
Oklahoma City	5	21	3		127
Tulsa	2	7	1		155
Knoxville	1	0	2		36
Memphis	1	0	2		48
Nashville	0*	0	3		38
Austin	2	4	2		33
Corpus Christi	2	7	5		64
Dallas	5	12	2		238
El Paso	1	3	4		24
Fort Worth	1	16	2		92
Houston	3	23	71		608
San Antonio	1	15	7		70
Norfolk	0*	0	1		8
Richmond	0*	0	3		12
WEST					
Phoenix	1	32	11		118
Tucson	1	6	2		27
Anaheim	1	13	7		128
Fresno	1	7	6		197
Los Angeles	1	10	8		276
Long Beach	1	6	5		276
Sacramento	1	12	5		221
San Bernardino	1	6	6		268
San Diego	1	12	8		169
San Francisco	0*	2	4		331
Oakland	1	3	7		331
San Jose	1	20	5		78
Denver	0*	1	10		349
Honolulu	0*	state	3		4
Albuquerque	1	countywide	3		10
Portland	3	5	10	Yes	244
Salt Lake City	1	1	6		69
Seattle	1	1	7		244
Spokane	1	1	2		66
Tacoma	1	1	3		83

Table A-9
**PER CAPITA TOTAL EXPENDITURES, CENTRAL CITIES (CC) AND SUBURBS (OCC),
 37 LARGEST SMSAs,
 1957, 1970, 1977 AND 1981***

Region and City	CC	1957 OCC	CC/OCC	CC	1970 OCC	CC/OCC	CC	1977 OCC	CC/OCC	CC	1981 OCC	CC/OCC
United States	\$196	\$154	129%	\$ 524	\$385	137%	\$1,061	\$ 761	143%	\$1,453	\$1,058	139%
EAST	207	165	129	613	419	148	1,272	833	161	643	1,148	145
Washington, DC	239	131	182	1,006	425	236	2,117	973	217	2,984	1,084	275
Baltimore	199	142	140	638	349	182	1,397	531	263	1,530	910	168
Boston	273	181	150	531	365	145	1,260	730	172	1,444	1,043	138
Newark	243	181	134	735	441	166	1,491	848	175	1,036	1,229	158
Paterson**	155	157	98	381	418	91	775	768	100	1,162	1,014	115
Buffalo	193	210	91	528	520	101	1,267	1,201	105	1,642	1,440	113
New York	257	260	98	894	644	138	1,619	1,332	121	1,989	1,812	110
Rochester	200	196	102	699	549	127	1,276	1,012	126	1,869	1,325	141
Philadelphia	165	138	119	495	325	152	925	766	120	1,392	979	142
Pittsburgh	188	128	146	450	309	145	1,017	557	182	1,294	1,062	122
Providence**	160	99	161	392	265	147	857	449	190	833	717	116
MIDWEST	190	152	131	496	360	139	1,029	725	142	1,391	1,010	141
Chicago	202	142	142	478	346	138	953	746	127	1,331	1,086	128
Indianapolis	178	107	166	355	306	116	719	573	125	1,138	676	168
Detroit	202	200	101	474	462	102	1,023	899	113	1,739	1,216	143
Minneapolis**	185	188	96	540	520	103	1,399	828	168	1,663	1,281	130
Kansas City	186	112	166	485	347	139	855	712	120	1,184	1,030	115
St. Louis	149	124	120	463	292	158	918	556	165	1,262	825	153
Cincinnati	246	117	210	581	262	221	1,252	717	174	1,333	763	175
Cleveland	183	193	94	512	368	139	1,189	789	150	1,562	1,179	132
Columbus	166	156	106	398	290	137	797	656	121	1,202	890	135
Dayton	167	129	129	456	291	156	1,098	619	177	1,437	941	153
Milwaukee	229	210	109	562	486	115	1,121	861	127	1,444	1,271	114
SOUTH	165	124	124	395	308	128	806	629	130	1,204	873	141
Miami	226	169	133	481	387	124	1,071	895	119	1,443	1,164	124
Tampa**	159	89	178	372	288	129	929	570	162	1,188	776	153
Atlanta	158	100	158	554	315	175	1,114	630	176	1,921	888	216
Louisville	162	114	142	508	302	168	725	483	150	1,109	691	160
New Orleans	163	120	135	334	325	102	615	625	98	1,030	845	122
Dallas	184	108	170	352	279	126	640	658	97	1,022	914	112
Houston	155	187	82	305	307	99	704	704	100	1,015	1,115	91
San Antonio	113	104	108	252	258	97	646	464	139	907	592	153
WEST	224	176	129	577	459	127	1,119	852	133	1,486	1,202	124
Los Angeles**	267	203	131	624	529	117	1,221	929	131	1,470	1,265	116
San Bernardino**	296	192	154	635	522	121	1,010	1,018	99	1,683	1,258	134
San Diego	191	189	101	484	472	102	963	821	117	1,209	1,313	92
San Francisco**	223	230	96	768	596	128	1,405	1,024	137	1,770	1,318	129
Denver	214	147	145	502	306	164	1,122	800	140	1,352	1,078	125
Portland	203	131	154	486	328	148	1,016	719	141	1,609	1,054	153
Seattle**	174	142	122	524	471	111	1,098	656	167	1,299	1,063	122

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of Census; 1981—annual survey of government finances.

Table A-10
**PER CAPITA NONEDUCATION EXPENDITURES, CENTRAL CITIES (CC) AND SUBURBS (OCC),
 37 LARGEST SMSAs,
 1957, 1970, 1977 AND 1981***

Region and City	1957			1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$135	\$ 74	202%	\$341	\$174	207%	\$ 714	\$388	201%	\$1,023	\$ 586	184%
EAST	153	83	197	427	193	230	893	429	243	1,197	631	195
Washington, DC	189	47	402	745	181	411	1,640	527	311	2,523	581	434
Baltimore	140	71	197	416	134	310	1,030	203	507	1,136	458	248
Boston	224	113	198	392	188	208	827	347	238	962	563	171
Newark	167	93	179	519	236	219	1,036	464	223	1,340	727	184
Paterson**	99	76	130	240	221	108	475	385	123	745	530	141
Buffalo	141	111	127	363	259	140	905	772	117	1,177	907	130
New York	194	120	161	679	312	217	1,211	715	169	1,597	1,060	151
Rochester	147	104	141	474	224	211	805	540	149	1,293	706	183
Philadelphia	116	66	175	321	122	263	624	381	163	1,031	474	218
Pittsburgh	147	64	229	296	129	229	692	236	293	918	597	154
Providence**	114	49	232	253	119	212	581	154	377	442	340	130
MIDWEST	134	71	209	316	156	212	679	358	193	953	546	185
Chicago	154	56	275	320	147	217	577	351	164	925	546	165
Indianapolis	116	32	362	211	112	188	415	252	164	689	319	216
Detroit	140	86	162	297	201	147	693	462	150	1,204	665	181
Minneapolis**	130	92	141	386	236	163	1,051	439	239	1,255	754	166
Kansas City	123	57	215	316	153	206	546	377	144	824	584	141
St. Louis	103	53	194	287	105	273	604	234	258	877	405	217
Cincinnati	165	62	266	418	131	319	968	375	258	1,007	345	292
Cleveland	133	108	123	302	173	174	759	402	188	1,033	732	141
Columbus	114	62	183	265	111	238	480	264	181	833	419	199
Dayton	120	51	235	291	120	242	654	289	226	920	478	192
Milwaukee	178	125	142	379	236	160	720	482	149	958	743	124
SOUTH	108	54	227	225	128	187	530	334	168	852	473	190
Miami	156	99	157	279	185	150	720	544	132	1,065	787	135
Tampa**	112	42	266	210	128	164	643	283	227	832	429	194
Atlanta	103	47	219	336	124	270	793	333	238	1,438	484	297
Louisville	100	43	232	262	90	291	545	216	252	830	320	259
New Orleans	117	81	144	208	202	102	419	396	105	713	507	141
Dallas	119	44	270	210	123	170	376	326	115	689	492	140
Houston	90	61	147	165	122	135	412	364	113	709	520	136
San Antonio	65	17	382	129	60	215	335	207	161	542	248	219
WEST	140	88	171	380	227	186	749	436	184	1,049	709	156
Los Angeles**	169	110	153	431	303	142	799	530	150	1,012	812	125
San Bernardino**	149	112	133	368	290	126	623	573	108	1,059	831	127
San Diego	119	99	120	298	245	121	547	404	135	811	831	98
San Francisco**	158	118	133	559	332	168	1,013	624	162	1,429	947	151
Denver	141	73	193	332	111	299	800	340	235	930	526	177
Portland	128	51	250	298	115	259	648	280	231	1,160	494	235
Seattle**	117	55	212	374	196	190	613	302	269	941	521	181

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from Bureau of the Census; 1981—annual survey of government finances.

Table A-11
**PER CAPITA EDUCATION EXPENDITURES, CENTRAL CITIES (CC) AND SUBURBS (OCC), 37
 LARGEST SMSAs,
 1957, 1970, 1977 AND 1981 ***

Region and City	CC	1957 OCC	CC/OCC	CC	1970 OCC	CC/OCC	CC	1977 OCC	CC/OCC	CC	1981 OCC	CC/OCC
United States	\$ 61	\$ 80	80%	\$183	\$211	86%	\$346	\$372	93%	\$420	\$471	91%
EAST	54	83	68	186	226	84	379	403	95	447	517	88
Washington, DC	50	84	59	261	244	106	477	445	107	461	503	92
Baltimore	59	71	83	222	215	103	366	328	111	394	452	87
Boston	49	68	72	139	177	78	433	383	113	482	481	100
Newark	76	88	86	216	205	105	454	383	118	595	502	119
Paterson**	56	81	69	141	197	71	300	382	78	417	484	86
Buffalo	52	99	52	165	261	63	362	429	84	466	542	86
New York	63	140	45	215	332	64	408	617	66	392	752	52
Rochester	53	92	57	225	325	69	471	472	99	576	619	93
Philadelphia	49	72	68	174	203	85	301	384	78	361	505	71
Pittsburgh	41	64	64	154	180	85	324	321	100	376	465	81
Providence**	46	50	92	139	146	95	276	294	93	392	377	104
MIDWEST	56	81	73	182	204	84	350	368	95	434	465	94
Chicago	48	86	55	158	199	79	376	395	95	405	473	86
Indianapolis	62	75	82	144	194	74	304	321	94	449	357	126
Detroit	62	114	54	177	261	67	329	436	75	536	551	97
Minneapolis**	55	96	57	154	284	54	347	388	89	408	527	77
Kansas City	63	55	114	169	194	87	309	335	92	360	446	81
St. Louis	46	71	64	176	187	94	314	322	97	385	420	92
Cincinnati	81	55	147	153	131	116	283	341	82	326	418	78
Cleveland	50	85	58	210	195	107	430	387	111	529	448	118
Columbus	52	94	55	133	179	74	317	392	80	369	480	77
Dayton	47	78	60	165	171	96	444	329	134	517	462	112
Milwaukee	51	85	60	183	250	73	400	398	100	486	528	92
SOUTH	57	70	89	170	179	95	275	294	93	352	400	91
Miami	70	70	100	202	202	100	351	351	100	378	378	100
Tampa**	47	47	100	162	162	100	286	286	100	356	347	103
Atlanta	55	53	103	218	191	114	321	296	108	483	404	120
Louisville	62	71	87	246	212	116	180	267	67	279	371	75
New Orleans	46	39	117	128	123	104	195	228	85	316	338	93
Dallas	65	64	101	142	156	91	263	331	79	333	412	79
Houston	65	126	51	140	185	75	292	340	85	306	595	51
San Antonio	48	87	55	123	198	62	311	256	121	364	344	106
WEST	84	88	97	195	233	84	370	416	89	437	493	90
Los Angeles**	98	93	105	193	226	85	422	399	105	458	452	101
San Bernardino**	147	80	183	267	232	115	387	444	87	623	428	146
San Diego	72	90	80	186	227	81	416	416	100	398	482	83
San Francisco**	65	112	58	209	264	79	392	400	98	350	436	80
Denver	73	74	98	170	195	87	321	459	69	421	551	76
Portland	75	80	93	188	213	88	368	439	83	449	560	80
Seattle**	57	87	65	150	275	54	285	353	80	359	542	66

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of the Census, 1981—annual survey of government finances.

Table A-12

**EDUCATION EXPENDITURES AS A PERCENT OF TOTAL EXPENDITURES, CENTRAL CITIES
(CC) AND SUBURBS (OCC), 37 LARGEST SMSAs,
1957, 1970, 1977 AND 1981***

Region and City	1957			1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	31%	53%	60%	35%	55%	65%	33%	50%	67%	29%	45%	67%
EAST	26	50	53	31	54	69	30	50	62	26	40	64
Washington, DC	20	64	32	25	57	45	22	45	49	15	46	33
Baltimore	29	50	59	34	61	56	26	61	42	26	50	52
Boston	17	37	47	26	48	53	34	52	65	33	46	72
Newark	31	48	64	29	46	63	30	45	67	31	41	75
Paterson**	36	51	70	37	47	78	38	49	77	36	48	75
Buffalo	26	47	57	31	50	62	28	35	79	28	35	76
New York	24	53	45	24	51	46	25	46	54	20	42	47
Rochester	26	46	56	32	59	54	36	46	79	31	34	66
Philadelphia	29	52	56	35	62	56	32	50	64	26	52	50
Pittsburgh	21	50	43	34	58	58	31	57	55	29	44	66
Providence**	28	50	56	35	55	64	32	65	49	47	53	89
MIDWEST	29	54	55	34	56	61	34	51	67	31	47	68
Chicago	23	60	39	33	57	57	39	52	74	30	46	67
Indianapolis	34	70	49	40	63	63	42	56	75	39	53	75
Detroit	30	57	53	37	56	66	32	48	66	31	45	68
Minneapolis**	29	51	58	28	54	52	24	46	52	25	41	60
Kansas City	33	49	68	34	55	62	36	47	76	30	43	70
St. Louis	30	57	53	38	64	59	34	57	59	31	51	60
Cincinnati	32	47	70	26	50	52	22	47	47	24	55	45
Cleveland	27	44	62	41	52	77	36	49	73	34	38	89
Columbus	31	60	51	33	61	54	39	59	66	31	54	57
Dayton	28	60	46	36	58	61	40	53	76	36	49	73
Milwaukee	22	40	55	32	51	63	35	45	78	34	41	81
SOUTH	35	56	64	43	58	66	34	47	74	30	47	65
Miami	30	41	74	41	52	80	32	39	83	26	32	81
Tampa**	29	52	55	43	56	77	30	50	61	30	45	67
Atlanta	34	53	65	39	60	64	28	46	61	25	45	55
Louisville	38	62	61	48	70	68	24	55	44	24	54	47
New Orleans	28	32	86	38	37	101	31	36	86	31	40	77
Dallas	35	59	59	40	55	72	41	50	81	33	46	71
Houston	41	67	62	45	60	76	41	48	85	30	54	56
San Antonio	42	83	50	48	76	73	48	55	87	40	58	69
WEST	36	50	74	34	52	67	33	49	68	30	42	74
Los Angeles**	36	45	80	30	42	72	34	42	80	31	36	87
San Bernardino**	49	41	119	42	44	94	38	43	87	37	34	109
San Diego	37	47	79	38	48	79	43	50	85	33	37	90
San Francisco**	29	48	59	27	44	61	27	39	71	20	32	62
Denver	34	50	67	33	63	53	28	57	49	31	51	61
Portland	36	61	60	38	64	59	36	61	59	28	53	53
Seattle**	32	61	53	28	58	49	25	53	48	28	51	54

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of the Census; 1981—annual survey of government finances.

Table A-13
**PER CAPITA TAX REVENUE, CENTRAL CITIES (CC) AND SUBURBS (OCC),
 37 LARGEST SMSAs, 1957, 1970, 1977 AND 1981***

Region and City	1957			1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$117	\$ 80	157%	\$258	\$190	140%	\$ 453	\$364	129%	\$ 556	\$449	129%
EAST	135	101	142	301	236	130	533	453	120	712	574	129
Washington, DC	185	75	246	516	231	233	1,052	482	218	1,772	592	299
Baltimore	105	62	169	221	195	113	349	256	136	442	449	98
Boston	161	116	138	369	263	140	707	514	137	881	706	125
Newark	178	139	128	352	294	119	543	585	92	457	603	76
Paterson**	118	116	101	221	278	79	348	567	61	347	649	53
Buffalo	116	112	103	236	238	99	429	460	93	498	619	80
New York	167	153	109	384	356	107	812	721	112	1,053	982	107
Rochester	122	119	102	272	240	113	459	442	103	669	597	112
Philadelphia	115	74	155	250	180	138	472	357	132	650	402	162
Pittsburgh	113	68	166	294	161	182	344	284	121	581	316	184
Providence**	109	73	149	196	165	118	352	314	112	486	403	121
MIDWEST	115	79	150	253	177	143	414	310	138	505	432	124
Chicago	138	99	139	244	251	97	433	436	99	514	662	78
Indianapolis	106	68	155	226	151	149	296	201	147	386	266	145
Detroit	127	95	133	255	210	121	401	414	96	510	601	85
Minneapolis**	115	75	153	227	152	149	423	313	135	458	367	125
Kansas City	105	69	152	253	157	161	469	316	148	634	392	162
St. Louis	98	75	130	267	174	153	461	294	156	569	384	148
Cincinnati	137	65	210	251	134	187	435	254	171	563	371	173
Cleveland	106	98	108	196	230	85	444	394	112	605	550	110
Columbus	80	72	111	198	162	122	319	270	118	393	396	99
Dayton	126	52	242	264	143	184	497	275	180	525	347	151
Milwaukee	126	104	121	306	179	170	381	242	157	397	456	86
SOUTH	88	53	183	183	118	158	340	254	134	478	351	142
Miami	132	94	140	221	160	138	377	317	118	591	412	143
Tampa**	78	47	165	170	95	178	281	167	168	350	224	156
Atlanta	98	44	222	252	122	206	544	298	182	734	355	207
Louisville	92	59	155	181	119	152	320	226	141	447	248	180
New Orleans	62	28	221	148	93	159	245	222	110	413	334	124
Dallas	101	43	234	211	107	197	369	294	125	521	362	144
Houston	85	70	121	181	172	105	384	346	111	526	632	83
San Antonio	54	26	207	102	77	132	199	163	122	243	242	100
WEST	125	79	162	281	218	130	518	433	121	480	390	124
Los Angeles**	155	102	151	329	272	120	631	514	122	447	340	131
San Bernardino**	141	81	174	261	257	101	417	450	92	384	320	120
San Diego	93	76	122	206	196	104	429	407	105	358	337	106
San Francisco**	140	111	126	436	305	142	703	607	115	565	438	129
Denver	131	68	192	272	180	151	601	408	147	508	525	97
Portland	135	66	204	260	153	169	473	392	120	658	467	141
Seattle**	81	48	168	203	163	124	372	255	145	438	302	145

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of Census; 1981—annual survey of government finances.

Table A-14
**PER CAPITA STATE AND FEDERAL AID, CENTRAL CITIES (CC) AND SUBURBS (OCC),
 37 LARGEST SMSAs, 1957, 1970, 1977 AND 1981***

Region and City	1957			1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 40	\$40	101%	\$164	\$126	138%	\$ 490	\$306	167%	\$ 705	\$451	163%
EAST	39	36	108	257	128	197	655	305	233	858	445	200
Washington, DC	45	42	107	358	118	303	1,167	281	415	1,315	443	297
Baltimore	64	44	145	324	127	259	871	199	437	1,121	329	341
Boston	77	43	179	224	73	307	585	245	238	802	454	177
Newark	25	19	131	276	102	271	902	233	387	1,334	448	298
Paterson**	18	18	100	131	56	234	304	162	187	602	280	215
Buffalo	45	57	78	207	226	92	809	605	133	952	695	137
New York	56	50	112	385	216	178	916	421	217	994	599	166
Rochester	42	55	76	235	238	99	621	487	127	779	580	134
Philadelphia	19	24	79	134	88	152	443	252	175	553	447	124
Pittsburgh	17	30	56	111	95	117	350	261	134	644	377	171
Providence**	22	18	122	111	71	156	245	207	118	339	246	138
MIDWEST	38	36	109	130	113	124	452	296	155	687	408	172
Chicago	29	19	152	146	86	170	314	235	133	692	343	202
Indianapolis	33	26	126	85	93	91	352	226	155	617	303	204
Detroit	61	57	107	189	131	144	639	336	190	1,405	376	374
Minneapolis**	39	43	90	177	228	78	650	444	146	893	649	138
Kansas City	18	26	69	90	100	90	322	244	131	426	366	116
St. Louis	17	22	77	99	83	119	404	189	213	673	320	210
Cincinnati	43	25	172	171	77	222	474	265	178	540	371	146
Cleveland	34	32	106	87	66	132	479	291	164	743	429	173
Columbus	39	39	100	75	77	97	293	321	91	487	376	130
Dayton	40	42	95	108	83	130	417	259	161	580	403	144
Milwaukee	64	61	104	199	224	89	635	446	142	862	550	157
SOUTH	24	32	79	96	98	96	267	239	142	485	365	135
Miami	21	21	100	137	129	106	519	335	154	615	512	120
Tampa**	27	23	117	119	108	110	409	267	153	529	360	147
Atlanta	22	24	91	97	95	102	544	235	231	656	338	194
Louisville	18	27	66	108	94	115	346	233	148	503	325	155
New Orleans	51	53	96	100	116	86	305	215	141	532	288	185
Dallas	20	32	62	54	70	77	173	224	77	298	292	102
Houston	18	41	43	61	73	84	175	179	97	260	351	74
San Antonio	18	33	54	89	96	93	311	225	138	483	453	107
WEST	63	63	100	199	172	115	449	401	113	748	624	120
Los Angeles**	75	80	93	209	227	92	530	506	104	951	882	108
San Bernardino**	105	73	143	278	215	129	534	510	104	1,045	759	138
San Diego	58	64	90	194	202	96	422	409	103	659	684	96
San Francisco**	66	79	83	298	201	148	513	455	112	1,082	743	145
Denver	52	46	113	149	94	159	412	289	142	468	378	124
Portland	38	42	90	125	102	123	319	308	103	468	385	122
Seattle**	48	54	88	137	162	85	413	328	125	560	537	104

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of the Census; 1981—annual survey of government finances.

Table A-15
**TOTAL AID AS A PERCENT OF TOTAL EXPENDITURES, CENTRAL CITIES (CC) AND
 SUBURBS (OCC), 37 LARGEST SMSAs, 1957, 1970, 1977 AND 1981***

Region and City	1957			1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	19%	26%	77%	31%	33%	100%	44%	40%	115%	48%	43%	117%
EAST	18	22	84	35	31	134	49	36	144	52	39	139
Washington, DC	18	32	58	35	27	128	55	28	190	44	41	107
Baltimore	32	30	103	50	36	139	62	37	166	73	36	202
Boston	28	23	118	42	20	210	46	33	138	56	44	127
Newark	10	10	98	37	23	162	60	27	220	69	36	189
Paterson**	11	11	101	34	13	256	39	21	185	52	28	188
Buffalo	23	27	85	39	43	90	63	50	126	38	44	121
New York	21	19	113	43	33	128	56	31	179	50	33	179
Rochester	21	28	74	33	43	77	48	48	101	42	44	95
Philadelphia	11	17	66	27	27	99	47	32	145	40	46	87
Pittsburgh	9	23	38	24	30	80	34	46	73	61	35	140
Providence**	13	18	75	28	26	105	28	46	62	41	34	118
MIDWEST	20	24	85	26	32	89	43	40	110	51	41	131
Chicago	14	13	107	30	24	122	32	31	104	52	33	157
Indianapolis	18	24	76	23	30	78	48	39	124	54	45	121
Detroit	30	28	105	39	28	140	62	37	167	80	29	261
Minneapolis**	21	22	92	32	43	74	46	53	86	54	51	106
Kansas City	9	23	41	18	28	64	37	34	109	36	36	101
St. Louis	11	17	64	21	28	75	44	33	129	53	39	137
Cincinnati	17	21	81	29	29	100	37	36	102	41	49	83
Cleveland	18	16	112	16	17	94	40	36	109	48	36	130
Columbus	23	25	93	18	26	70	36	48	75	41	42	96
Dayton	23	32	73	23	28	83	37	41	90	40	43	94
Milwaukee	27	29	96	35	46	76	56	50	111	66	43	154
SOUTH	15	27	56	24	32	77	42	39	109	41	44	97
Miami	9	12	74	28	33	85	48	37	129	43	44	96
Tampa**	16	25	65	31	37	85	44	46	93	45	46	96
Atlanta	13	24	58	17	30	58	48	37	130	34	38	90
Louisville	11	23	46	21	31	68	47	48	98	45	47	96
New Orleans	31	44	70	29	35	83	49	34	144	52	34	151
Dallas	10	29	36	15	25	61	27	34	79	29	32	91
Houston	11	21	52	20	23	84	24	25	97	26	31	81
San Antonio	15	31	50	35	37	94	48	48	99	53	77	70
WEST	28	35	78	34	37	92	40	46	86	50	51	97
Los Angeles**	28	39	71	33	42	78	43	54	79	65	70	93
San Bernardino**	35	38	93	43	41	106	52	50	105	62	60	103
San Diego	30	33	89	40	42	93	43	49	87	55	52	105
San Francisco**	29	34	86	38	33	115	36	44	82	61	54	113
Denver	24	31	77	29	30	96	36	36	101	35	35	99
Portland	18	32	58	25	31	82	31	42	73	29	37	80
Seattle**	27	38	72	26	34	76	37	50	75	43	51	85

*Unweighted averages.

**Multiple central cities.

SOURCE: 1957 and 1970—ACIR, *City Financial Emergencies*, A-42, Washington, DC, U.S. Government Printing Office, 1973; 1977—unpublished data from the Bureau of Census; annual survey of government finances.

Table A-16
**PER CAPITA DIRECT FEDERAL AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 28	\$ 9	552%	\$ 155	\$ 46	400%	\$ 200	\$ 68	352%
EAST	51	8	810	232	53	459	261	74	350
Hartford	21	11	190	296	22	1,345	273	42	650
Washington, DC	358	26	1,376	1,167	86	1,356	1,315	199	661
Baltimore	33	9	366	239	31	770	346	80	432
Boston	74	7	1,057	235	71	330	244	166	147
Springfield, MA**	18	9	200	109	51	213	120	66	182
Jersey City	4	12	33	119	91	130	97	62	156
Newark	81	4	2,025	215	41	524	273	74	369
Paterson**	13	1	1,300	77	37	208	93	30	310
Albany	16	4	400	110	44	250	96	40	240
Buffalo	9	6	150	328	73	449	244	46	530
New York	20	5	400	127	29	437	166	55	302
Rochester	44	2	2,200	165	48	343	221	40	552
Syracuse	38	2	1,900	123	38	323	175	46	380
Philadelphia	25	4	625	159	62	256	126	92	137
Pittsburgh	30	9	333	124	54	229	259	71	365
Providence**	36	9	400	111	62	179	125	67	187
MIDWEST	22	6	841	139	38	395	228	59	467
Chicago	39	2	1,950	130	41	317	265	104	255
Gary**	20	1	2,000	50	25	200	229	27	848
Indianapolis	4	1	400	91	13	700	186	14	1,329
Wichita	14	12	116	86	53	162	151	32	472
Detroit	36	5	720	209	71	294	446	94	474
Flint	29	3	966	192	36	533	467	54	865
Grand Rapids	10	1	1,000	202	39	517	180	39	462
Minneapolis**	19	2	950	219	34	644	238	67	355
Kansas City	18	12	150	193	68	283	224	92	243
St. Louis	33	5	660	198	28	707	286	73	392
Omaha	13	33	39	121	61	198	157	74	212
Akron	24	1	2,400	108	23	469	169	27	626
Cincinnati	50	18	277	235	45	522	231	62	373
Cleveland	9	2	450	176	34	517	296	104	265
Columbus	13	3	433	82	20	410	144	39	369
Dayton	43	7	614	108	32	337	183	59	310
Toledo	13	5	260	105	40	262	188	51	369
Youngstown**	14	1	1,400	57	29	196	132	29	455
Milwaukee	12	1	1,200	87	38	228	152	89	171

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-16 (continued)
**PER CAPITA DIRECT FEDERAL AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 20	\$12	243%	\$ 130	\$46	374%	\$ 166	\$ 73	324%
Birmingham	33	6	550	151	50	302	200	64	313
Mobile	13	5	260	71	42	169	214	57	375
Jacksonville	9	—	—	92	—	—	76	—	—
Miami	32	24	133	136	121	112	228	182	125
Tampa**	15	5	300	163	57	285	194	71	273
Atlanta	19	8	237	327	90	363	349	126	277
Louisville	49	6	816	235	44	534	271	42	645
New Orleans	15	9	166	116	35	331	222	39	569
Oklahoma City	15	15	100	191	13	1,469	169	28	604
Tulsa	17	8	212	130	37	351	81	40	202
Knoxville	41	32	128	76	67	113	135	44	307
Memphis	12	14	85	96	39	246	121	40	302
Nashville	31	8	387	82	16	512	169	36	469
Dallas	6	3	200	65	30	216	84	30	280
Fort Worth	12	12	100	111	25	444	109	31	352
Houston	4	1	400	48	24	200	81	68	119
San Antonio	16	21	76	105	51	205	153	184	83
Norfolk**	34	21	161	181	27	670	141	193	73
Richmond	7	14	50	103	52	198	162	35	463
WEST	20	10	238	124	50	370	141	67	227
Phoenix	5	25	20	93	44	211	123	49	251
Anaheim**	3	5	60	64	19	336	81	76	107
Fresno	15	4	375	125	7	1,785	135	47	287
Los Angeles**	7	5	140	115	47	244	160	90	178
Sacramento	30	13	230	131	81	161	184	76	242
San Bernardino**	22	13	169	86	54	159	127	83	153
San Diego	13	13	100	98	42	233	108	53	204
San Francisco**	76	10	760	224	58	386	273	89	307
San Jose	7	7	100	126	63	200	82	86	95
Denver	32	7	457	151	36	419	147	46	320
Honolulu	9	—	—	129	—	—	116	—	—
Portland	21	7	300	142	95	149	194	51	380
Salt Lake City	13	10	130	75	51	147	97	38	255
Seattle**	20	8	250	181	48	377	140	82	171

Table A-17
**PER CAPITA STATE AID*, 68 LARGEST SMSAs,
 1970, 1977 AND 1981****

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$123	\$122	107%	\$297	\$255	127%	\$441	\$372	126%
EAST	164	131	142	420	263	192	603	389	171
Hartford	98	87	112	292	117	249	514	169	304
Washington, DC	—	92	—	—	195	—	—	244	—
Baltimore	296	118	250	632	168	376	774	249	311
Boston	150	66	227	350	174	201	558	288	194
Springfield, MA***	95	62	153	175	137	127	403	211	191
Jersey City	126	87	144	520	116	448	817	554	147
Newark	195	98	198	687	192	357	1,061	374	284
Paterson***	118	55	214	227	125	181	509	250	204
Albany	192	245	78	484	555	87	655	656	100
Buffalo	198	220	90	481	532	90	708	649	109
New York	365	211	172	789	392	201	828	544	152
Rochester	191	236	80	456	439	103	558	540	103
Syracuse	170	280	60	563	516	109	636	653	97
Philadelphia	109	84	129	284	190	149	427	355	120
Pittsburgh	81	86	94	226	207	109	385	306	126
Providence***	75	62	120	134	145	92	214	179	120
MIDWEST	104	108	101	285	250	114	413	322	133
Chicago	107	84	127	301	194	155	427	239	179
Gary***	114	97	117	313	300	104	496	395	126
Indianapolis	81	92	88	261	213	122	431	289	149
Wichita	132	125	105	189	218	86	236	359	66
Detroit	153	126	121	430	265	162	598	282	212
Flint	156	146	106	350	266	131	519	205	253
Grand Rapids	143	124	115	337	239	141	480	233	206
Minneapolis***	158	226	69	431	410	105	655	582	113
Kansas City	72	88	81	129	176	73	202	274	74
St. Louis	66	78	84	206	161	127	388	247	157
Omaha	92	100	92	149	280	53	217	338	64
Akron	62	103	60	254	220	115	341	326	105
Cincinnati	121	61	198	239	220	108	309	309	100
Cleveland	78	64	121	303	257	117	447	326	137
Columbus	62	74	83	211	301	70	343	337	102
Dayton	65	76	85	309	227	136	398	344	116
Toledo	73	104	70	221	210	105	319	262	122
Youngstown***	59	59	100	232	192	120	328	318	103
Milwaukee	187	223	83	548	408	134	710	460	154

Table A-17 (continued)
**PER CAPITA STATE AID*, 68 LARGEST SMSAs,
 1970, 1977 AND 1981****

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 83	\$ 89	91%	\$194	\$179	108%	\$275	\$265	101%
Birmingham	91	108	84	164	162	101	243	250	97
Mobile	85	83	102	149	161	92	257	241	107
Jacksonville	121	—	—	304	—	—	458	—	—
Miami	105	105	100	383	214	178	388	330	118
Tampa***	104	103	100	246	210	117	335	290	116
Atlanta	78	87	89	217	145	149	307	212	145
Louisville	59	88	67	111	189	58	232	282	82
New Orleans	85	107	79	189	180	105	310	250	124
Oklahoma City	57	85	67	116	210	55	207	276	75
Tulsa	50	93	53	129	268	48	210	365	58
Knoxville	88	74	118	199	138	144	210	205	102
Memphis	87	110	79	168	149	112	229	250	92
Nashville	72	82	87	157	137	114	193	180	107
Dallas	48	67	71	108	194	55	214	262	82
Fort Worth	61	67	91	195	142	137	243	252	96
Houston	57	72	79	127	155	81	179	283	63
San Antonio	73	74	98	206	174	118	330	269	123
Norfolk***	130	104	125	244	236	103	329	319	103
Richmond	128	90	142	274	166	165	344	257	134
WEST	161	178	97	323	355	96	533	573	98
Phoenix	116	182	63	310	333	93	463	406	114
Anaheim***	154	162	95	322	315	102	492	524	94
Fresno	281	271	103	506	482	104	759	813	93
Los Angeles***	202	222	90	415	459	90	791	792	100
Sacramento	221	229	96	619	398	155	764	744	103
San Bernardino***	256	202	126	448	456	98	918	676	136
San Diego	181	189	95	324	367	88	551	630	87
San Francisco***	222	191	116	289	397	72	809	655	124
San Jose	200	197	101	452	384	117	683	739	92
Denver	117	87	134	261	253	103	321	332	97
Honolulu	20	—	—	18	—	—	23	—	—
Portland	104	95	109	177	213	83	274	334	82
Salt Lake City	64	128	50	153	277	55	196	346	57
Seattle***	117	154	75	232	280	82	419	455	92

*Includes federal pass-through aid.

**Unweighted averages.

***Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-18
**PER CAPITA TOTAL EDUCATION AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 64	\$ 85	82%	\$163	\$171	106%	\$261	\$257	113%
EAST	66	87	95	177	148	152	263	209	146
Hartford	51	68	75	153	80	191	311	128	243
Washington, DC	49	83	59	76	132	57	97	172	56
Baltimore	75	81	92	233	84	277	277	189	147
Boston	24	39	61	227	142	159	296	138	214
Springfield, MA**	49	37	132	144	100	144	272	116	234
Jersey City	42	28	150	207	67	308	320	214	150
Newark	84	39	215	378	96	393	477	150	318
Paterson**	42	34	123	153	71	215	226	93	243
Albany	84	158	53	143	195	73	180	307	59
Buffalo	94	138	68	199	242	82	322	313	103
New York	101	137	73	173	219	78	241	274	88
Rochester	98	162	60	173	265	65	336	309	109
Syracuse	71	202	35	171	299	57	255	377	68
Philadelphia	95	64	148	188	132	142	259	209	124
Pittsburgh	64	76	84	132	147	89	191	213	90
Providence**	37	45	82	85	93	91	152	146	104
MIDWEST	52	68	78	164	173	99	265	232	124
Chicago	63	56	112	233	142	164	329	166	198
Gary**	70	61	114	182	180	101	302	264	114
Indianapolis	52	69	75	145	179	81	264	229	115
Wichita	76	84	90	163	198	82	183	370	49
Detroit	95	89	106	186	153	121	347	223	156
Flint	99	107	92	198	191	103	536	200	168
Grand Rapids	80	82	97	225	166	135	309	113	273
Minneapolis**	51	118	43	173	247	70	433	322	134
Kansas City	51	80	63	110	156	70	224	279	80
St. Louis	52	73	71	162	137	118	258	203	127
Omaha	39	75	52	66	227	29	132	296	45
Akron	31	43	72	156	140	111	222	218	102
Cincinnati	36	70	51	131	180	72	168	231	73
Cleveland	36	33	109	187	172	108	287	203	141
Columbus	25	47	53	125	230	54	212	215	99
Dayton	40	60	66	201	154	130	292	255	115
Toledo	30	53	56	131	133	98	212	156	136
Youngstown**	30	37	81	143	132	108	216	230	94
Milwaukee	40	57	70	208	179	116	317	230	138

Table A-18 (continued)
**PER CAPITA TOTAL EDUCATION AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 68	\$ 81	81%	\$138	\$159	86%	\$218	\$239	90%
Birmingham	66	72	91	133	137	97	203	209	97
Mobile	60	60	100	131	137	95	220	223	99
Jacksonville	121	—	—	241	—	—	359	—	—
Miami	120	120	100	211	211	100	285	285	100
Tampa**	101	101	100	185	185	100	272	261	104
Atlanta	69	79	87	152	135	112	212	198	107
Louisville	46	88	52	86	160	53	177	236	75
New Orleans	59	75	78	132	137	96	232	206	113
Oklahoma City	51	87	58	89	198	44	183	254	72
Tulsa	49	65	75	99	231	42	181	330	55
Knoxville	58	78	74	111	124	89	178	169	105
Memphis	63	89	70	120	149	80	161	196	82
Nashville	65	57	97	111	123	90	127	136	93
Dallas	46	65	70	100	176	56	202	255	79
Fort Worth	68	68	100	196	136	144	234	243	96
Houston	56	70	80	119	151	78	167	285	59
San Antonio	77	86	89	209	198	105	327	278	118
Norfolk**	77	115	66	110	150	73	250	337	74
Richmond	49	88	55	87	125	69	177	199	89
WEST	72	110	73	179	212	91	309	381	87
Phoenix	79	140	56	189	241	78	306	286	107
Anaheim**	79	108	73	169	198	85	331	341	97
Fresno	108	148	72	318	216	147	428	522	82
Los Angeles**	62	89	69	173	205	84	441	454	97
Sacramento	86	136	63	361	212	170	380	437	87
San Bernardino**	111	113	98	223	251	88	589	380	155
San Diego	88	86	102	189	227	83	315	414	76
San Francisco**	69	91	75	137	155	88	392	378	104
San Jose	96	114	84	241	193	124	384	467	82
Denver	49	67	73	118	204	57	167	263	63
Honolulu	0	—	—	0	—	—	0	—	—
Portland	61	69	88	123	174	70	194	267	73
Salt Lake City	61	134	45	109	248	43	137	350	39
Seattle**	60	141	42	151	230	65	267	389	69

*Unweighted average.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-19
**PER CAPITA TOTAL NONEDUCATION AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 85	\$ 46	257%	\$284	\$129	264%	\$377	\$188	253%
EAST	139	51	309	447	167	314	569	252	260
Hartford	68	30	226	435	58	750	475	83	572
Washington, DC	309	35	882	1,090	148	736	1,218	271	449
Baltimore	254	46	552	637	113	563	844	140	603
Boston	200	34	588	358	102	350	506	317	160
Springfield, MA**	64	34	188	139	88	157	251	160	157
Jersey City	88	71	123	432	139	310	594	421	141
Newark	192	63	304	524	137	382	857	299	287
Paterson**	89	22	404	150	90	166	375	188	199
Albany	122	91	134	451	404	111	570	390	146
Buffalo	113	88	128	610	363	168	630	382	165
New York	284	79	359	742	201	369	753	325	232
Rochester	137	76	180	446	222	200	443	272	163
Syracuse	137	80	171	513	254	201	556	275	202
Philadelphia	39	24	162	254	119	213	294	238	124
Pittsburgh	47	19	247	216	113	191	452	165	274
Providence**	74	26	284	159	113	140	285	100	285
MIDWEST	74	46	253	258	114	246	390	163	260
Chicago	83	30	276	198	92	215	363	177	205
Gary**	64	37	172	179	145	123	423	157	269
Indianapolis	33	24	137	206	45	457	353	73	484
Wichita	70	53	132	111	73	152	205	40	446
Detroit	94	42	223	451	182	247	697	235	297
Flint	86	42	204	343	110	311	688	160	430
Grand Rapids	73	43	169	313	111	281	351	159	221
Minneapolis**	126	110	114	477	197	242	645	327	197
Kansas City	39	20	195	211	87	242	262	126	208
St. Louis	47	10	470	241	50	482	416	118	353
Omaha	66	58	113	203	112	181	242	116	209
Akron	55	61	90	206	102	201	288	135	213
Cincinnati	135	9	1,500	333	83	401	371	140	265
Cleveland	51	33	154	291	118	246	456	227	201
Columbus	50	30	166	167	91	183	275	162	170
Dayton	68	23	295	215	103	208	289	148	195
Toledo	56	56	100	194	116	167	294	157	187
Youngstown**	43	23	186	144	89	161	243	115	211
Milwaukee	159	167	95	426	266	160	545	320	170

Table A-19 (continued)
**PER CAPITA TOTAL NONEDUCATION AID, 68 LARGEST SMSAs,
 1970, 1977 AND 1981***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 35	\$ 19	266%	\$185	\$ 65	317%	\$214	\$106	233%
Birmingham	58	42	138	182	74	245	192	104	185
Mobile	38	28	135	87	65	133	136	75	181
Jacksonville	9	—	—	154	—	—	176	—	—
Miami	17	9	188	307	123	249	331	227	146
Tampa**	18	7	257	222	80	277	257	99	260
Atlanta	28	16	175	392	98	400	444	140	317
Louisville	62	6	1,033	259	72	359	325	89	365
New Orleans	41	41	100	171	78	219	299	82	365
Oklahoma City	21	13	161	218	25	872	193	50	386
Tulsa	18	36	50	159	72	220	110	74	149
Knoxville	71	28	253	162	80	202	168	68	247
Memphis	36	35	102	143	39	366	190	94	202
Nashville	38	23	165	127	28	453	236	80	295
Dallas	8	5	160	72	47	153	96	36	267
Fort Worth	5	11	45	109	29	375	118	59	200
Houston	5	3	166	54	27	200	93	79	118
San Antonio	12	9	133	100	26	384	156	185	84
Norfolk**	87	10	870	314	112	280	219	266	82
Richmond	86	16	537	289	91	317	329	93	354
WEST	109	77	194	268	192	163	363	261	163
Phoenix	42	67	62	213	135	157	280	170	165
Anaheim**	78	59	132	217	136	159	242	259	93
Fresno	188	127	148	259	289	89	466	328	142
Los Angeles**	147	138	106	356	300	118	509	428	119
Sacramento	165	106	155	389	266	146	568	383	148
San Bernardino**	167	102	163	311	259	120	456	379	120
San Diego	106	116	91	232	182	127	344	270	127
San Francisco**	229	110	208	376	298	126	690	366	189
San Jose	111	90	123	337	252	133	381	358	106
Denver	100	27	370	293	84	348	301	115	262
Honolulu	29	—	—	147	—	—	116	—	—
Portland	64	33	193	194	133	145	275	118	233
Salt Lake City	16	4	400	118	79	149	155	72	215
Seattle**	77	21	366	260	98	265	294	149	197

*Unweighted average.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-20
**INDEX OF CHANGE: TOTAL AND SELECTED EXPENDITURES (AGGREGATES),
 68 LARGEST SMSAs, 1977-81***
 (1977 = 100)

Region and City	Change in Total Expenditures			Change in Noneducation Expenditures			Change in Education Expenditures		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	137	155	90	147	155	101	123	147	88
EAST	125	143	90	131	157	90	112	113	85
Hartford	117	147	79	123	124	99	106	155	68
Washington, DC	128	115	111	140	110	127	88	117	75
Baltimore	104	180	58	105	226	47	102	145	71
Boston	104	138	76	106	162	65	101	121	84
Springfield, MA**	122	162	75	129	202	64	113	134	84
Jersey City	147	149	99	156	137	114	123	173	71
New York	129	143	90	129	157	82	130	129	101
Paterson**	140	128	109	146	138	106	130	123	105
Albany	128	134	96	142	127	112	99	127	78
Buffalo	116	105	111	116	117	99	115	110	105
New York	117	133	88	126	148	85	92	119	77
Rochester	135	133	101	148	131	113	113	134	84
Syracuse	152	138	111	176	143	123	111	131	84
Philadelphia	141	128	110	155	124	125	113	132	85
Pittsburgh	120	189	64	125	253	50	110	143	76
Providence**	95	167	57	74	221	34	139	134	104
MIDWEST	139	144	97	149	149	104	123	134	93
Chicago	137	145	94	157	161	98	105	125	84
Gary**	160	149	107	182	131	139	135	161	84
Indianapolis	156	127	123	164	127	130	146	120	122
Wichita	216	152	143	280	114	246	125	177	71
Detroit	156	137	114	159	144	111	149	128	117
Flint	148	129	114	150	133	112	144	123	117
Grand Rapids	137	150	92	146	147	99	128	140	91
Minneapolis**	118	161	74	119	172	69	117	141	83
Kansas City	135	154	88	148	155	95	114	142	80
St. Louis	120	151	79	127	173	73	107	133	81
Omaha	115	172	67	114	194	59	116	126	92
Akron	135	144	94	141	153	92	125	134	93
Cincinnati	100	112	89	98	92	106	108	129	84
Cleveland	120	148	82	125	182	69	113	114	99
Columbus	160	129	124	184	159	116	123	117	106
Dayton	133	150	89	143	165	86	118	138	85
Toledo	138	142	98	141	150	94	134	125	107
Youngstown**	128	139	92	136	134	102	117	142	82
Milwaukee	124	147	85	128	154	83	117	135	87

Table A-20 (continued)
**INDEX OF CHANGE: TOTAL AND SELECTED EXPENDITURES
 (AGGREGATES),
 68 LARGEST SMSAs, 1977-81 ***
 (1977 = 100)

Region and City	Change In Total Expenditures			Change In Noneducation Expenditures			Change In Education Expenditures		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	142	171	85	149	155	104	135	163	86
Birmingham	120	145	83	109	141	77	144	137	105
Mobile	136	166	82	129	124	104	151	191	79
Jacksonville	144	—	—	157	—	—	128	—	—
Miami	133	153	87	146	145	101	106	127	84
Tampa**	128	163	78	129	152	85	124	146	85
Atlanta	172	162	106	181	145	124	150	157	96
Louisville	138	153	90	138	148	93	140	148	94
New Orleans	161	153	105	163	128	127	155	168	93
Oklahoma	154	176	87	139	230	61	196	137	143
Tulsa	147	156	95	144	125	115	151	159	95
Knoxville	136	133	103	148	97	153	122	148	82
Memphis	163	166	98	182	106	172	129	192	67
Nashville	119	175	68	125	202	62	110	132	84
Dallas	170	164	104	195	151	129	135	151	90
Fort Worth	154	241	64	189	220	86	108	208	52
Houston	158	215	74	189	143	132	115	237	48
San Antonio	141	174	81	162	120	135	117	184	64
Norfolk**	117	226	52	107	251	43	138	161	86
Richmond	119	166	71	106	159	67	154	154	100
WEST	140	161	89	156	160	101	119	136	90
Phoenix	165	169	97	190	175	109	135	118	114
Anaheim**	145	143	101	163	169	96	122	105	116
Fresno	137	155	88	165	147	112	101	154	66
Los Angeles**	126	144	87	133	153	87	114	120	95
Sacramento	121	151	80	147	143	103	77	135	57
San Bernardino**	196	154	127	200	145	138	190	120	158
San Diego	139	189	74	165	206	80	106	137	78
San Francisco**	129	140	93	144	152	95	91	113	81
San Jose	124	142	87	166	140	118	101	114	89
Denver	124	158	78	119	155	77	134	141	95
Honolulu	102	—	—	102	—	—	—	—	—
Portland	153	179	85	172	176	98	118	156	75
Salt Lake City	179	175	102	206	151	137	133	168	80
Seattle**	120	195	61	177	173	68	128	185	69

*Unweighted average.

**Multiple centered cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1977 Census of Governments and 1981 annual survey of government finances.

Table A-21
**RELATIONSHIP BETWEEN INDEXES OF TOTAL TAX AND TOTAL
EXPENDITURE GROWTH (AGGREGATES), 68 LARGEST SMSAs, 1977-81***
(1977 = 100)

Region and City	CC		OCC		Tax/Expenditure	
	Tax	Expenditure	Tax	Expenditure	CC	OCC
United States	122	137	138	155	91	90
EAST	119	125	129	143	97	92
Hartford	121	117	145	147	103	99
Washington, DC	153	128	127	115	120	110
Baltimore	121	104	185	180	116	102
Boston	114	104	133	138	109	96
Springfield, MA**	104	122	144	162	85	89
Jersey City	79	147	112	149	54	75
Newark	84	129	102	143	65	71
Paterson**	93	140	111	128	67	87
Albany	115	128	142	134	90	106
Buffalo	104	116	117	105	90	112
New York	124	117	133	133	106	100
Rochester	134	135	138	133	100	103
Syracuse	129	152	125	138	85	91
Philadelphia	129	141	113	128	92	88
Pittsburgh	159	120	110	189	133	58
Providence**	135	95	134	167	142	80
MIDWEST	121	139	141	144	89	98
Chicago	116	137	159	145	85	109
Gary**	115	160	146	149	72	97
Indianapolis	129	156	143	127	82	112
Wichita	138	216	124	152	64	82
Detroit	117	156	147	137	75	107
Flint	132	148	148	129	90	114
Grand Rapids	152	137	172	150	111	115
Minneapolis**	108	118	122	161	91	76
Kansas City	132	135	132	154	98	86
St. Louis	108	120	133	151	90	88
Omaha	109	115	121	172	95	71
Akron	121	135	131	144	90	91
Cincinnati	122	100	135	112	122	121
Cleveland	125	120	138	148	104	93
Columbus	131	160	140	129	82	108
Dayton	107	133	124	150	81	83
Toledo	132	138	132	142	95	93
Youngstown**	102	128	128	139	80	92
Milwaukee	100	124	194	147	81	132

Table A-21 (continued)
**RELATIONSHIP BETWEEN INDEXES OF TOTAL TAX AND TOTAL
EXPENDITURE GROWTH (AGGREGATES), 68 LARGEST SMSAs, 1977-81***
(1977 = 100)

Region and City	CC		OCC		Tax/Expenditure	
	Tax	Expenditure	Tax	Expenditure	CC	OCC
SOUTH	139	142	163	171	98	96
Birmingham	138	120	161	145	115	112
Mobile	149	136	154	166	109	93
Jacksonville	128	144	—	—	89	—
Miami	155	133	153	153	116	100
Tampa**	125	128	161	163	97	99
Atlanta	135	172	137	162	78	85
Louisville	126	138	117	153	91	77
New Orleans	162	161	170	153	101	111
Oklahoma City	160	154	153	176	104	87
Tulsa	152	147	134	156	104	86
Knoxville	138	136	158	133	101	120
Memphis	132	163	198	166	81	119
Nashville	136	119	156	175	113	89
Dallas	150	170	145	164	88	89
Fort Worth	120	154	185	241	78	77
Houston	150	158	248	215	95	115
San Antonio	122	141	203	174	87	116
Norfolk**	133	117	147	226	114	65
Richmond	127	119	150	166	107	90
WEST	104	140	111	161	76	68
Phoenix	124	165	118	169	75	69
Anaheim**	91	145	94	143	63	66
Fresno	88	137	81	155	64	53
Los Angeles**	74	126	70	144	59	49
Sacramento	78	121	95	151	65	63
San Bernardino**	108	196	89	154	55	58
San Diego	93	139	98	189	66	52
San Francisco**	82	129	75	140	63	53
San Jose	87	124	93	142	70	65
Denver	87	124	151	158	70	95
Honolulu	144	102	—	—	141	—
Portland	134	153	146	179	88	81
Salt Lake City	150	179	181	175	84	103
Seattle**	119	120	143	195	100	73

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1977 Census of Governments and 1981 annual survey of government finances.

Table A-22
**INDEX OF CHANGE: REVENUES (AGGREGATES), 68 LARGEST SMSAs,
 1977-81***
 (1977 = 100)

Region and City	Change in Total Taxes			Change in Total Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	122	138	90	142	163	91
EAST	119	129	93	131	159	86
Hartford	121	145	83	135	168	80
Washington, DC	153	127	121	102	163	63
Baltimore	121	185	65	122	174	70
Boston	114	133	86	125	179	70
Springfield, MA	104	144	72	172	149	116
Jersey City	79	112	71	134	298	45
Newark	84	102	82	147	190	77
Paterson**	93	111	84	185	168	110
Albany	115	142	81	118	128	92
Buffalo	104	117	89	105	100	106
New York	124	133	93	103	139	74
Rochester	134	138	97	115	121	95
Syracuse	129	125	103	111	127	87
Philadelphia	129	113	114	117	178	66
Pittsburgh	159	110	145	174	143	121
Providence**	135	134	101	135	124	109
MIDWEST	121	141	87	145	141	105
Chicago	116	159	73	157	153	103
Gary**	115	146	79	184	139	132
Indianapolis	129	143	90	173	145	120
Wichita	138	124	111	147	155	95
Detroit	117	147	79	150	113	132
Flint	132	148	89	171	123	140
Grand Rapids	152	172	89	120	107	112
Minneapolis**	108	122	88	137	152	90
Kansas City	132	132	100	129	160	81
St. Louis	108	133	81	145	172	84
Omaha	109	121	90	117	149	78
Akron	121	131	92	134	146	91
Cincinnati	122	135	90	107	147	73
Cleveland	125	138	91	142	146	97
Columbus	131	140	93	176	112	158
Dayton	107	124	86	141	153	92
Toledo	132	132	100	150	133	113
Youngstown**	102	128	80	143	159	89
Milwaukee	100	194	52	131	125	104

Table A-22 (continued)
**INDEX OF CHANGE: REVENUES (AGGREGATES), 68 LARGEST SMSAs,
 1977-81***
 (1977 = 100)

Region and City	Change in Total Taxes			Change in Total Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	139	163	88	137	180	79
Birmingham	138	161	85	127	159	80
Mobile	149	154	96	160	166	97
Jacksonville	128	—	—	138	—	—
Miami	155	153	101	117	180	65
Tampa**	125	161	77	129	162	80
Atlanta	135	137	98	120	165	73
Louisville	126	117	108	131	149	88
New Orleans	162	170	95	167	152	110
Oklahoma City	160	153	104	134	150	89
Tulsa	152	134	114	121	159	77
Knoxville	138	158	87	118	143	83
Memphis	132	198	66	128	219	59
Nashville	136	156	87	160	164	98
Dallas	150	145	103	183	154	119
Fort Worth	120	185	65	120	205	59
Houston	150	248	60	163	266	61
San Antonio	122	203	60	156	275	57
Norfolk**	133	147	90	105	220	48
Richmond	127	150	85	129	151	86
WEST	104	111	95	158	178	91
Phoenix	124	118	105	169	159	106
Anaheim**	91	94	97	164	197	83
Fresno	88	81	109	169	187	90
Los Angeles**	74	70	106	188	185	102
Sacramento	78	95	83	133	196	68
San Bernardino**	108	89	122	231	186	124
San Diego	93	98	95	173	197	88
San Francisco**	82	75	110	216	169	128
San Jose	87	93	94	147	192	76
Denver	87	151	57	116	153	76
Honolulu	144	—	—	101	—	—
Portland	134	146	92	141	153	93
Salt Lake City	150	181	83	124	149	83
Seattle**	119	143	83	137	197	70

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1977 Census of Governments and 1981 annual survey of government finances.

Table A-23
**TOTAL AID AS A PERCENT OF EXPENDITURES (AGGREGATES),
 68 LARGEST SMSAs, 1970, 1977 AND 1981 ***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	30%	34%	91%	44%	41%	112%	46%	43%	112%
EAST	35	30	123	50	37	147	52	40	137
Hartford	23	24	96	44	21	202	51	25	205
Washington, DC	35	27	128	55	28	190	44	41	108
Baltimore	51	36	141	62	37	166	73	36	203
Boston	42	20	210	46	33	138	56	44	128
Springfield, MA **	28	22	125	36	37	97	51	34	150
Jersey City	28	27	103	65	25	255	60	51	116
Newark	37	23	162	60	27	220	69	36	189
Paterson**	34	13	256	39	21	185	52	28	188
Albany	43	50	86	55	58	95	51	56	92
Buffalo	39	43	90	63	50	126	58	48	121
New York	43	33	128	56	31	179	50	33	151
Rochester	33	43	77	48	48	101	42	44	95
Syracuse	37	48	77	64	52	122	47	48	97
Philadelphia	27	27	99	47	32	145	40	46	87
Pittsburgh	24	30	80	34	46	73	50	35	140
Providence**	28	26	105	28	46	62	41	34	119
MIDWEST	26	31	84	43	40	104	46	40	119
Chicago	30	24	122	45	31	143	52	33	157
Gary**	28	31	91	50	50	100	59	47	124
Indianapolis	23	30	78	48	39	124	54	45	121
Wichita	30	38	80	37	45	82	25	46	55
Detroit	40	28	141	62	37	167	60	31	194
Flint	24	33	74	38	41	92	45	40	112
Grand Rapids	35	34	102	55	44	126	49	32	154
Minneapolis**	32	43	74	46	53	86	54	51	106
Kansas City	18	28	64	37	34	109	36	36	101
St. Louis	21	28	75	44	33	129	53	39	137
Omaha	31	39	79	36	37	97	37	33	114
Akron	20	33	62	39	38	103	39	39	100
Cincinnati	29	30	97	37	36	102	41	49	83
Cleveland	16	17	94	40	36	109	48	36	131
Columbus	18	26	70	36	48	75	41	42	98
Dayton	23	28	83	37	41	90	40	43	94
Toledo	19	37	52	40	34	118	44	32	137
Youngstown**	21	25	85	42	41	103	48	47	101
Milwaukee	35	46	76	56	50	111	60	43	138

Table A-23 (continued)
**TOTAL AID AS A PERCENT OF EXPENDITURES (AGGREGATES),
 68 LARGEST SMSAs, 1970, 1977 AND 1981 ***

Region and City	1970			1977			1981		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	27%	39%	71%	41%	40%	104%	40%	43%	96%
Birmingham	37	46	79	43	42	102	46	46	99
Mobile	29	46	62	36	58	61	42	58	73
Jacksonville	42	—	—	53	—	—	51	—	—
Miami	28	33	85	48	37	129	43	44	97
Tampa**	31	37	85	44	46	93	45	46	96
Atlanta	17	30	58	48	37	130	34	38	90
Louisville	21	31	68	47	48	98	45	47	96
New Orleans	29	35	83	49	34	144	52	34	152
Oklahoma City	24	37	64	44	44	100	39	37	103
Tulsa	21	50	43	37	53	70	31	55	57
Knoxville	34	46	74	43	38	112	38	42	91
Memphis	26	51	51	39	28	138	31	37	83
Nashville	27	52	52	30	40	75	41	38	107
Dallas	15	25	61	27	34	79	29	32	91
Fort Worth	23	27	83	38	30	126	30	26	116
Houston	20	23	84	24	25	97	26	31	81
San Antonio	35	36	95	48	48	99	53	77	70
Norfolk**	36	42	84	56	46	123	51	45	114
Richmond	25	34	74	34	36	94	38	34	113
WEST	33	39	88	42	46	93	48	52	95
Phoenix	32	53	60	45	44	102	47	42	112
Anaheim**	38	44	85	45	38	118	52	53	98
Fresno	43	42	100	47	47	100	59	57	103
Los Angeles**	33	40	82	43	54	79	65	70	93
Sacramento	36	42	85	52	49	106	58	64	90
San Bernardino**	43	41	106	52	50	105	62	60	103
San Diego	40	42	94	43	49	87	55	52	105
San Francisco**	38	33	114	36	44	82	61	54	113
San Jose	37	33	112	48	40	119	57	54	105
Denver	29	30	96	36	36	101	35	35	99
Honolulu	14	—	—	34	—	—	34	—	—
Portland	25	31	82	31	42	73	29	37	80
Salt Lake City	25	48	51	34	55	62	24	47	51
Seattle**	26	34	76	37	50	75	43	51	85

*Unweighted averages.

**Multiple centered cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1977 Census of Governments and 1981 annual survey of government finances.

Table A-24

PER CAPITA NONEDUCATION AND EDUCATION EXPENDITURES, 85 LARGEST SMSAs, 1981

Region and City	Total Expenditures		Education Expenditures		Noneducation Expenditures	
	CC	OCC	CC	OCC	CC	OCC
United States	\$1,291	\$ 980	\$410	\$460	\$ 882	\$ 521
EAST	1,536	1,109	433	508	1,103	603
Bridgeport	1,027	909	352	457	676	452
Hartford	1,534	845	516	493	1,019	352
Washington, DC	2,984	1,084	461	503	2,523	581
Baltimore	1,530	910	394	452	1,136	458
Boston	1,444	1,043	482	481	962	563
Springfield, MA**	1,027	818	410	402	617	416
Worcester	1,254	881	431	443	823	447
Jersey City	1,536	1,205	371	471	1,165	734
Newark	1,936	1,229	595	502	1,340	727
Paterson**	1,162	1,014	417	484	745	530
Albany	1,459	1,249	353	549	1,106	700
Buffalo	1,642	1,449	466	542	1,177	907
New York	1,989	1,812	392	752	1,597	1,060
Rochester	1,869	1,325	576	619	1,293	706
Syracuse	1,733	1,444	446	638	1,288	806
Philadelphia	1,392	979	361	505	1,031	474
Pittsburgh	1,294	1,062	376	465	918	597
Providence**	833	717	392	377	442	340
MIDWEST	1,347	966	452	461	892	506
Chicago	1,331	1,036	405	473	925	562
Fort Wayne	1,062	552	474	321	588	232
Gary**	1,239	893	496	424	743	469
Indianapolis	1,138	676	449	357	689	319
Des Moines	1,266	1,018	471	446	795	572
Wichita	1,537	849	366	529	1,171	320
Detroit	1,739	1,216	536	551	1,204	665
Flint	2,210	905	730	494	1,480	411
Grand Rapids	1,351	860	604	441	747	419
Minneapolis**	1,663	1,281	408	527	1,255	754
Kansas City	1,184	1,030	360	446	824	584
St. Louis	1,262	825	385	420	877	405
Omaha	1,005	1,262	385	556	621	705
Akron	1,316	914	433	435	883	479
Cincinnati	1,333	763	326	418	1,007	345
Cleveland	1,562	1,180	529	448	1,033	732
Columbus	1,202	890	369	480	833	419
Dayton	1,437	941	517	462	920	478
Toledo	1,140	970	386	433	754	536
Youngstown**	965	731	376	435	589	296
Madison	1,251	1,188	443	511	801	678
Milwaukee	1,444	1,271	486	528	958	743

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-24 (continued)

PER CAPITA NONEDUCATION AND EDUCATION EXPENDITURES, 85 LARGEST SMSAs, 1981

Region and City	Total Expenditures		Education Expenditures		Noneducation Expenditures	
	CC	OCC	CC	OCC	CC	OCC
SOUTH	\$1,077	\$ 805	\$355	\$397	\$ 722	\$ 408
Birmingham	865	679	326	298	539	381
Mobile	839	511	299	302	540	210
Jacksonville	1,052	—	418	—	634	—
Miami	1,443	1,164	378	378	1,065	787
Tampa**	1,188	776	356	347	832	429
Atlanta	1,921	888	483	404	1,438	484
Columbus, GA	1,115	901	390	362	725	539
Louisville	1,109	691	279	371	830	320
Baton Rouge	919	—	395	—	524	—
New Orleans	1,030	845	316	338	713	507
Shreveport	1,056	831	411	447	645	384
Jackson, MS	1,046	602	301	325	744	276
Charlotte	1,332	796	409	407	923	389
Oklahoma City	973	811	319	415	654	395
Tulsa	930	735	349	487	581	248
Knoxville	914	597	291	372	642	226
Memphis	1,127	774	316	348	812	426
Nashville	879	562	297	245	582	317
Austin	1,092	552	344	419	748	133
Corpus Christi	1,021	1,145	393	662	627	483
Dallas	1,022	914	333	422	689	492
El Paso	853	543	374	430	479	113
Fort Worth	1,162	1,088	353	399	810	688
Houston	1,015	1,115	306	595	709	520
San Antonio	907	592	364	344	542	248
Norfolk**	922	1,143	332	382	590	761
Richmond	1,334	869	448	417	886	452
WEST	1,301	1,118	478	500	883	618
Phoenix	1,249	1,082	461	409	788	673
Tucson	1,165	1,053	357	494	808	560
Anaheim**	1,110	1,135	418	441	692	694
Fresno	1,528	1,515	498	605	1,030	910
Los Angeles**	1,470	1,265	458	452	1,012	812
Sacramento	1,643	1,281	382	491	1,261	790
San Bernardino**	1,683	1,258	623	428	1,059	831
San Diego	1,209	1,313	398	482	811	831
San Francisco*	1,779	1,383	350	436	1,429	947
San Jose	1,343	1,515	506	554	837	961
Denver	1,352	1,078	421	551	930	528
Honolulu	409	—	0	—	409	—
Albuquerque	1,014	510	425	416	589	94
Portland	1,609	1,054	449	560	1,160	494
Salt Lake City	1,226	819	336	527	890	292
Seattle**	1,299	1,063	359	542	941	521
Spokane	1,020	821	454	559	566	262
Tacoma	1,308	859	624	557	684	302

Table A-25
**PER CAPITA LOCAL SCHOOL
EXPENDITURES AS A PERCENT OF
TOTAL EXPENDITURES,
85 LARGEST SMSAs, 1981 ***

Region and City	CC	OCC	CC/ OCC	Region and City	CC	OCC	CC/ OCC
United States	32%	49%	69%	SOUTH	34%	51%	61%
EAST	30	47	64	Birmingham	38	44	86
Bridgeport	34	50	68	Mobile	36	59	60
Hartford	34	58	58	Jacksonville	40	—	—
Washington, DC	15	46	33	Miami	26	32	81
Baltimore	26	50	52	Tampa**	30	45	67
Boston	33	46	72	Atlanta	25	45	55
Springfield, MA**	40	49	81	Columbus, GA	35	40	87
Worcester	34	50	68	Louisville	25	54	47
Jersey City	24	39	62	Baton Rouge	43	—	—
Newark	31	41	75	New Orleans	31	40	77
Paterson**	36	48	75	Shreveport	39	54	72
Albany	24	44	55	Jackson, MS	29	54	53
Buffalo	28	37	76	Charlotte	31	51	60
New York	20	42	47	Oklahoma City	33	51	64
Rochester	31	47	66	Tulsa	38	66	57
Syracuse	26	44	58	Knoxville	32	62	51
Philadelphia	26	52	50	Memphis	28	45	62
Pittsburgh	29	44	66	Nashville	34	44	78
Providence**	47	53	89	Austin	32	76	42
MIDWEST	34	49	71	Corpus Christi	38	58	67
Chicago	30	46	67	Dallas	33	46	71
Fort Wayne	45	58	77	El Paso	44	79	55
Gary**	40	47	84	Fort Worth	30	37	83
Indianapolis	39	53	75	Houston	30	53	56
Des Moines	37	44	85	San Antonio	40	58	69
Wichita	24	62	38	Norfolk**	36	33	108
Detroit	31	45	68	Richmond	34	48	70
Flint	33	55	61	WEST	32	48	74
Grand Rapids	45	51	87	Phoenix	37	38	98
Minneapolis**	25	41	60	Tucson	31	47	65
Kansas City	30	43	70	Anaheim**	38	39	97
St. Louis	31	51	60	Fresno	33	40	82
Omaha	38	44	87	Los Angeles**	31	36	87
Akron	33	48	69	Sacramento	23	38	61
Cincinnati	24	55	45	San Bernardino**	37	34	109
Cleveland	34	38	89	San Diego	33	37	90
Columbus	31	54	57	San Francisco**	20	32	62
Dayton	36	49	73	San Jose	38	37	103
Toledo	34	45	76	Denver	31	51	61
Youngstown**	39	60	65	Honolulu	0	—	—
Madison	35	43	82	Albuquerque	42	82	51
Milwaukee	34	42	81	Portland	28	53	53
				Salt Lake City	27	64	43
				Seattle**	28	51	54
				Spokane	45	68	65
				Tacoma	48	65	74

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-26
**PER CAPITA TOTAL, PROPERTY AND NONPROPERTY TAXES,
 85 LARGEST SMSAs, 1981***

Region and City	Total Taxes			Property Taxes			Nonproperty Taxes		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 475	\$383	137%	\$320	\$315	116%	\$ 156	\$ 64	420%
EAST	633	551	117	492	486	95	191	66	264
Bridgeport	447	591	76	444	584	76	4	7	57
Hartford	715	534	134	703	529	133	12	5	240
Washington, DC	1,772	592	299	440	403	109	1,332	189	705
Baltimore	442	449	98	284	248	115	158	202	78
Boston	881	706	125	870	702	124	10	4	250
Springfield, MA**	409	468	87	406	465	87	3	3	100
Worcester	533	473	113	530	469	113	3	4	75
Jersey City	383	528	73	379	518	73	4	10	40
Newark	457	603	76	395	585	68	62	19	326
Paterson**	347	649	53	347	637	54	4	12	33
Albany	527	488	108	412	401	103	114	87	131
Buffalo	498	619	80	357	440	81	141	179	79
New York	1,053	982	107	473	843	56	580	140	414
Rochester	669	597	112	488	436	112	181	161	112
Syracuse	552	562	98	347	461	75	205	87	236
Philadelphia	650	402	162	228	371	61	422	31	1,361
Pittsburgh	581	316	184	374	265	141	207	50	414
Providence**	486	403	121	482	399	121	4	4	100
MIDWEST	472	400	122	337	355	97	135	44	272
Chicago	514	662	78	348	493	71	166	169	98
Fort Wayne	325	236	138	322	234	138	3	3	100
Gary**	514	395	130	511	389	131	3	6	50
Indianapolis	386	266	145	377	244	155	9	22	41
Des Moines	494	459	108	470	449	105	24	10	240
Wichita	379	308	123	334	294	114	44	13	338
Detroit	510	601	85	359	592	61	151	10	1,510
Flint	598	375	159	485	369	131	114	6	1,900
Grand Rapids	414	398	104	316	391	81	99	7	1,414
Minneapolis**	458	367	125	409	355	115	49	11	445
Kansas City	634	392	162	268	302	89	366	90	407
St. Louis	569	384	148	205	272	75	364	109	334
Omaha	490	372	132	356	356	100	134	16	838
Akron	410	370	111	245	311	79	165	60	275
Cincinnati	563	326	173	272	264	103	291	62	469
Cleveland	605	550	110	354	394	90	251	155	162
Columbus	393	396	99	229	348	66	164	49	335
Dayton	525	347	151	278	269	103	247	78	317
Toledo	407	434	94	242	371	65	165	63	262
Youngstown**	331	304	109	189	273	69	142	31	458
Madison	465	396	117	449	390	115	15	6	250
Milwaukee	397	461	86	389	455	85	8	6	133

*Unweighted average.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of Census, 1981 annual survey of government finances.

Table A-26 (continued)
**PER CAPITA TOTAL, PROPERTY AND NONPROPERTY TAXES,
 85 LARGEST SMSAs, 1981 ***

Region and City	Total Taxes			Property Taxes			Nonproperty Taxes		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 411	\$277	163%	\$261	\$205	144%	\$ 150	\$ 72	453%
Birmingham	430	230	187	153	112	137	277	119	233
Mobile	303	127	239	95	72	132	207	55	376
Jacksonville	229	—	—	176	—	—	53	—	—
Miami	591	412	143	457	341	134	134	71	189
Tampa**	350	224	156	246	183	134	104	41	254
Atlanta	734	355	207	495	285	174	239	70	341
Columbus, GA	333	113	295	202	74	273	132	70	189
Louisville	447	248	180	184	173	106	263	75	351
Baton Rouge	389	—	—	123	—	—	267	—	—
New Orleans	413	334	124	141	128	110	273	206	133
Shreveport	332	206	161	163	92	177	169	114	148
Jackson, MS	277	224	124	262	220	119	14	4	350
Charlotte	452	238	190	384	191	201	68	47	145
Oklahoma City	408	282	145	215	163	132	193	119	162
Tulsa	443	258	172	234	183	128	210	75	280
Knoxville	430	220	195	307	147	209	123	73	168
Memphis	419	249	168	282	173	163	137	75	183
Nashville	425	189	225	249	134	186	176	55	320
Austin	404	232	174	329	230	143	75	2	3,750
Corpus Christi	386	362	107	322	302	107	64	60	107
Dallas	521	362	144	401	302	133	120	60	200
El Paso	257	141	182	206	139	148	51	2	2,550
Fort Worth	361	317	114	278	260	107	83	57	146
Houston	526	632	83	410	598	69	116	34	341
San Antonio	243	242	100	191	155	123	52	87	60
Norfolk	373	337	111	194	194	100	179	143	125
Richmond	621	390	159	363	282	129	259	108	240
WEST	419	338	138	265	244	126	154	76	535
Phoenix	354	294	120	247	215	115	107	79	135
Tucson	444	407	109	277	79	351	167	6	2,783
Anaheim**	374	433	86	255	324	79	119	109	109
Fresno	420	324	130	249	269	93	171	55	311
Los Angeles**	447	340	131	280	249	112	167	91	184
Sacramento	411	312	132	233	254	92	178	59	302
San Bernardino**	384	320	120	244	244	100	140	76	184
San Diego	358	337	106	242	266	91	117	71	165
San Francisco**	565	438	129	298	330	90	267	108	247
San Jose	433	494	88	254	345	74	179	149	120
Denver	508	525	97	397	352	113	111	173	64
Honolulu	269	—	—	159	—	—	110	—	—
Albuquerque	254	113	225	197	111	177	57	2	2,850
Portland	658	467	141	542	401	135	116	66	176
Salt Lake City	551	319	173	337	264	128	214	55	389
Seattle**	438	302	145	218	193	113	220	109	202
Spokane	279	166	168	144	132	109	135	34	397
Tacoma	389	156	249	189	114	166	201	42	479

Table A-27
PER CAPITA STATE AND FEDERAL AID, 85 LARGEST SMSAs, 1981*

Region and City	Total Aid			State Aid			Direct Federal Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
United States	\$ 608	\$430	150%	\$ 430	\$365	125%	\$ 185	\$ 63	350%
EAST	784	438	195	576	366	175	241	71	327
Bridgeport	399	195	205	336	143	235	63	53	118
Hartford	787	211	373	514	169	304	273	42	650
Washington, DC	1,315	443	297	—	244	—	1,315	199	660
Baltimore	1,121	329	341	774	249	311	346	80	432
Boston	802	454	177	558	288	194	244	166	146
Springfield, MA**	523	277	189	403	211	191	120	66	181
Worcester	499	283	176	401	226	177	98	57	171
Jersey City	914	616	148	817	554	147	97	62	156
Newark	1,334	448	298	1,061	374	284	273	74	368
Paterson**	602	280	215	509	250	204	93	30	310
Albany	751	696	108	655	656	100	96	40	240
Buffalo	952	695	137	708	649	109	244	46	530
New York	994	599	166	828	544	152	166	55	301
Rochester	779	580	134	558	540	103	221	40	552
Syracuse	811	699	116	636	653	97	175	46	380
Philadelphia	553	447	124	427	355	120	126	92	136
Pittsburgh	644	377	171	385	306	126	259	71	364
Providence**	339	246	138	214	179	120	125	67	186
MIDWEST	626	389	166	415	328	132	211	56	464
Chicago	692	343	202	427	239	179	265	104	254
Fort Wayne	508	255	199	378	240	157	130	14	928
Gary**	725	422	172	496	395	126	229	27	848
Indianapolis	617	303	204	431	289	149	186	14	320
Des Moines	504	401	126	423	363	117	82	38	215
Wichita	388	391	99	236	359	66	151	32	471
Detroit	1,045	376	278	598	282	212	446	94	474
Flint	985	359	274	519	205	253	467	54	864
Grand Rapids	660	272	243	480	233	206	180	39	461
Minneapolis**	893	649	138	655	582	113	238	67	355
Kansas City	426	366	116	202	274	74	224	92	243
St. Louis	673	320	210	388	247	157	286	73	391
Omaha	375	413	91	217	338	64	157	74	212
Akron	510	353	144	341	326	105	169	27	625
Cincinnati	540	371	146	309	309	100	231	62	372
Cleveland	743	430	173	447	326	137	296	104	284
Columbus	487	376	130	343	337	102	144	39	369
Dayton	580	403	144	398	344	116	183	59	310
Toledo	506	314	161	319	262	122	188	51	368
Youngstown**	460	346	133	328	318	103	132	29	455
Madison	586	538	109	491	491	100	95	47	202
Milwaukee	862	550	157	710	460	154	152	89	170

*Unweighted average.
 **Multiple central cities.
 SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-27 (continued)
PER CAPITA STATE AND FEDERAL AID, 85 LARGEST SMSAs, 1981*

Region and City	Total Aid			State Aid			Direct Federal Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$ 442	\$344	128%	\$ 290	\$280	100%	\$ 152	\$ 64	336%
Birmingham	395	313	126	243	250	97	152	64	238
Mobile	356	298	119	257	241	107	99	57	174
Jacksonville	535	—	—	458	—	—	76	—	—
Miami	615	512	120	388	330	118	228	182	125
Tampa**	529	360	147	335	290	116	194	71	273
Atlanta	656	338	194	307	212	145	349	126	276
Columbus, GA	373	386	97	253	324	78	120	62	193
Louisville	503	325	155	232	282	82	271	42	645
Baton Rouge	666	—	—	470	—	—	195	—	—
New Orleans	532	288	185	310	250	124	222	39	569
Shreveport	461	462	100	301	382	79	160	80	—
Jackson, MS	486	347	140	374	312	120	112	34	329
Charlotte	546	360	152	360	296	122	186	64	290
Oklahoma City	376	304	124	207	276	75	169	28	603
Tulsa	291	405	72	210	365	58	81	40	202
Knoxville	346	249	139	210	205	102	135	44	306
Memphis	350	290	121	229	250	92	121	40	302
Nashville	363	216	168	193	180	107	169	36	469
Austin	339	248	137	219	231	95	121	17	711
Corpus Christi	368	356	103	290	339	86	78	16	487
Dallas	298	292	102	214	262	82	84	30	280
El Paso	477	354	135	336	332	101	140	22	636
Fort Worth	352	283	124	243	252	96	109	31	351
Houston	260	351	74	179	283	63	81	68	119
San Antonio	483	453	107	330	269	123	153	184	83
Norfolk**	470	513	92	329	319	103	141	193	73
Richmond	506	292	173	344	257	134	162	35	462
WEST	659	601	116	519	537	101	140	63	249
Phoenix	586	455	129	463	406	114	123	49	251
Tucson	602	473	127	426	400	106	176	73	241
Anaheim**	573	600	95	492	524	94	81	76	106
Fresno	894	860	104	759	813	93	135	47	287
Los Angeles**	951	882	108	791	792	100	160	90	177
Sacramento	948	820	116	764	744	103	184	76	242
San Bernardino**	1,045	759	138	918	676	136	127	83	153
San Diego	659	684	96	551	630	87	108	53	203
San Francisco**	1,082	744	145	809	655	124	273	89	306
San Jose	765	825	93	683	739	92	82	86	95
Denver	468	378	124	321	332	97	147	46	319
Honolulu	139	—	—	23	—	—	116	—	—
Albuquerque	594	370	161	477	351	136	117	19	615
Portland	468	385	122	274	334	82	194	51	380
Salt Lake City	292	383	76	196	346	57	97	38	255
Seattle**	560	537	104	419	455	92	140	82	170
Spokane	536	511	105	419	456	92	117	55	212
Tacoma	704	551	128	554	482	115	150	69	217

Table A-28

**PER CAPITA EDUCATION AND NONEDUCATION AID, 85 LARGEST SMSAs,
1981**

Region and City	Education Aid			Noneducation Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/O CC
United States	\$262	\$263	110%	\$ 346	\$171	256%
EAST	256	200	147	528	236	252
Bridgeport	148	102	145	251	93	270
Hartford	311	128	243	475	83	572
Washington, DC	97	172	56	1,218	271	449
Baltimore	277	189	147	844	140	603
Boston	296	138	214	506	317	160
Springfield, MA**	272	116	234	251	160	157
Worcester	241	157	154	258	126	205
Jersey City	320	214	150	594	421	141
Newark	477	150	318	857	299	287
Paterson**	226	93	243	375	188	199
Albany	180	307	59	570	390	146
Buffalo	322	313	103	630	382	165
New York	241	274	88	753	325	232
Rochester	336	309	109	443	272	163
Syracuse	255	377	68	556	275	202
Philadelphia	259	209	124	294	238	124
Pittsburgh	191	213	90	452	165	274
Providence**	152	146	104	187	100	187
MIDWEST	252	234	118	374	161	252
Chicago	329	166	198	363	177	205
Fort Wayne	246	168	146	262	86	305
Gary**	302	264	114	423	157	269
Indianapolis	264	229	115	353	73	484
Des Moines	303	289	105	202	112	180
Wichita	183	370	49	205	46	446
Detroit	347	223	156	697	235	297
Flint	298	200	149	705	160	441
Grand Rapids	309	113	273	351	159	221
Minneapolis**	248	322	77	645	327	197
Kansas City	224	279	80	262	126	208
St. Louis	258	203	127	416	118	353
Omaha	132	296	45	242	116	209
Akron	222	218	102	288	135	213
Cincinnati	168	231	73	371	140	265
Cleveland	287	203	141	456	227	201
Columbus	212	215	99	275	162	170
Dayton	292	255	115	289	148	195
Toledo	212	156	136	294	157	187
Youngstown**	216	230	94	243	115	211
Madison	191	295	65	396	243	163
Milwaukee	317	230	138	545	320	170

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of Census, 1981 annual survey of government finances.

Table A-28 (continued)
**PER CAPITA EDUCATION AND NONEDUCATION AID,
 85 LARGEST SMSAs, 1981**

Region and City	Education Aid			Noneducation Aid		
	CC	OCC	CC/OCC	CC	OCC	CCC/OCC
SOUTH	\$238	\$254	90%	\$ 204	\$ 97	272%
Birmingham	203	209	97	192	104	185
Mobile	220	223	99	136	75	181
Jacksonville	359	—	—	176	—	—
Miami	285	285	100	331	227	146
Tampa**	272	261	104	257	99	260
Atlanta	212	198	107	444	140	317
Columbus, GA	232	297	78	141	89	158
Louisville	177	236	75	325	89	365
Baton Rouge	390	—	—	275	—	—
New Orleans	232	206	113	299	82	365
Shreveport	271	324	84	190	139	137
Jackson, MS	224	270	83	262	78	336
Charlotte	314	319	98	231	93	248
Oklahoma City	183	254	72	193	50	386
Tulsa	181	330	55	110	74	149
Knoxville	178	169	105	168	68	247
Memphis	161	196	82	190	94	202
Nashville	127	136	93	236	80	295
Austin	211	235	90	127	14	907
Corpus Christi	279	254	110	89	102	87
Dallas	202	255	79	96	36	267
El Paso	345	341	101	131	18	728
Fort Worth	234	243	96	118	59	200
Houston	167	285	59	93	79	118
San Antonio	327	278	118	156	185	84
Norfolk**	250	337	74	219	266	82
Richmond	177	199	89	329	93	354
WEST	318	381	88	341	223	241
Phoenix	306	286	107	280	170	165
Tucson	255	334	76	347	140	248
Anaheim**	331	341	97	242	259	93
Fresno	428	522	82	466	328	142
Los Angeles**	441	454	97	509	428	119
Sacramento	380	437	87	568	383	148
San Bernardino**	589	380	155	456	379	120
San Diego	315	414	76	344	270	127
San Francisco**	392	378	104	690	366	189
San Jose	384	467	82	381	358	106
Denver	167	263	63	301	115	262
Honolulu	0	—	—	129	—	—
Albuquerque	358	352	102	235	18	1,306
Portland	194	267	73	275	118	233
Salt Lake City	137	350	39	155	72	215
Seattle**	267	389	69	294	149	197
Spokane	318	422	75	218	89	245
Tacoma	453	409	111	252	142	177

Table A-29
**PER CAPITA TOTAL AID
AS A PERCENT OF EXPENDITURES,
85 LARGEST SMSAs, 1981 ***

Region and City	CC	OCC	CC/ OCC	Region and City	CC	OCC	CC/ OCC
United States	46%	44%	110%	SOUTH	42%	44%	93%
EAST	51	38	147	Birmingham	46	46	99
Bridgeport	39	21	181	Mobile	42	58	73
Hartford	51	25	205	Jacksonville	51	—	—
Washington, DC	44	41	108	Miami	43	44	97
Baltimore	73	36	203	Tampa**	45	46	96
Boston	56	44	128	Atlanta	34	38	90
Springfield, MA**	51	34	150	Columbus, GA	33	43	78
Worcester	40	32	124	Louisville	45	47	96
Jersey City	60	51	116	Baton Rouge	72	—	—
Newark	69	36	189	New Orleans	52	34	152
Paterson**	52	28	188	Shreveport	44	56	79
Albany	51	56	92	Jackson, MS	46	58	81
Buffalo	58	48	121	Charlotte	41	45	91
New York	50	33	151	Oklahoma City	39	37	103
Rochester	42	44	95	Tulsa	31	55	57
Syracuse	47	48	97	Knoxville	38	42	91
Philadelphia	40	46	87	Memphis	31	37	83
Pittsburgh	50	35	140	Nashville	41	38	107
Providence**	41	34	119	Austin	31	45	69
MIDWEST	46	41	117	Corpus Christi	36	31	116
Chicago	52	33	157	Dallas	29	32	91
Fort Wayne	48	46	104	El Paso	56	65	86
Gary**	59	47	124	Fort Worth	30	26	116
Indianapolis	54	45	121	Houston	26	31	81
Des Moines	40	39	101	San Antonio	53	77	70
Wichita	25	46	55	Norfolk**	51	45	114
Detroit	60	31	194	Richmond	38	34	113
Flint	45	40	112	WEST	50	54	94
Grand Rapids	49	32	154	Phoenix	47	42	112
Minneapolis**	54	51	106	Tucson	52	45	115
Kansas City	36	36	101	Anaheim**	52	53	98
St. Louis	53	39	137	Fresno	59	57	103
Omaha	37	33	114	Los Angeles**	65	70	93
Akron	39	39	100	Sacramento	58	64	90
Cincinnati	41	49	83	San Bernardino**	62	60	103
Cleveland	48	36	131	San Diego	55	52	105
Columbus	41	42	96	San Francisco**	61	54	113
Dayton	40	43	94	San Jose	57	54	105
Toledo	44	32	137	Denver	35	35	99
Youngstown**	48	47	101	Honolulu	34	—	—
Madison	47	45	103	Albuquerque	59	73	81
Milwaukee	60	43	138	Portland	29	37	80
				Salt Lake City	24	47	51
				Seattle**	43	51	85
				Spokane	53	62	84
				Tacoma	54	64	84

*Unweighted averages.

**Multiple central cities.

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of government finances.

Table A-30
**PER CAPITA NONEDUCATION TAXES AND GENERAL REVENUE SHARING
 ALLOCATION, 85 LARGEST SMSAs, 1981 ***

Region and City	Noneducation Taxes			Revenue Sharing Allocations FY 1983		
	CC	OCC	CC/OCC	CC	OCC	CCC/OCC
United States	\$ 321	\$ 170	220%	\$26.45	\$15.09	190%
EAST	451	270	173	27.78	17.53	162
Bridgeport	353	285	124	25.31	18.30	138
Hartford	467	241	194	25.30	16.93	149
Washington, DC	1,334	309	432	28.85	18.84	153
Baltimore	312	155	201	30.22	12.35	245
Boston	643	319	202	34.65	17.89	194
Springfield, MA **	249	251	99	25.58	21.03	122
Worcester	349	281	124	32.07	15.52	207
Jersey City	270	271	100	30.29	27.63	110
Newark	326	279	117	32.07	19.08	168
Paterson **	211	248	85	23.72	14.90	159
Albany	328	224	146	18.48	13.87	133
Buffalo	378	312	121	23.01	17.62	131
New York	923	675	137	38.41	17.67	217
Rochester	470	228	206	20.18	13.64	148
Syracuse	402	295	136	22.69	18.77	121
Philadelphia	494	151	327	27.17	15.41	176
Pittsburgh	372	154	242	36.25	17.65	205
Providence **	245	190	129	25.78	18.47	140
MIDWEST	280	144	209	23.80	13.00	187
Chicago	314	213	147	27.12	14.61	186
Fort Wayne	153	71	215	15.11	11.14	136
Gary **	260	158	165	23.25	16.19	144
Indianapolis	189	51	371	21.00	7.22	291
Des Moines	316	216	146	21.93	13.44	163
Wichita	241	137	176	15.10	11.14	136
Detroit	351	201	175	32.40	14.07	230
Flint	236	95	248	26.74	11.30	237
Grand Rapids	194	94	206	25.59	11.73	218
Minneapolis **	295	175	169	24.92	13.57	184
Kansas City	461	138	334	28.14	11.48	245
St. Louis	434	167	260	23.26	13.41	173
Omaha	293	182	161	23.24	18.00	129
Akron	268	155	173	23.04	13.07	176
Cincinnati	427	157	272	28.23	16.66	169
Cleveland	361	244	148	29.75	13.68	217
Columbus	223	146	153	20.05	11.18	179
Dayton	353	159	222	28.81	12.76	226
Toledo	229	158	145	20.02	14.03	143
Youngstown **	194	98	198	19.16	9.19	208
Madison	208	109	191	24.21	13.59	178
Milwaukee	168	51	329	22.45	14.61	154

*Unweighted averages.

**Multiple central cities

SOURCE: Unpublished data from the U.S. Treasury Department, Office of Revenue Sharing, Initial Data Elements: Entitlement Period 14, (FY 1983).

Table A-30 (continued)

**PER CAPITA NONEDUCATION TAXES AND GENERAL REVENUE SHARING
ALLOCATION, 85 LARGEST SMSAs, 1981 ***

Region and City	Noneducation Taxes			Revenue Sharing Allocations FY 1983		
	CC	OCC	CC/OCC	CC	OCC	CCC/OCC
SOUTH	\$ 279	\$123	263%	\$26.69	\$15.43	202%
Birmingham	350	148	236	40.15	15.59	258
Mobile	260	87	299	35.22	15.87	222
Jacksonville	165	—	—	17.49	—	—
Miami	439	119	369	26.70	22.53	119
Tampa**	283	49	578	27.89	13.68	204
Atlanta	470	119	395	34.39	20.00	172
Columbus, GA	205	69	297	25.55	16.39	156
Louisville	337	103	327	43.29	14.12	307
Baton Rouge	254	—	—	25.75	24.31	106
New Orleans	280	173	162	32.24	17.82	181
Shreveport	195	95	205	20.03	16.23	123
Jackson, MS	164	67	245	27.77	12.31	226
Charlotte	343	124	277	25.63	22.13	116
Oklahoma City	271	160	169	27.38	17.73	154
Tulsa	280	124	226	24.54	15.36	160
Knoxville	285	97	294	27.91	7.00	399
Memphis	272	132	206	28.12	19.18	147
Nashville	275	97	284	22.32	9.64	232
Austin	222	60	370	19.00	4.58	415
Corpus Christi	236	137	172	26.02	18.48	141
Dallas	329	196	168	21.21	13.47	157
El Paso	155	34	456	26.32	6.72	392
Fort Worth	238	161	148	20.06	11.48	175
Houston	364	176	207	21.53	11.27	191
San Antonio	156	90	173	20.81	9.00	231
Norfolk**	270	291	93	26.66	31.26	85
Richmond	422	185	228	26.69	14.99	178
WEST	305	164	220	28.01	14.73	206
Phoenix	225	157	143	20.04	13.87	144
Tucson	327	142	230	32.72	16.03	204
Anaheim**	236	222	106	18.69	12.27	152
Fresno	326	155	210	36.10	19.78	183
Los Angeles**	384	280	137	29.38	21.00	140
Sacramento	335	152	220	25.16	16.08	156
San Bernardino**	264	187	141	29.42	19.80	149
San Diego	230	117	197	18.55	15.61	119
San Francisco**	473	243	195	30.10	14.28	211
San Jose	310	275	113	21.58	15.76	137
Denver	407	242	168	24.36	13.50	180
Honolulu	248	—	—	21.28	—	—
Albuquerque	182	45	404	34.46	9.18	375
Portland	334	117	285	38.25	13.26	283
Salt Lake City	385	152	253	42.90	19.98	215
Seattle**	340	160	213	26.05	13.12	199
Spokane	205	63	325	25.74	8.67	297
Tacoma	277	71	390	29.40	8.23	357

Table A-31
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1981

Region and City	Total	Educa- tion	Noneducation				Exhibit: Total Capital Outlay	
			Total	Public Welfare	Non- public Welfare	Health/ Hospitals		Housing
United States	\$ 690	\$100	\$ 591	\$ 19	\$ 572	\$ 42	\$ 42	118%
EAST	997	309	694	48	644	57	53	106
Bridgeport	973	356	617	70	547	80	12	25
Hartford	1,557	582	975	140	835	28	119	126
New Britain	765	338	427	18	409	6	27	81
Washington, DC	3,142	614	2,528	549	1,979	266	149	279
Portland	1,073	346	727	10	717	54	44	192
Baltimore	1,462	426	1,036	2	1,034	118	21	347
Boston	1,553	483	1,070	7	1,063	162	92	99
Springfield, MA	1,038	434	604	5	599	56	67	52
Chicopee	779	380	399	13	386	28	2	32
Holyoke	1,083	429	654	87	567	3	63	154
Worcester	1,256	432	824	32	792	159	14	135
Manchester	732	274	458	8	450	5	18	83
Jersey City	1,271	456	815	21	794	243	52	64
Newark	1,262	595	667	73	594	11	2	61
East Orange	722	470	452	10	442	19	24	70
Paterson	1,076	448	628	12	616	15	68	81
Clifton	461	242	219	0	219	4	0	21
Passaic	328	0	328	5	323	5	4	9
Camden	479	0	479	33	446	1	2	2
Albany	670	0	670	0	670	1	61	153
Schenectady	557	0	557	0	557	7	102	153
Troy	428	0	428	0	428	1	27	93
Binghamton	1,031	0	1,031	0	1,031	421	63	200
Buffalo	1,171	463	708	0	708	3	107	162
New York	2,036	498	1,538	415	1,123	195	158	158
Rochester	1,316	579	737	0	737	0	51	223
Syracuse	1,110	443	667	0	667	0	120	168
Utica	447	0	447	0	447	0	57	105
Altoona	238	0	238	0	238	2	54	59
Philadelphia	966	0	966	47	919	60	48	7
Pittsburgh	566	0	566	0	566	7	99	156
Providence	882	378	504	50	454	2	52	36

Warwick	797	477	320	14	306	1	9	12
Pawtucket	676	359	317	19	298	2	32	10
MIDWEST	607	14	593	4	589	4	51	128
Chicago	610	8	602	15	587	23	39	131
Cicero	193	0	193	1	192	5	0	1
Peoria	726	0	726	0	726	0	62	360
East St. Louis	406	0	406	10	396	0	42	41
Fort Wayne	394	0	394	0	394	1	18	170
Gary	485	0	485	3	482	4	64	237
Hammond	313	0	313	0	313	3	11	2
East Chicago	1,020	0	1,020	0	1,020	14	114	23
Indianapolis	662	10	652	65	587	121	17	180
Des Moines	518	0	518	0	518	9	59	118
Sioux City, IA	491	0	491	0	491	8	56	124
Wichita	1,007	0	1,007	0	1,007	20	0	552
Detroit	976	11	965	0	965	51	151	221
Flint	1,196	0	1,196	0	1,196	596	21	261
Grand Rapids	456	0	456	0	456	7	11	59
Lansing	602	0	602	0	602	0	31	92
Saginaw	495	0	495	0	495	0	53	56
Duluth	678	0	678	0	678	0	0	130
Minneapolis	655	0	655	0	655	0	73	117
St. Paul	697	0	697	0	697	17	6	150
Kansas City	689	31	658	2	656	46	39	134
St. Joseph, MO	311	0	311	2	309	16	22	84
St. Louis	893	6	887	7	880	162	87	126
Omaha	522	0	522	0	522	115	30	145
Akron	540	0	540	0	540	20	93	145
Canton	528	0	528	0	528	5	67	139
Cincinnati	791	0	791	0	791	46	79	193
Cleveland	635	0	635	3	632	18	42	43
Lakewood, OH	736	0	736	0	736	503	1	8
Columbus, OH	576	0	576	0	576	17	21	141
Dayton	596	0	596	5	591	14	33	59
Springfield	347	0	347	2	345	7	3	64
Toledo	522	0	522	0	522	16	29	98
Youngstown	397	0	397	0	397	8	34	41
Warren	329	0	329	0	329	3	31	101
Madison	922	436	486	25	461	12	30	91
Milwaukee	532	1	531	0	531	18	82	112

Table A-31 (continued)
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1981

Region and City	Total	Educa- tion	Noneducation				Exhibit: Total Capital Outlay	
			Total	Public Welfare	Non- public Welfare	Health/ Hospitals		Housing
Austin	\$ 572	\$ 1	\$ 571	\$ 0	\$ 571	\$144	\$ 11	105%
Corpus Christi	277	0	277	1	276	10	1	48
Dallas	501	0	501	0	501	8	5	145
El Paso	310	0	310	0	310	10	8	66
Fort Worth	430	0	430	0	430	9	13	139
Houston	481	0	481	0	481	16	6	143
San Antonio	352	3	349	5	344	19	29	78
Norfolk	897	321	576	66	510	48	51	72
Portsmouth	1,011	360	651	58	593	26	77	104
Richmond	1,293	448	845	160	685	25	58	163
Huntington, WV	563	0	563	0	563	4	117	188
SOUTH	574	64	510	11	499	51	42	119
Birmingham	354	3	351	0	351	4	10	28
Mobile	417	0	417	0	417	3	17	64
Jacksonville	571	0	571	9	562	100	47	88
Miami	424	0	424	0	424	0	30	86
Tampa	536	0	536	0	536	0	30	106
St. Petersburg	407	0	407	0	407	0	25	82
Atlanta	973	13	960	4	956	1	49	428
Columbus, GA	391	0	391	1	390	33	45	81
Savannah	420	0	420	0	420	0	63	76
Louisville	579	0	579	0	579	16	128	63
Covington, KY	406	0	406	0	406	0	120	87
Baton Rouge	542	4	583	5	578	35	8	102
New Orleans	696	2	694	7	687	14	87	118
Shreveport	494	0	494	0	494	0	15	212
Jackson, MS	537	0	537	10	527	3	28	162
Charlotte	468	0	468	0	468	0	30	135
Oklahoma City	693	0	693	0	693	452	21	224

Tulsa	464	0	464	0	464	6	18	113
Knoxville	650	278	372	3	369	0	19	53
Memphis	779	316	463	1	462	13	18	111
Nashville	864	311	553	12	541	81	0	126
WEST	559	2	559	12	545	19	34	118
Phoenix	523	6	517	1	516	1	28	160
Tucson	438	0	438	6	432	1	54	74
Anaheim	516	0	516	0	516	0	66	20
Garden Grove	300	0	300	0	300	0	62	92
Santa Ana	308	0	308	0	308	0	26	51
Fresno	406	0	406	0	406	0	11	103
Los Angeles	451	0	451	0	451	0	20	65
Long Beach	863	0	863	0	863	11	78	283
Pasadena	562	0	562	0	562	17	60	50
Sacramento	482	0	482	0	482	0	0	61
San Bernardino	549	0	549	0	549	3	41	77
Riverside	483	0	483	0	483	0	18	164
Ontario	324	0	324	0	324	0	57	69
San Diego	371	4	367	0	367	4	46	90
San Francisco	1,400	27	1,373	197	1,176	204	53	299
Oakland	732	5	727	0	727	0	91	182
Berkeley	585	0	585	0	585	42	24	30
Richmond	838	0	838	0	838	0	81	290
San Jose	381	0	381	0	381	2	12	115
Denver	924	0	924	139	785	161	19	112
Honolulu	412	0	412	0	412	6	25	87
Albuquerque	533	0	533	0	533	6	19	159
Portland	619	0	619	0	619	13	40	126
Salt Lake City	677	0	677	0	677	0	0	185
Seattle	699	4	695	0	695	29	10	164
Everett	435	0	435	1	434	4	0	97
Spokane	384	0	384	0	384	6	8	44
Tacoma	466	12	454	2	452	11	16	59

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of governmental finances.

Table A-32
PER CAPITA CITY GOVERNMENT REVENUES, 131 CITIES, 1981

Region and City	Total Revenues	Total Aid	Federal Aid	State Aid	Total Taxes	Property Taxes	Other Taxes	Charges And Miscellaneous
United States	\$ 698	\$ 265	\$ 119	\$146	\$271	\$161	\$ 109	\$157
EAST	970	441	127	314	413	326	87	123
Bridgeport	946	366	28	338	449	445	4	131
Hartford	1,609	750	245	505	676	664	12	183
New Britain	744	274	48	226	413	405	8	57
Washington, DC	3,214	1,178	1,178	0	1,773	440	1,333	238
Portland, ME	910	299	110	189	457	450	7	154
Baltimore	1,679	1,049	279	770	442	284	158	177
Boston	1,747	641	160	481	881	870	11	225
Springfield	984	446	100	346	414	410	4	124
Chicopee	826	391	80	311	378	376	2	54
Holyoke	115	731	84	647	332	330	2	80
Worcester	1,243	498	97	401	519	517	2	221
Manchester, NH	792	216	95	121	414	405	9	135
Jersey City	1,152	658	71	587	269	265	4	224
Newark	1,236	858	67	791	289	231	58	82
East Orange	883	476	14	462	351	343	11	50
Paterson	889	592	89	503	182	179	3	115
Clifton	476	92	12	80	358	302	56	26
Passaic	341	182	16	166	147	142	5	12
Camden	456	284	24	260	96	91	5	76
Albany	613	235	120	115	204	190	14	105
Schenectady	424	190	12	178	171	138	33	61
Troy	377	171	29	142	106	97	9	48
Binghamton	1,028	213	30	183	203	193	10	487
Buffalo	1,190	682	218	464	272	253	19	126
New York	2,371	990	164	826	1,053	473	580	321
Rochester	1,267	516	188	328	439	401	37	145
Syracuse	770	272	151	121	230	224	10	117
Utica	517	223	36	187	188	177	11	57
Altoona	242	125	29	96	109	73	36	38
Philadelphia	927	274	103	171	500	120	380	142
Pittsburgh	571	218	147	71	289	161	128	58
Providence	929	394	157	237	502	498	4	58
Warwick	796	219	39	180	534	530	4	43
Pawtucket	706	291	87	204	390	388	2	24

MIDWEST	619	234	138	96	211	111	102	169
Chicago	587	235	157	78	263	115	149	88
Cicero	234	65	16	49	140	83	57	127
Peoria	520	164	113	51	231	128	103	121
East St. Louis	427	273	223	50	122	66	56	32
Fort Wayne	393	193	121	72	111	111	0	88
Gary	563	389	301	88	145	144	1	29
Hammond	390	163	89	74	145	143	2	82
East Chicago	1,179	265	123	142	459	457	2	405
Indianapolis	652	343	164	179	180	172	8	129
Des Moines	527	142	56	86	196	176	20	177
Sioux City, IA	502	199	123	76	183	164	19	119
Wichita	656	166	125	41	164	129	36	312
Detroit	1,079	586	379	207	379	300	150	143
Flint	1,409	565	399	166	186	75	111	657
Grand Rapids	550	252	145	107	156	61	95	138
Lansing	573	322	201	121	141	139	2	215
Saginaw	488	170	77	93	155	72	83	159
Duluth	636	240	97	143	139	90	49	256
Minneapolis	696	340	128	212	190	152	38	160
St. Paul	665	261	113	148	159	98	61	220
Kansas City	784	196	158	38	403	61	342	184
St. Joseph, MO	334	95	71	24	155	55	100	84
St. Louis	972	382	239	143	434	71	364	155
Omaha	466	136	82	54	233	110	123	86
Akron	525	176	141	35	198	44	155	146
Canton	518	195	156	39	193	25	168	131
Cincinnati	861	242	185	57	334	71	263	188
Cleveland	666	184	121	63	273	80	193	206
Lakewood, OH	836	89	39	50	160	84	76	588
Columbus, OH	493	145	100	45	176	19	157	167
Dayton	569	151	107	44	272	52	220	124
Springfield	336	108	78	30	166	10	156	61
Toledo	497	205	170	35	170	26	144	113
Youngstown	409	136	97	39	173	24	128	101
Warren	337	133	83	50	122	18	104	82
Madison	998	447	70	377	386	372	14	155
Milwaukee	568	296	61	235	251	118	7	140

Table A-32 (continued)
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1981

Region and City	Total Revenues	Total Aid	Federal Aid	State Aid	Total Taxes	Property Taxes	Other Taxes	Charges And Miscellaneous
SOUTH	\$ 591	\$188	\$111	\$77	\$231	\$112	\$119	\$118
Birmingham	527	115	96	19	260	51	209	137
Mobile	458	82	60	22	206	15	191	160
Jacksonville	565	176	60	116	165	111	54	220
Miami	473	128	57	71	261	168	94	79
Tampa	574	154	104	50	207	93	114	200
St. Petersburg	462	168	123	45	136	68	68	155
Atlanta	873	210	133	77	288	155	133	352
Columbus, GA	391	132	106	26	204	73	131	54
Savannah	408	139	123	16	93	42	50	90
Louisville	598	235	219	16	248	74	174	90
Covington, KY	369	127	113	14	177	41	136	62
Baton Rouge	576	176	123	53	254	67	187	147
New Orleans	779	294	208	86	280	85	195	204
Shreveport	459	157	145	12	164	67	96	139
Jackson, MS	521	236	93	143	123	109	14	155
Charlotte	514	145	89	56	194	183	10	136
Oklahoma City	578	154	144	10	257	67	190	167
Tulsa	541	83	67	16	234	26	207	223
Knoxville	762	267	90	177	201	168	33	153
Memphis	791	304	95	209	186	132	53	144
Nashville	1,028	327	134	193	465	272	193	233
Austin	523	103	96	7	176	104	72	236
Corpus Christi	298	56	49	7	150	87	63	88
Dallas	450	67	59	8	260	143	117	121
El Paso	336	108	103	5	123	73	50	100
Fort Worth	404	84	79	5	181	102	80	135
Houston	472	75	67	8	253	140	113	141
San Antonio	350	120	111	9	107	58	49	119
Norfolk	1,001	481	145	336	379	188	191	140
Portsmouth	991	442	131	311	359	209	150	190
Richmond	1,275	506	162	344	621	362	258	141
Huntington, WV	576	192	181	11	190	58	132	194

WEST	593	178	91	87	224	88	135	187
Phoenix	516	103	96	7	176	104	72	236
Tucson	479	210	106	104	190	29	161	67
Anaheim	404	71	23	48	184	55	130	146
Garden Grove	257	86	38	48	117	49	68	39
Santa Ana	330	88	30	58	163	51	112	75
Fresno	453	150	91	59	186	60	127	116
Los Angeles	571	141	91	50	255	94	161	173
Long Beach	916	247	159	88	202	61	141	454
Pasadena	594	150	75	75	261	84	177	172
Sacramento	499	110	58	52	208	75	133	179
San Bernardino	557	143	82	61	190	34	156	222
Riverside	435	109	57	52	151	36	115	173
Ontario	374	151	30	121	121	48	73	102
San Diego	446	129	71	58	155	51	104	152
San Francisco	1,805	752	258	494	551	267	285	500
Oakland	770	227	163	64	235	80	155	305
Berkeley	557	199	113	86	204	101	103	136
Richmond	810	278	111	167	317	159	158	214
San Jose	438	86	34	52	184	49	134	214
Denver	1,069	292	130	162	407	138	269	368
Honolulu	489	139	116	23	277	218	59	73
Albuquerque	538	219	99	120	139	83	56	171
Portland	613	160	126	34	242	176	66	200
Salt Lake City	555	97	67	30	261	85	176	187
Seattle	705	222	108	114	265	88	177	203
Everett	482	114	40	74	247	96	151	107
Spokane	394	146	74	72	149	48	101	97
Tacoma	556	172	100	72	229	58	171	153

SOURCE: Unpublished data from the U.S. Bureau of the Census, 1981 annual survey of governmental finances.

Table A-33
CITY AREA GROWTH CHARACTERISTICS, 131 CITIES, 1970-80

Region and City	Status*	Percent Change: 1970-80					
		Area	Total Population	Population Density	Real Per Capita Income	Real Total Income	Residents Employed in City
United States		9.95	-1.5	-9.0	11.2	10.3	5.0
EAST		0.95	-10.9	-10.9	1.8	-9.2	-12.1
Bridgeport		—	-8.3	-8.3	-4.0	-12.1	-5.5
Hartford		—	-13.9	-13.9	-9.1	-21.8	-20.8
New Britain		—	-10.8	-10.8	3.2	-8.0	-13.4
Washington		—	-15.6	-15.6	18.5	0.0	-9.8
Portland, ME		—	-4.6	-4.6	15.4	10.1	3.2
Baltimore		—	-13.0	-13.0	3.2	-10.3	-13.5
Boston		—	-12.2	-12.2	7.0	-6.0	-4.4
Springfield, MA		—	-7.3	-7.3	-1.0	-8.2	-5.1
Chicopee		—	-17.9	-17.9	11.9	-8.2	-29.2
Holyoke		—	-12.0	-12.0	4.4	-8.1	-12.1
Worcester		—	-8.0	-8.0	0.5	-7.5	-6.3
Manchester, NH		—	3.4	3.4	17.5	21.6	9.7
Jersey City		—	-13.8	-13.8	-3.9	-17.2	-17.6
Newark		—	-13.9	-13.9	-8.1	-21.0	-26.6
East Orange	(N)	—	2.7	2.7	-18.9	-16.6	-24.2
Paterson		—	-4.8	-4.8	-9.9	-14.3	-20.0
Clifton		—	-9.8	-9.8	8.4	-2.2	-9.0
Passaic	(D)	—	-5.5	-5.5	-7.2	-12.2	-17.3
Camden	(A)	—	-17.5	-17.5	-17.7	-32.1	-37.7
Albany		1.87	-12.1	-13.7	-2.4	-14.2	-5.2
Schenectady		—	-12.8	-12.8	-4.3	-16.6	-16.1
Troy		—	-9.5	-9.5	-0.6	-10.1	-6.3
Binghamton		—	-12.5	-12.5	4.1	-8.9	-13.2
Buffalo		—	-22.5	-22.5	4.1	-19.3	-21.6
New York		—	-10.4	-10.4	-0.2	-10.6	-6.9
Rochester		—	-18.2	-18.2	1.2	-17.2	-20.4
Syracuse		—	-13.7	-13.7	-0.4	-14.0	-13.2
Utica		—	-16.5	-16.5	-1.1	-17.4	-20.1
Altoona		—	-9.5	-9.5	14.4	3.5	-9.3
Philadelphia		—	-13.3	-13.3	1.6	-12.0	-17.3
Pittsburgh		—	-18.5	-18.5	12.6	-8.2	-11.1
Providence		—	-12.3	-12.3	1.3	-11.2	-13.5
Warwick	(D)	—	3.6	3.6	12.5	16.5	29.9
Dartmouth		—	-7.8	-7.8	7.6	-0.8	-8.7

MIDWEST		4.72	-10.7	-14.4	11.4	-0.3	-7.0
Chicago		0.09	-10.7	-10.8	3.1	-7.9	-11.5
Cicero	(N)	—	-9.0	-9.0	-0.5	-9.3	-32.3
Peoria		5.35	-2.4	-7.3	21.1	18.3	14.9
East St. Louis	(A)	—	-21.4	-21.4	-5.2	-25.5	-18.9
Fort Wayne		11.83	-2.8	-13.1	12.4	9.2	3.9
Gary		1.67	-13.1	-14.6	10.5	-4.0	-27.8
Hammond		—	-13.0	-13.0	18.4	3.1	-10.1
East Chicago		—	-14.9	-14.9	16.4	-1.0	-19.6
Indianapolis		-0.26	-11.7	-11.5	10.5	-2.5	0.1
Des Moines		2.08	-4.5	-6.4	19.5	14.1	3.1
Sioux City, IA		0.78	-4.7	-5.4	21.1	15.5	5.6
Wichita		17.57	1.1	-14.0	26.4	27.8	28.8
Detroit		—	-20.4	-20.4	-1.8	-21.8	-30.3
Flint		0.33	-17.1	-17.4	11.8	-7.3	-18.5
Grand Rapids		—	-7.6	-7.6	6.5	-1.6	-2.6
Lansing		0.56	-0.8	-1.3	9.2	8.4	6.2
Saginaw		—	-15.2	15.2	13.3	-4.0	-29.6
Duluth		—	-7.9	-7.9	21.6	12.0	4.9
Minneapolis		—	-14.5	-14.5	15.2	-1.5	-13.3
St. Paul		—	-12.9	-12.9	15.1	0.2	-5.8
Kansas City, MO		—	-10.9	-10.9	13.7	1.3	4.8
St. Joseph, MO		—	5.5	5.5	16.2	22.6	17.6
St. Louis		—	-27.2	-27.2	8.9	-20.7	-27.0
Omaha		17.77	-10.1	-23.7	16.3	4.6	8.6
Akron		5.74	-13.8	-18.5	5.4	-9.2	-6.5
Canton		2.14	-13.6	-15.4	8.0	-6.8	-21.3
Cincinnati		—	-14.8	-14.8	11.3	-5.3	-7.7
Cleveland		—	-23.5	-23.5	3.3	-21.0	-29.6
Lakewood, OH	(N)	—	-11.4	-11.4	6.6	-5.6	5.3
Columbus, OH		33.73	4.8	-21.6	14.1	19.5	23.0
Dayton		27.70	-16.0	-34.3	-5.2	-20.5	-28.1
Springfield, OH		10.76	-11.0	-19.6	10.5	-1.6	-14.9
Toledo		0.13	-8.3	-8.4	9.7	0.6	-9.3
Youngstown		—	-18.4	-18.4	7.2	-12.6	-24.1
Warren, Ohio		25.78	-9.5	-28.1	20.3	8.8	-9.7
Madison		10.98	-1.2	-10.9	16.6	15.2	19.5
Milwaukee		—	-11.3	-11.3	12.7	0.0	-8.5

Table A-33 (continued)
CITY AREA GROWTH CHARACTERISTICS, 131 CITIES, 1970-80

Percent Change: 1970-80

Region and City	Status*	Area	Total Population	Population Density	Real Per Capita Income	Real Total Income	Residents Employed in City
SOUTH		23.92	6.8	-10.3	18.7	27.3	19.8
Birmingham		23.78	-5.3	-23.5	14.7	8.6	-2.8
Mobile		—	5.3	5.3	26.7	33.0	24.5
Jacksonville		—	2.5	2.5	7.7	10.4	6.0
Miami		—	3.9	3.9	8.9	13.2	24.2
Tampa		—	-2.2	-2.2	17.1	14.5	9.3
St. Petersburg		1.44	9.7	8.2	10.7	21.4	25.6
Atlanta		0.07	-14.3	-14.4	4.6	-10.4	-20.0
Columbus, GA		0.09	4.5	4.4	13.4	18.5	22.0
Savannah		104.48	20.3	-41.2	19.1	43.3	20.4
Louisville		—	-17.5	-17.5	7.6	-11.2	-17.5
Covington, KY	(N)	39.13	-5.7	-32.2	14.9	8.4	0.4
Baton Rouge		53.27	21.4	-20.8	32.7	61.1	62.8
New Orleans		—	-6.1	-6.1	20.6	13.3	-25.6
Shreveport		40.62	13.2	-19.5	31.0	48.3	40.5
Jackson		111.39	32.7	-37.2	24.7	65.6	43.8
Charlotte		85.65	30.3	-29.8	20.7	57.2	50.4
Oklahoma City		—	10.1	10.1	24.7	37.3	24.8
Tulsa		4.37	9.1	4.5	27.9	39.4	32.7
Knoxville		0.65	5.2	4.5	17.5	23.5	8.5
Memphis		29.17	3.7	-19.7	16.9	21.3	15.2
Nashville		-5.69	1.8	7.9	22.4	24.5	10.5
Austin		60.34	37.5	-14.3	22.1	67.8	69.5
Corpus Christi		7.61	13.7	-35.4	30.3	48.2	50.4
Dallas		30.35	7.1	-17.8	17.6	26.0	19.7
El Paso		102.62	32.0	-34.9	14.9	51.7	63.4
Fort Worth		16.77	-2.0	-16.1	14.5	12.2	13.5
Houston		23.67	29.4	4.6	31.3	69.8	59.6
San Antonio		43.26	20.0	-16.2	18.3	42.0	43.6
Norfolk		—	-13.3	-13.3	10.8	-3.9	-32.1

Portsmouth	—	-5.4	-5.4	19.3	12.9	4.5
Richmond, VA	—	-12.0	-12.0	14.8	1.0	-4.3
Huntington, WV	—	-13.5	-13.5	20.7	4.4	-11.1
WEST	11.55	12.6	1.7	13.6	28.2	24.8
Phoenix	29.85	36.0	4.7	17.2	59.4	56.6
Tucson	24.32	26.3	1.6	13.5	43.4	49.9
Anaheim	26.42	33.7	5.8	14.5	53.3	60.3
Garden Grove	(D) 0.54	1.7	1.1	18.2	20.2	31.7
Santa Ana	0.75	29.9	29.0	7.6	39.8	35.3
Fresno	57.16	32.1	-15.9	19.0	57.3	62.5
Los Angeles	0.22	5.6	5.4	7.4	13.4	24.0
Long Beach	3.08	0.6	-2.4	6.5	7.1	-10.1
Pasadena	(A) 1.72	5.3	3.5	1.2	6.5	-7.3
Sacramento	0.32	8.7	8.3	13.1	22.9	13.4
San Bernardino	16.18	12.4	-3.3	11.5	25.4	41.1
Riverside	0.98	22.1	21.0	13.7	38.8	34.9
Ontario	(D) 58.02	39.1	-12.0	17.0	62.7	24.6
San Diego	2.09	25.9	23.3	15.1	44.9	41.2
San Francisco	—	-5.2	-5.2	4.3	-1.1	0.3
Oakland	1.67	10.2	8.4	8.0	19.0	-10.5
Berkeley	(A) —	-9.6	-9.6	8.3	-2.1	-0.5
Richmond, CA	(N) 2.53	-5.1	-7.4	6.5	1.1	-9.8
San Jose	15.13	43.1	24.3	25.0	78.9	75.6
Denver	17.81	-4.5	-18.9	22.3	16.8	4.6
Honolulu	—	21.5	21.5	14.8	39.5	30.8
Albuquerque	16.31	36.6	17.5	21.6	66.1	80.1
Portland, OR	19.76	-4.2	-20.0	15.8	10.9	16.1
Salt Lake City	25.14	-6.9	-25.6	14.7	6.9	6.5
Seattle	—	-7.0	-7.0	15.6	7.5	12.0
Everett	1.71	0.0	-1.7	17.0	17.0	8.7
Spokane	1.57	0.6	-1.0	16.6	17.3	9.7
Tacoma	0.23	3.2	3.0	14.0	17.7	11.9

*All cities were central cities of standard metropolitan statistical areas in 1981 except those with the following designations:

(A) Given central city status June 30, 1983.

(D) Removed from central city status June 30, 1983.

(N) Never had central city status.

SOURCES: All data except those for area are from the 1970 and 1980 censuses of population; area data from the boundary and annexation survey, 1970-1979; consumer price index.

Table A-34
**PERCENT CHANGE IN INCOME AND POPULATION
 AND CONCENTRATION OF POPULATION, 1970-80**

Percent Change: 1970-80

Region and City	Status	Area	Total Per Capita Income	Real Total Income	Total Popu- lation	Population Concen (+) Suburb (-)*	Index Per Capita Income (1980)**
United States		9.95	11.2	10.3	-1.5	-11.0	0.0
EAST		0.05	1.8	-9.2	-10.9	-10.5	-9.5
Bridgeport		—	-4.0	-12.1	-8.3	-7.5	-12.6
Hartford		—	-9.1	-21.8	-13.9	-14.3	-19.6
New Britain		—	3.2	-8.0	-10.8	-9.6	2.9
Washington, DC		—	18.5	0.0	-15.6	-19.8	28.9
Portland, ME		—	15.4	10.1	-4.6	-11.5	-7.7
Baltimore		—	3.2	-10.3	-13.0	-17.2	-15.5
Boston		—	7.0	-6.0	-12.2	-7.9	-5.8
Springfield, MA		—	-1.0	-8.2	-7.3	-5.1	-16.3
Chicopee	(D)	—	11.9	-8.2	-17.9	-15.6	-8.3
Holyoke		—	4.4	-8.1	-12.0	-9.0	-11.8
Worcester		—	0.5	-7.5	-8.0	-8.6	-7.4
Manchester		—	17.5	21.6	3.4	-14.6	-1.6
Jersey City		—	-3.9	-17.2	-13.8	-6.3	-16.4
Newark		—	-8.1	-21.0	-13.9	-9.8	-34.9
East Orange	(N)	—	-18.7	-16.6	2.7	7.6	-10.3
Paterson		—	-9.9	-14.3	-4.8	0.0	-27.2
Clifton		—	8.4	-2.2	-9.8	-3.1	26.6
Passaic	(D)	—	-7.2	-12.2	-5.5	0.1	-16.4
Camden	(A)	—	-17.7	-32.1	-17.5	-15.5	-43.0
Albany		1.87	-2.4	-14.2	-12.1	-14.5	-3.6
Schenectady		—	-4.3	-16.6	-12.8	-14.8	-6.6
Troy		—	-0.6	-10.1	-9.5	-12.6	-20.4
Binghamton		—	4.1	-8.9	-12.5	-12.5	-6.6
Buffalo		—	4.1	-19.3	-22.5	-16.0	-14.8
New York		—	0.2	-10.6	-10.4	-4.0	5.1
Rochester		—	1.2	-17.2	-18.2	-18.9	-6.7
Syracuse		—	0.4	-14.0	-13.7	-14.5	-10.4
Utica		—	-1.1	-17.4	-16.5	-12.0	-19.6
Altoona, PA		—	14.4	3.5	-9.5	-9.7	-15.5
Philadelphia		—	1.6	-12.0	-13.3	-11.5	-12.8
Pittsburgh		—	12.6	-8.2	-18.5	-13.5	-1.6
Providence		—	1.3	-11.2	-12.3	-13.5	-11.3

Warwick	(D)	—	12.5	16.5	3.6	2.5	8.4
Pawtucket		—	7.6	-0.8	-7.8	-8.5	-9.0
MIDWEST		4.72	11.4	-0.3	-10.7	-13.0	0.4
CHICAGO		0.09	3.1	-7.9	-10.7	-12.4	-0.1
Cicero	(N)	—	0.5	-9.3	-9.0	-13.8	8.2
Peoria		5.35	21.1	18.3	-2.4	-8.6	22.1
East St. Louis	(A)	—	-5.2	-25.5	-21.4	-19.0	-47.1
Fort Wayne		11.83	12.4	9.2	-2.8	-8.0	4.4
Gary		1.67	10.5	-4.0	-13.1	-18.5	-11.3
Hammond		—	18.4	3.1	-13.0	-14.5	12.1
East Chicago		—	16.4	-1.0	-14.9	-16.5	-6.6
Indianapolis		-0.26	10.5	-2.5	-11.7	-9.4	9.1
Des Moines		2.08	19.5	14.1	-4.5	-10.4	15.8
Sioux City, IA		0.78	21.1	15.5	-4.7	-5.6	1.5
Wichita		17.57	26.4	27.8	1.1	-4.4	17.3
Detroit		—	-1.8	-21.8	-20.4	-17.8	-10.5
Flint		0.33	11.8	-7.5	-17.1	-18.4	2.0
Grand Rapids		—	6.5	-1.6	-7.6	-17.6	-3.8
Lansing		0.56	9.2	8.4	-0.8	-10.7	4.7
Saginaw		—	13.3	-4.0	-15.2	-18.9	-3.7
Duluth		—	21.6	12.0	-7.9	-9.3	3.2
Minneapolis		—	15.2	-1.5	-14.5	-20.5	14.2
St. Paul		—	15.1	0.2	-12.9	-18.9	11.2
Kansas City, MO		—	13.7	1.3	-10.9	-15.2	7.8
St. Joseph, MO		—	16.2	22.6	5.5	-2.2	-8.5
St. Louis		—	8.9	-20.7	-27.2	-25.5	-15.5
Omaha		17.77	16.3	4.6	-10.1	-13.7	8.3
Akron		5.74	5.4	-9.2	-13.8	-11.4	-1.8
Canton		2.14	8.0	-6.8	-13.6	-16.2	-8.4
Cincinnati		—	11.3	-5.3	-14.8	-15.9	-0.8
Cleveland		—	3.3	-21.0	-23.5	-16.9	-17.0
Lakewood, OH	(N)	—	6.6	-5.6	-11.4	-4.0	29.5
Columbus, OH		33.73	14.1	19.5	4.8	-2.6	-1.8
Dayton		27.70	-5.2	-20.5	-16.0	-14.1	-17.0
Springfield, OH		10.76	10.5	-1.6	-11.0	-9.6	-9.7
Toledo		0.13	9.7	0.6	-8.3	-10.8	1.5
Youngstown		—	7.2	-12.6	-18.4	-17.2	-15.0
Warren, OH		25.78	20.3	8.8	-9.5	-9.8	3.0
Madison		10.98	16.6	15.2	-1.2	-10.9	15.2
Milwaukee		—	12.7	0.0	-11.3	-10.9	2.1

Table A-34 (continued)
**PERCENT CHANGE IN INCOME AND POPULATION
 AND CONCENTRATION OF POPULATION, 1970-80**

Percent Change: 1970-80							
Region and City	Status	Area	Total Per Capita Income	Real Total Income	Total Popu- lation	Population Concen (+) Suburb (-)*	Index Per Capita Income (1980)**
SOUTH		23.92	18.7	27.3	6.8	-10.3	-2.0
Birmingham		23.78	14.7	8.6	-5.3	-13.3	-16.1
Mobile		—	26.7	33.0	5.3	-10.4	-5.2
Jacksonville		—	7.7	10.4	2.5	-0.6	-2.4
Miami		—	8.9	13.2	3.9	-19.7	-12.5
Tampa		—	17.1	14.5	-2.2	-32.2	-7.4
St. Petersburg		1.44	10.7	21.4	9.7	-23.4	0.2
Atlanta		0.07	4.6	-10.4	-14.3	-42.6	-6.0
Columbus, GA		0.09	13.4	18.5	4.5	9.0	-13.1
Savannah		104.48	19.1	43.3	20.3	7.6	-15.2
Louisville		—	7.6	-11.2	-17.5	-21.0	-9.7
Covington, KY	(N)	39.13	14.9	8.4	-5.7	0.4	-19.5
Baton Rouge		53.27	32.7	61.1	21.4	-2.9	7.5
New Orleans		—	20.6	13.3	-6.1	-17.2	-7.1
Shreveport		40.62	31.0	48.6	13.2	0.8	3.7
Jackson, Miss.		111.39	24.7	65.5	32.7	6.5	-0.5
Charlotte		85.65	20.7	57.2	30.3	12.3	12.4
Oklahoma City		—	24.7	37.3	10.1	-7.1	14.9
Tulsa		4.37	27.9	39.4	9.1	-13.0	27.1
Knoxville		0.65	17.5	23.5	5.2	-14.0	-8.3
Memphis		29.17	16.5	21.3	3.7	-5.8	-7.0
Nashville		-5.69	22.4	24.5	1.8	-12.1	4.6
Austin		60.34	22.1	67.8	37.5	-4.0	4.2
Corpus Christi		7.61	30.3	48.2	13.7	-1.0	-1.9
Dallas		30.35	17.6	26.0	7.1	-14.9	23.8
El Paso		102.62	14.9	51.7	32.0	-1.2	-21.8
Fort Worth		16.77	14.5	12.2	-2.0	-19.6	5.5
Houston		23.67	31.3	69.8	29.4	-10.3	26.4
San Antonio		43.26	18.3	42.0	20.0	-0.5	-18.5

Norfolk	—	10.8	-3.9	-13.3	-21.3	-11.9
Portsmouth	—	19.3	12.9	-5.4	-14.4	-10.5
Richmond, VA	—	14.8	1.0	-12.0	-23.9	2.8
Huntington, WV	—	20.7	4.4	-13.5	-21.0	-1.3
WEST	11.55	13.6	28.2	12.6	-10.4	11.6
Phoenix	29.85	17.2	59.4	36.0	-13.0	8.6
Tucson	24.32	13.5	43.4	26.3	-16.8	-6.9
Anaheim	26.42	14.5	53.3	33.7	-3.4	23.4
Garden Grove	(D) 0.54	18.2	20.2	1.7	-24.7	15.4
Santa Ana	0.75	7.6	39.8	29.9	-4.5	-5.5
Fresno	57.16	19.0	57.3	32.1	5.7	-3.2
Los Angeles	0.22	7.4	13.4	5.6	-0.6	20.8
Long Beach	3.08	6.5	7.1	0.6	-5.2	20.0
Pasadena	(A) 1.72	1.2	6.5	5.3	-1.3	32.1
Sacramento	0.32	13.1	22.9	8.7	-15.8	9.0
San Bernardino	16.18	11.5	25.4	12.4	-19.6	-7.8
Riverside	0.98	13.7	38.8	22.1	-10.8	9.2
Ontario	(D) 58.02	17.0	62.7	39.1	1.2	-2.6
San Diego	2.09	15.1	44.9	25.9	-8.5	15.3
San Francisco	—	4.3	-1.1	-5.2	-9.3	25.7
Oakland	1.67	8.0	19.0	10.2	-10.2	11.2
Berkeley	(A) —	8.3	-2.1	-9.6	-14.1	21.7
Richmond, CA	(N) 2.53	6.5	1.1	-5.1	-9.7	0.3
San Jose	15.13	25.0	78.9	43.1	12.6	20.8
Denver	17.81	22.3	16.8	-4.5	-27.4	23.0
Honolulu	—	14.8	39.5	21.5	—	13.8
Albuquerque	16.31	21.6	66.1	36.6	2.0	7.0
Portland	19.76	15.8	10.9	-4.2	-21.9	16.4
Salt Lake City	25.14	14.7	6.9	-6.9	-29.0	6.5
Seattle	—	15.6	7.5	-7.0	-17.5	3.3
Everett	1.71	17.0	17.0	0.0	-10.1	12.8
Spokane	1.57	16.6	17.3	.6	-15.5	3.0
Tacoma	0.23	14.0	17.7	3.2	-12.9	2.8

*Change in city's share of city-plus-outside-city population.

**As measured from unweighted average of 131 city averages.

SOURCE: See Table A-33.

METHODOLOGICAL NOTE

Substantial variations exist in the assignment of expenditure and revenue responsibilities of city governments both among and within states. For a metropolitan disparities analysis it is essential to incorporate these differences in the basic data. This appendix explains how these adjustments were made in this study.

Differences in responsibilities can be considered functionally or on a governmental basis. The Governments Division of the U.S. Census Bureau notes how it takes account of these functional assignment differences in its annual report on city government finances:

Data in this report relate only to the municipal corporations and their dependent agencies, and do not include amounts for other local governments overlying city areas. Therefore, expenditure figures for "education" do not include spending by the separate school districts which administer public schools within most municipal areas. Variations in the assignment of governmental responsibility for public assistance, health, hospitals, public housing, and other functions to a lesser degree, also have an important effect upon reported amounts of city expenditure, revenue, and debt.¹

As used in this report the definition of a city conforms to that used in determining federal

general revenue sharing allocations. Except for a few instances, this definition is identical to that used in the *1980 Census of Population and Housing*. Differences exist where the fiscal definition does not coincide with the conventional geographic definition or where a government can be characterized in more than one way. The most important case is where a city is also a county and where there may be some underlying governments still in existence. The most important of these cases involve Jacksonville-Duval County (FL), Columbus-Muscogee County (GA), Indianapolis-Marion County (IN), and Baton Rouge-East Baton Rouge Parish (LA). Honolulu City is viewed as coextensive with Honolulu County.

Cities can be viewed as playing roles other than the municipal role and other governments can be viewed as providing traditional municipal services. Generally speaking, counties overlie cities and other local governments. There are two types of exception to this rule, as shown in *Table A-8*. First are states without counties, specifically, Rhode Island and Connecticut; or states where counties do not cover the entire state, as in Virginia where independent cities have no overlying counties. Under such circumstances the city may or may not take the role of a county. The Census Bureau classes certain municipalities, including those in Virginia, as city-counties. These include a variety of areas in which the city and county functions have been merged. The cities and counties are coterminous. In all other cases, the counties cover areas larger than the central city and thus their fiscal activities must be allocated.² This is done on the basis of the city's proportion of the county's or counties' population. The major services provided by counties are public welfare, hospitals, health, highways and in some states education. In most cases public welfare is a state, rather than a local function, but when it is a local function, it has great weight in per capita terms. Cities which have county attributes and have the welfare function assigned to them will appear out of line compared to other cities.

The problem of education is more compli-

cated. Many school districts are either parts of city governments, coterminous, or virtually coterminous with city boundaries. A considerable number, however, cross over city boundaries. In these cases activity must be allocated to the respective areas. In the *1977 Census of Governments*, the Census Bureau obtained information on the proportion of students in central cities attending schools outside the city. This data was used as the basis for allocating fiscal behavior for those school districts that cross city boundaries. Later data of this type will not be available until the completion of the special school district mapping project for the National Center for Educational Statistics. It was necessary, therefore, to use information in 1981 based primarily on the distribution of assessed valuations for all cities with noncoterminous school districts. The information came from a variety of sources, but mainly from the annual financial reports of the cities and school districts in question. In the case of dependent school districts no such allocation was necessary except in the very few special cases where dependence was not associated with exact coterminality.

The same method was used in allocating fiscal data of special districts that went beyond city boundaries. Although most special districts are wholly within cities, an occasional district provides services to more than one central city. The unusual circumstances of the Port of New York and New Jersey Authority, the San Francisco Bay Area Rapid Transit District, and the Washington Metropolitan Area Transit Authority are more complex but can be confronted using population allocators. Also it should be noted that when special districts involve utility-type expenditures and revenues they are excluded from consideration. Federal and state aid, however, are reported as general revenue regardless of the nature of the special district.

FOOTNOTES

¹U.S. Bureau of the Census, *City Government Finances in 1980-81*, Washington, DC, U.S. Government Printing Office, 1982, p. 4.

²In several instances central city areas are in more than one county.

Advisory Commission on Intergovernmental Relations

April 1984

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The Advisory Commission on Intergovernmental Relations (ACIR) was created by the Congress in 1959 to monitor the operation of the American federal system and to recommend improvements. ACIR is a permanent national bipartisan body representing the executive and legislative branches of Federal, state, and local government and the public.

The Commission is composed of 26 members—nine representing the Federal government, 14 representing state and local government, and three representing the public. The President appoints 20—three private citizens and three Federal executive officials directly and four governors, three state legislators, four mayors, and three elected county officials from states nominated by the National Governors' Conference, the Council of State Governments, the National League of Cities/U.S. Conference of Mayors, and the National Association of Counties. The three Senators are chosen by the President of the Senate and the three Congressmen by the Speaker of the House.

Each Commission member serves a two year term and may be reappointed.

WHAT IS ACIR

As a continuing body, the Commission approaches its work by addressing itself to specific issues and problems, the resolution of which would produce improved cooperation among the levels of government and more effective functioning of the federal system. In addition to dealing with the all important functional and structural relationships among the various governments, the Commission has also extensively studied critical stresses currently being placed on traditional governmental taxing practices. One of the long range efforts of the Commission has been to seek ways to improve Federal, state, and local governmental taxing practices and policies to achieve equitable allocation of resources, increased efficiency in collection and ad-



ministration, and reduced compliance burdens upon the taxpayers.

Studies undertaken by the Commission have dealt with subjects as diverse as transportation and as specific as state taxation of out-of-state depositories; as wide ranging as substate regionalism to the more specialized issue of local revenue diversification. In selecting items for the work program, the Commission considers the relative importance and urgency of the problem, its manageability from the point of view of finances and staff available to ACIR and the extent to which the Commission can make a fruitful contribution toward the solution of the problem.

After selecting specific intergovernmental issues for investigation, ACIR follows a multistep procedure that assures review and comment by representatives of all points of view, all affected levels of government, technical experts, and interested groups. The Commission then debates each issue and formulates its policy position. Commission findings and recommendations are published and draft bills and executive orders developed to assist in implementing ACIR policies.