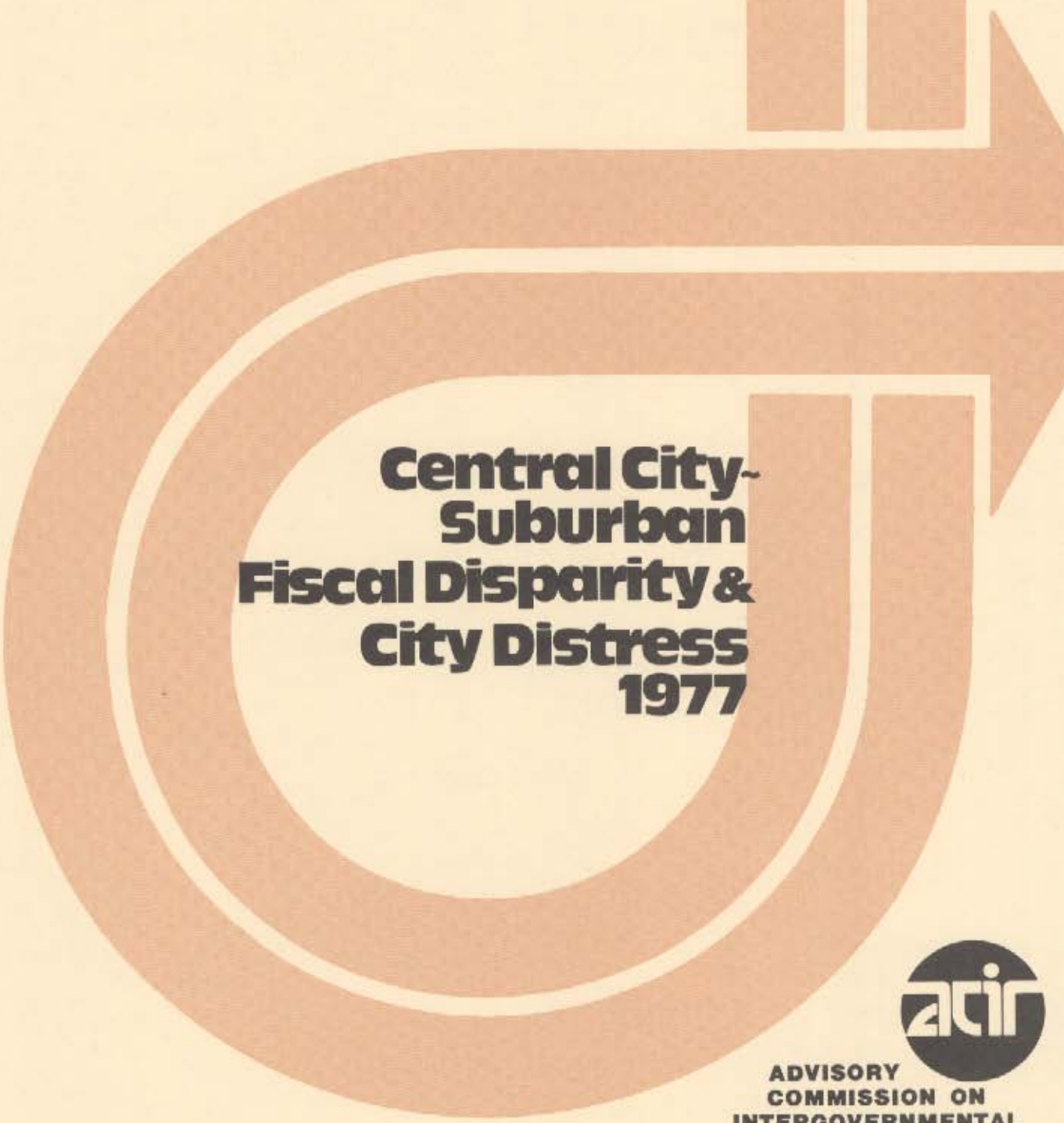


AN INFORMATION REPORT



**Central City-
Suburban
Fiscal Disparity &
City Distress
1977**



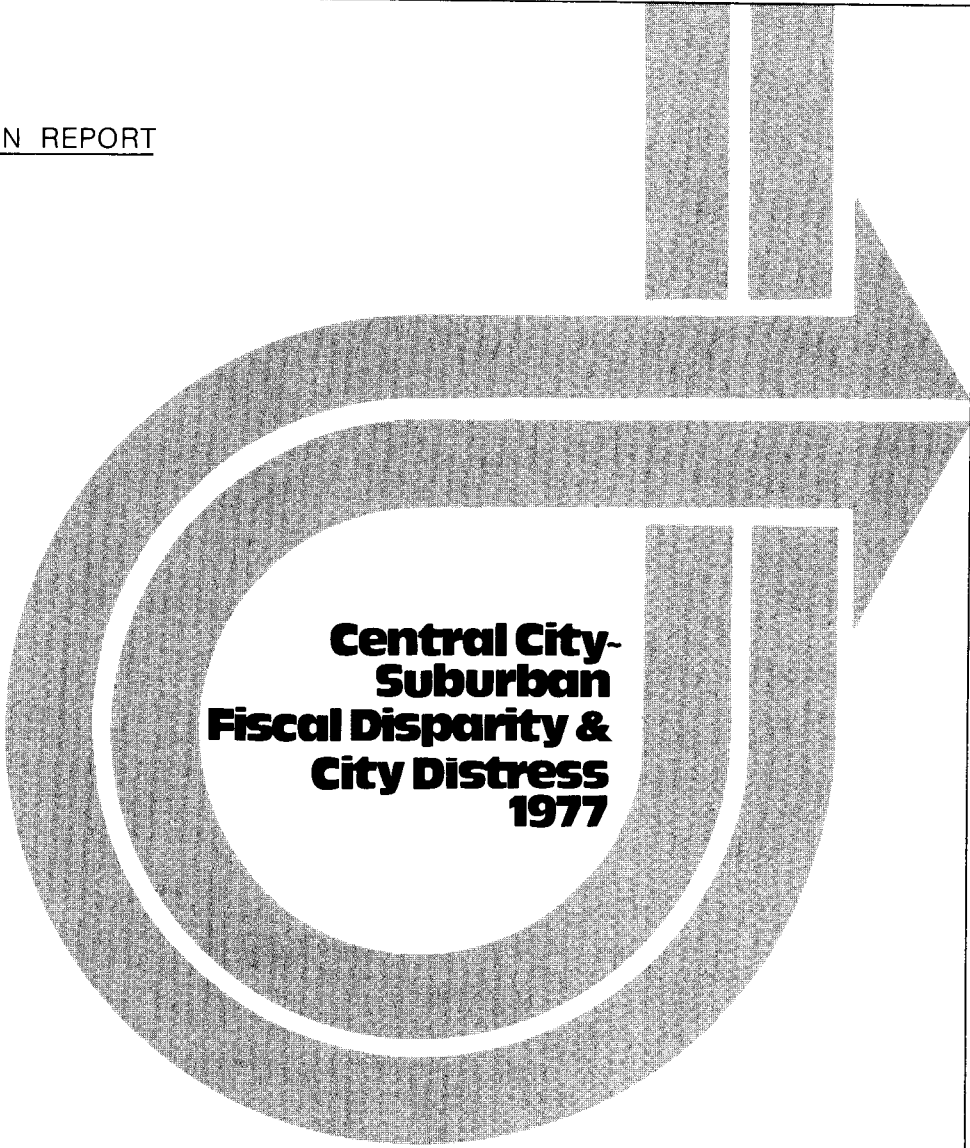
**ADVISORY
COMMISSION ON
INTERGOVERNMENTAL
RELATIONS**

Washington, D.C. 20575

December 1980

M-119

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PREFACE

At various times since 1965, the ACIR has published information on economic, social, and fiscal disparities between central cities and suburbs in metropolitan areas and their implications for intergovernmental relations. The two most recent publications were "Central City-Suburban Fiscal Disparity," an appendix to the ACIR's 1973 report on *City Financial Emergencies*, and the 1977 report, *Trends in Metropolitan America*. iii

This volume updates and expands upon these earlier reports by covering more cities, adding new analyses, and including data up through 1977.

A second section of the report focuses on another matter of public concern in urban America: cities in fiscal distress. It looks at various fiscal, economic, and demographic indicators of municipal health in 131 cities, including 25 middle-sized ones, and shows how they compare in terms of various indicators of "fiscal distress."

Abraham D. Beame
Chairman

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Executive Director

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This report was prepared by professors Seymour Sacks, Syracuse University; Robert Ross, Siena College; and George Palumbo, Canisius College, under a contractual arrangement with the Commission. ACIR staff responsibility was assigned to Albert J. Richter with the secretarial assistance of Evelyn M. Hahn.

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Structure and Function

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INTRODUCTION

The period since 1970 has witnessed enormous change in the urban fiscal sector. Not only have unprecedented federal policies vastly increased the federal government's influence on urban finances, but internal and external forces affecting urban finance have intensified. This report is an effort to look at the changes in urban finance from two perspectives: first, from that of the differences in fiscal conditions between central cities and their suburbs in metropolitan areas; and second, from the vantage point of the degree of financial stress experienced by particular cities, including a cross section of middle-sized cities categorized as "distressed."

Part I represents an updating and expansion of a 1973 ACIR report on urban fiscal conditions published as Appendix B of *City Financial Emergencies*¹ and entitled "Central City-Suburban Fiscal Disparity." That earlier report was designed to show, as of 1970, the magnitude of fiscal disparities in metropolitan areas and the major forces responsible therefor. The updating involves movement of benchmark data to 1977 for all the fiscal series and some of the underlying demographic, social, and economic data for which appropriately current information is available. Expansion consists of broadening the set of standard metropolitan statistical areas (SMSAs) from 72 to 85. This makes the data set consistent with that contained in the 1977 ACIR report on social

and economic disparities, *Trends in Metropolitan America*.² While no attempt has been made to back-date the fiscal information for the earlier years, the information presented, especially for 1977, is much more comprehensive than that presented in earlier reports.

In sequence, then, Part I first presents an overview of selected demographic and socio-economic developments in the 85 largest SMSAs; analyzes trends in fiscal disparities since 1957 for 37 SMSAs for which data go back that far; focuses on the most recent period, 1970-77, which was marked by accelerated expansion of state and, particularly, federal aid; and finally examines in greater depth the condition of metropolitan disparities in 1977.

Part II focuses on the fiscal behavior of individual city governments. The fiscal problems of individual cities were the subject of the main text of *City Financial Emergencies*. The purpose of this second part is principally to compare cities with special emphasis on the problems of the "distressed" jurisdictions.

Distress is viewed on an intercity basis nationwide as contrasted with the city-suburban

focus of the first part of the report. The enormous variation in the assignment of fiscal responsibilities is shown for the 106 cities contained in the 85 SMSAs examined in the first part plus an additional 25 cities. The latter were chosen by ACIR from smaller cities identified by the U.S. Department of Housing and Urban Development as meeting minimum standards of physical and economic distress.³ This increases the sample size to 131. In addition to both a cross sectional and a time series analysis of fiscal characteristics, a detailed analysis of actual and estimated changes in city retailing for the period 1972 to 1977 is also presented as a summary measure of the changing character of the 131 cities.

Footnotes

¹ Advisory Commission on Intergovernmental Relations (ACIR), *City Financial Emergencies: The Intergovernmental Dimension*, A-42, Washington, DC, U.S. Government Printing Office, July 1973.

² ACIR, *Trends in Metropolitan America*, M-108, Washington, DC, U.S. Government Printing Office, February 1977.

³ *Federal Register*, December 29, 1978, pp. 61017-61018.

FISCAL DISPARITIES IN METROPOLITAN AREAS

UNDERLYING ECONOMIC AND SOCIAL CHARACTERISTICS, 85 SMSAs

Fiscal disparities among local governments are associated with differentials among a number of demographic, social, and economic characteristics. When localities experience fiscal disparities, they are also apt to experience substantial changes in population growth, racial balance, age composition, income distribution, and housing development. It is the very "sorting out" of different types of population groups on the basis of such factors that characterizes fiscal disparities. Hence, a review of selected demographic and socioeconomic developments in the 85 largest standard metropolitan statistical areas (SMSAs) is necessary before analyzing fiscal disparities.

Population Growth

The central city is rapidly becoming a less dominant part of its metropolitan area (see *Tables A-1 and A-2 in Appendix A*). In 1960, the central cities in 44 of the 85 largest SMSAs contained 50% or more of their metropolitan populations. By 1976, only 32 central cities could claim this distinction in spite of a large number of annexations. Considering only metropolitan areas with single central cities, 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 1976. Smaller cities which had undergone annexation were most likely to dominate their metropolitan areas. Major consolidations such as occurred in 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.

Fifty-two of the 85 central city areas experienced actual population declines between 1970 and 1976. In this period, 13 cities had an average annual population loss of greater than 1.9%—the average annual decline of St. Louis during the 1960–70 decade (*Table A-3*). Three cities—St. Louis, Cleveland, and Dayton—had declines of 3.0% or more per annum and a substantial number had declines between 1% and 2%. With the exception of Atlanta, the high loss areas were concentrated in the East and the Midwest.

As in the prior decade, central city growth, where it occurred, was due largely to annexation or consolidation. The prevalence of annexation is a general characteristic of central cities outside of the East, but it is not a guarantee of growth. Thus, of the 32 cities that added acreage between 1970 and 1975 (*Table A-6*), eight experienced a decline in population from 1970 to 1976 (*Table A-3*). Yet, without annexation or consolidation many cities in the South, Midwest, and West would have shown substantial population declines. Finally, it is likely that a good part of central city growth was in areas relatively recently annexed.

Suburban population growth in all SMSAs occurred as a result of two forces: migration and natural increase (births-deaths). It was also affected by major annexations or consolidations; but detailed data on the effects of annexation in suburbs will not be available until the 1980 *Census of Population* has been processed.

About one-half of the 85 SMSAs experienced a net outmigration, with the heaviest concentration by far in the East and Midwest (*Table A-4*). High immigration rates were characteristic of only a limited number of SMSAs in Florida, Texas, Arizona, and California.

As a result of declining central city and expanding suburban population growth, population densities declined in central cities and in-

creased in suburban areas, except where there were special circumstances. The declines in density reflect both the declines in population in cities with constant boundaries and the fact that annexations generally involve lower density areas than that characteristic of the city prior to annexation. Thus, between 1970 and 1975 there were only 14 cities that showed increases in density (*Table A-5*). These were low density cities, with the exception of Miami, FL. What is of interest is the relatively low densities of many of the cities in the South and West. Data on suburban densities are not presented in this report, but there is a clear indication that suburbs fall into three classes: very high densities indistinguishable from central cities; high densities, but lower than the central cities; and finally, lower densities; due either to the rural or other special nature of the outside central city area, such as deserts, mountains, etc.

A development which was already evident in the 1960s—the reduction in size of household unit—became even more evident in the 1970s. This meant that a city could have a decline in population, with no such reduction in the number of households or automobiles. Cities were becoming less crowded as measured by the resident population and by the amount of economic activity, but the number of households and cars may have declined much less or even increased.

Not only are suburban areas generally less dense than their central cities, but also many are still highly rural in character. There are substantial differences between the proportions of population that are classified as rural and the proportion of area that is so classified. During the 1970s, there were changes in the definitions of SMSAs which vastly enlarged the rural component of outside central city (OCC) areas. Many recent developments have tended to operate in the opposite direction. The effect of the inclusion of a substantial rural component generally lowers the socioeconomic status of the suburban areas relative to their central city counterparts.

Migration

Table A-4 provides one of the first systematic analyses of the migration patterns of central

cities and entire SMSAs. The migration rates show a much more general pattern of migration out of the city than the usual population data. Thus, in the East and Midwest there was no single city which did not show net outmigration and even in the South most cities showed substantial outmigration rates. Cities which did not show such rates generally were those which had recently annexed. Some of the positive migration in the West, as in Anaheim and San Jose, could be explained by the location of the SMSA next to another larger SMSA. Several retirement and resort communities showed unambiguous positive growth rates.

The extreme cases of net outmigration generally were in the East and Midwest, with Atlanta as a southern counterpart. Those cities with net outmigration rates of 3.0% or more per annum between 1970 and 1975 were Hartford, Newark, Gary, Detroit, Flint, Minneapolis, St. Louis, Cleveland, Dayton (in excess of 4.0%), and Atlanta. There was a very substantial group with outmigration rates between 2% and 3%. Once again they were concentrated in the East and Midwest with a sprinkling of cities in the South: Columbus (GA), and Norfolk-Portsmouth; and the West: Oakland and Salt Lake City.

The major cases of immigration were in the South and West.

It should be noted that unlike the 1960-70 decade, a substantial number of SMSAs exhibited net outmigration during the 1970-75 period. This is especially true of the East and Midwest, where the decline in city population was not offset by an increase in suburban population greater than the natural increase. This was less true generally speaking in the South and West.

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 for 1977* indicates the changes in terms of housing units. 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 1970-77 period, such areas in the South and the West increased in both white and black households, but with a substantially higher increase in the number of black households. (One of the important limitations of this data is the inability to include in a similar fashion the Hispanic minority and other nonwhites, particularly in the West.) As a result, in 1977 the black proportion of total households in central cities reached 20.4% as compared to 17.9% in 1970. In the South the figure reached 27.4%, in the North Central states 22.6%, in the Northeast 19.1%, and in the West 9.9%.¹ It should be noted that these proportions have been altered by annexations which are not taken account of in *Annual Housing Survey* estimates.

Changes occurred in both owner and renter categories in 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 rises in the number of black owner-occupiers nationwide.

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 9.8% in the former and 9.4% in the latter. At the same time the number of black renters increased 7.6% in the Northeast and 18.5% in the North Central states. The concentration of black households in rental property in central cities reached 35.2% in the South, 29.3% in the North Central area, 22.8% in the Northeast, and 12.1% in the West. The importance of the black renter category is that it contains the principal concentration of the urban poor, namely, households with female heads.

Age Composition

Once again, while there is no detailed data available on the age distributions within metropolitan areas, the *Annual Housing Survey for 1977* does provide a basis for detecting the changes characteristic of the 1970-77 period. Central cities continue to exhibit higher proportions of the elderly in their populations

than suburban areas (Table 2). Based on the division between owners and renters, 27.6% of all owner-occupied households in central cities had persons over 65 in 1977. At the same time only 18.9% of rental housing had persons over 65. In the outside areas the proportions were lower, 20.9% for owners and 15.7% for renters. During the period 1970-77, the proportion of elderly in owner-occupied housing remained almost unchanged, but the proportion of the elderly living in rental housing declined, though this figure does not take institutionalized individuals into account. The

earlier indication of a major increase in the proportion of elderly population residing in cities has not been fulfilled.

The period 1970-77 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 1977, 38.8% of all owner-occupied households in central cities had children, while only 31.1% of rental households had children. This contrasts with 47.6% of all owner households in outside central city areas and 34.9% in rental households. These numbers usually represent

Table 1
**PROPORTION OF BLACK HOUSEHOLDS AND GROWTH RATES, 85
LARGEST SMSAs, BY TENURE STATUS AND REGION, 1970-77**

Region and Category	Proportion Black				Growth Rates					
	CC*		OCC**		CC			OCC		
	1970	1977	1970	1977	All	White	Black	All	White	Black
U.S.										
All	17.9%	20.4%	4.0%	5.2%	8.2%	2.9%	23.2%	25.4%	23.2%	60.6%
Owners	13.0	15.1	3.1	3.7	10.2	6.4	28.3	26.2	25.0	48.8
Renters	22.5	25.5	6.2	8.8	6.4	-8	20.4	23.2	18.9	74.5
Northeast										
All	17.1	19.1	3.2	4.0	-2.4	-7.0	8.7	12.0	13.6	44.9
Owners	11.5	12.9	1.5	2.1	0.2	-2.5	12.1	10.5	11.0	32.7
Renters	20.3	22.8	1.2	7.9	-3.9	-9.8	7.6	12.8	9.3	56.0
North Central										
All	18.8	22.6	2.5	3.2	1.3	-4.0	21.5	22.3	21.1	56.1
Owners	13.8	16.8	1.9	2.4	3.6	0	26.2	22.7	21.6	52.9
Renters	24.5	29.3	4.3	5.7	-1.2	-9.4	18.5	21.1	19.2	60.6
South										
All	24.1	27.4	8.2	10.0	16.8	11.2	32.1	37.3	34.2	65.9
Owners	17.4	20.2	6.8	7.5	12.7	8.7	31.4	39.1	37.9	52.5
Renters	32.3	35.2	11.6	16.0	21.5	14.9	32.5	33.1	25.4	83.9
West										
All	8.9	9.9	2.7	3.4	21.5	15.6	35.2	34.5	32.2	73.6
Owners	6.4	7.8	2.1	2.3	21.3	21.8	52.7	38.8	37.0	50.0
Renters	11.3	12.1	3.6	5.6	16.3	8.9	25.1	27.2	23.6	96.9

*CC—central cities

**OCC—outside central cities (suburbs)

SOURCE: U.S. Department of Housing and Urban Development, *Annual Housing Survey, General Housing Characteristics for U.S. and Regions*, Washington, DC, U.S. Government Printing Office, 1979.

Table 2
**COMPOSITION OF HOUSEHOLDS, 85 LARGEST SMSAs, BY REGION,
1970 AND 1977**

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	
	1977	1970	1977	1970	1977	1970	1977	1970
U.S.								
All	23.2%	23.5%	18.8%	19.3%	34.9%	38.5%	43.8%	49.9%
Owners	27.6	27.4	20.9	20.5	38.8	43.3	47.6	53.2
Renters	18.9	20.8	15.7	16.5	31.1	34.2	34.9	41.9
Northeast								
All	26.2	27.4	23.1	22.1	33.9	36.1	42.0	47.9
Owners	31.6	30.9	23.7	22.5	34.8	40.3	46.6	52.2
Renters	24.3	24.2	21.2	21.5	33.3	33.7	30.9	37.5
North Central								
All	23.8	24.4	17.1	17.9	34.6	39.0	41.7	52.0
Owners	28.2	28.0	17.8	18.8	39.1	43.4	51.0	55.5
Renters	18.6	20.4	14.5	15.0	29.2	34.0	33.4	42.5
South								
All	21.5	22.1	19.0	18.7	37.2	41.6	44.5	50.5
Owners	26.9	26.0	21.2	20.5	40.4	44.3	46.7	52.5
Renters	15.6	17.5	13.8	14.6	33.8	38.4	39.2	46.1
West								
All	21.4	22.3	18.4	18.7	31.4	37.3	41.9	48.5
Owners	24.2	25.1	21.2	19.9	40.0	44.8	45.1	52.2
Renters	17.3	17.4	13.2	13.9	25.9	29.8	35.8	42.3

SOURCE: U.S. Department of Housing and Urban Development, *Annual Housing Survey, General Housing Characteristics for U.S. and Regions*, Washington, DC, U.S. Government Printing Office, 1979.

major declines from 1970 levels. Generally speaking, suburbs had a greater proportion of households with children in each class of housing. This is true for every region for every year except for the Northeast in the year 1977, where renters in the city had a higher proportion of their households with children than renters in the suburbs.

Income

Thirty of the 85 central city areas surveyed had higher levels of per capita income than

their outside areas in 1976 (*Table A-7*). The majority of such cities were in the South and the West. In Hartford, Baltimore, Newark, Buffalo, Chicago, Detroit, St. Louis, Cleveland, Miami, San Antonio, and Tucson, central city per capita income was 80% or less of suburban per capita income. In Mobile, Columbus (GA), Shreveport, Jackson (MI), Tulsa, Memphis, Nashville-Davidson County, Corpus Christi, El Paso, Albuquerque, and Salt Lake City, central city income was 15% higher than that of their outside, mainly rural areas.

When analyzed on a household basis, how-

Table 3
**AVERAGE PER CAPITA AND PER HOUSEHOLD INCOME,
 85 LARGEST SMSAs, BY REGION, 1976**

Region	Per Capita			Per Household ¹		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$4,882	\$5,156	94.7%	\$10,950	\$14,478	75.6%
Northeast	4,654	5,574	83.4	10,332	15,495	66.7
North Central	4,847	5,347	90.6	10,566	15,185	69.6
South	4,771	4,629	103.1	11,609	12,452	93.2
West	5,321	5,242	101.6	11,547	13,052	88.5

¹ Based on per capitas and average size of household estimated.

SOURCE: U.S. Bureau of Census, *1976 Population and 1975 Per Capita Income Estimates for Counties, Incorporated Places and Selected Minor Civil Divisions*, P-25, Series Nos. 740-789, Washington, DC, U.S. Government Printing Office, 1977; U.S. Department of Housing and Urban Development, *Annual Housing Survey, General Housing Characteristics for U.S. and Regions*, Washington, DC, U.S. Government Printing Office, 1979.

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ever,² suburban income levels generally exceeded those of central cities even in the South and West (Table 3). The reason is the larger family size and, perhaps more important, a greater number of earners per household in the suburbs. This is a reflection of the greater proportion of owner-occupied households in outside central city areas as well as the larger number of persons per household.

In all cases the household income outside the central city was in excess of the household income within the central city. In the Northeast, while central cities per capita income was on the average 83.4% of their outside areas, when converted into household income the proportion dropped to 66.7%. Similarly, in the case of the Midwest the pattern dropped even more substantially from 90.6% to 69.6%. In the South the change was less, indicating a greater similarity between city and outside-city household size, but the proportion fell from 103.1% to 93.2%. A similar change occurred in the West where it fell from 101.6% to 88.5%.

A statement made in an earlier ACIR report appears to be as applicable in 1977 as it was in 1970. "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 likely to be skewed by the presence of a large number of poor households and relatively

fewer numbers of higher income family units. Per capita incomes tend to obscure the fact of the concentration of lower income family units within most of the metropolitan areas."³ In particular the concentration of households with female heads is 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 do not fit in neat statements. Many central cities have undergone drastic reductions in population. Many SMSAs have also lost population. An important role in the population changes in central cities and in central city-suburban relationship 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 compares 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 of the central city and its suburban areas

that dominated the 1970 scene is now seen largely as an East phenomenon. Many of the "newer" cities of the South and West have substantial suburban characteristics. In many areas the distinction between the central cities and their suburban areas are starting to blur. The effect of these changes on the patterns of local finances will be analyzed in the following sections.

METROPOLITAN FISCAL DISPARITIES, 37 SMSAs, 1957-77

In examining fiscal disparities, attention is first directed at the relatively long-range period of 20 years—from 1957 to 1977. For this period, data have been collected on a systematic basis for only 37 areas, so the 20-year analysis is limited to that number of SMSAs.

Substantial variations exist in the assignment of expenditure and revenue responsibility of city governments, both within and among states (Table A-8). Adjustment of the basic data must be made for these differences in a metropolitan disparities analysis. The adjustments used here are explained in Appendix B.

Expenditures

In 1957, 1970, and again in 1977, per capita local government expenditures in the central city areas exceeded those in suburban areas, the difference rising steadily from 32% in 1957 to 37% in 1970 and 41% in 1977 (Table 4). Expenditure differences in all three years were most pronounced in the East followed by the Midwest with smaller differences in the West and South. The Central City/Outside Central City (CC/OCC) differences widened by more than 25 percentage points between 1957 and 1977 in Washington (DC), Baltimore, Newark, Pittsburgh, Providence, Minneapolis, St. Louis, Cleveland, Dayton, San Antonio, San Francisco, and Seattle. The disparities actually were reduced in Chicago, Indianapolis, Kansas City, Cincinnati, Tampa, New Orleans, Dallas, San Bernardino, Denver, and Portland (OR).

Expenditure disparities result largely from the high level of noneducational expenditures in central cities. In 1957, the central cities had 102% higher per capita noneducational expenditures than their suburbs (Table 4). The

relative disparity grew to 107% in 1970 and then dropped to 101% by 1977, but this, of course, involved far greater dollar amounts than in 1957. In the East, the average disparity rose from 97% in 1957 to 143% in 1977, and in the West it also rose—from 171% to 184%. In the Midwest the difference narrowed—from 209% to 193%, while in the South it dropped precipitously—from 227% to 168% in the 20-year period. The disparities widened in eight of the 11 Eastern SMSAs, four of the 11 Midwestern, two of the eight Southern, and two of the seven Western.

While cities have exhibited higher noneducational expenditure levels, suburban areas have continued to outspend central cities for education on a per capita basis. From a trend perspective, however, the important point is that the gap has narrowed considerably. In 1957, central city per capita school expenditures were 80% of suburban expenditures; they rose to 86% in 1970 and to 94% in 1977 (Table 4). Indeed, only eight of the 37 central cities did not narrow the gap between 1957 and 1977—Kansas City (MO), Columbus (OH), Louisville, New Orleans, Dallas, San Bernardino, Denver, and Portland (OR) (Table A-11).

The educational expenditure disparity between central cities and suburbs narrowed most dramatically in the SMSAs of the East. In 1957, the CC/OCC ratio of per capita educational expenditures was 68; in 1977 it was 95. A slightly smaller narrowing occurred in the Midwest. In the West, the disparity widened: from a CC/OCC ratio of 97 in 1957 to 89 in 1977.

The relative specialization of central cities in noneducational expenditures and suburban areas in education is reflected in the shares of their total expenditures devoted to educational and noneducational purposes. Over the 20-year period, however, these specialized emphases weakened. 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. 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 (Table A-12).

In summary, the differences in expenditure levels between central cities and suburbs in the 37 largest SMSAs continued to widen from

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

Region	General Expenditures ¹								
	1957			1970			1977		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
U.S.	\$196	\$154	129%	\$524	\$385	137%	\$1,061	\$761	143%
East	207	165	129	613	419	148	1,272	833	161
Midwest	190	152	131	498	360	139	1,029	725	142
South	165	124	124	395	308	128	806	629	130
West	224	176	129	577	459	127	1,119	852	133
	Noneducation Expenditures²								
U.S.	\$135	\$74	202%	\$341	\$174	207%	\$714	\$388	201%
East	153	83	197	427	193	230	893	429	243
Midwest	134	71	209	316	156	212	679	358	193
South	108	54	227	225	128	187	530	334	168
West	140	88	171	380	227	186	749	436	184
	Education Expenditures³								
U.S.	\$61	\$80	80%	\$183	\$211	86%	\$346	\$372	93%
East	54	83	68	186	226	84	379	403	95
Midwest	56	81	73	182	204	84	350	368	95
South	57	70	89	170	179	95	275	294	93
West	84	88	97	195	233	84	370	416	89
	Total Aid⁴								
U.S.	\$40	\$40	101%	\$164	\$126	138%	\$490	\$306	167%
East	39	36	108	257	128	197	655	305	233
Midwest	38	36	109	130	113	124	452	296	155
South	24	32	79	96	98	96	267	239	142
West	63	63	100	199	172	115	449	401	113
	Total Aid as Percent of Total Expenditures⁵								
U.S.	\$19	\$26	77%	\$31	\$33	100%	\$ 44	\$40	115%
East	18	22	84	35	31	134	49	36	144
Midwest	20	24	85	26	32	89	43	40	110
South	15	27	56	24	32	77	42	39	109
West	28	35	78	34	37	92	40	46	86
	Taxes⁶								
U.S.	\$117	\$ 80	157%	\$258	\$190	140%	\$453	\$364	129%
East	135	101	142	301	236	130	533	453	120
Midwest	115	79	150	253	177	143	414	310	138
South	88	53	183	183	118	158	340	254	134
West	125	79	162	281	218	130	518	433	121

* Unweighted averages.

SOURCE: ¹ See Table A-9.
² See Table A-10.
³ See Table A-11.

⁴ See Table A-14.
⁵ See Table A-15.
⁶ See Table A-13.

1957 to 1977. To a small degree, this was due to a further increase in the disparity between central cities and suburban noneducational expenditures. Mainly, however, it stemmed from a substantial lessening in the amount by which the central cities lagged behind the suburbs in per capita education expenditures.

Revenue and Taxes

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 and only 29% higher by 1977 (Table 4). Still, the gap in dollar terms widened somewhat in response to declining relative incomes and economic activity.

The drop in CC/OCC tax disparity occurred in all four regions but most markedly in the South and West, in that order. Among the 37 SMSAs, only seven showed a greater central city excess over their suburbs in 1977 than in 1957—New York, Rochester, St. Louis, Cleveland, Columbus (OH), Milwaukee, and Tampa. SMSAs exhibiting the greatest reduction in tax disparities were New Orleans, Dallas, Portland (OR), San Bernardino, and San Antonio (Table A-13).

Aid

A major factor in offsetting the per capita tax collection disparity between central city and suburbs between 1957 and 1977 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 1977, 67% more aid (Table 4). The disparity widened most in the East: from 8% in 1957 to 133% in 1977. It broadened least in the West: from zero in 1957 to 13% 20 years later. Among the central cities, those of the South received the least per capita aid both in 1957 and 1977.

In all but four of the 37 SMSAs did the central cities increase their lead over their suburbs in receipt of intergovernmental aid. The four exceptions were Providence, Chicago, Columbus (OH), and San Bernardino. The cities expanding their aid margins most (i.e., comparing CC/OCC 1957 with CC/OCC 1977) were Bal-

timore, Newark, New York, 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 1977 this figure had risen to 44% (Tables 4 and A-15). In the suburbs, the rise in the importance of aid was less, going from 26% of total expenditures in 1957 to 40% in 1977.

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 1977. In 1957 in the East, aid was 18% of expenditures in the central cities and 22% in the suburbs; by 1977 the percentages were 49 and 36, respectively.

From 1957 to 1977, all but seven of the 37 central cities increased their reliance on state and federal aid compared to that of their suburbs. The seven with relative declines were Providence, Chicago, Minneapolis, Cleveland, Columbus (OH), San Diego, and San Francisco. Among the 30 cities widening their relative reliance on aid, the leaders were Newark, Paterson, New Orleans, and Atlanta.

Summary of 20-Year Fiscal Disparity Trends

In relation to their suburbs, the 37 central cities were high expenditure jurisdictions in 1957 and 20 years later they were even higher. The disparity in 1957 was mainly due to the traditionally higher noneducational expenditure demands that cities faced. It widened by 1977 because, on the one hand, these demands did not relent relative to those in the suburbs, and, on the other hand, central cities increased their educational expenditures relative to those in the suburbs.

Despite the widening of the expenditure gap between central cities and suburbs over the 20 years, the gap in per capita taxes was narrowed—from being 57% greater in central cities than suburbs in 1957 to being only 29% higher by 1977. The growing difference between expenditures and taxes was bridged mainly by the increased responsiveness of state and federal aid to central city needs. On a per

Table 5

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

Region	1970			1977		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
	Total Expenditures¹					
U.S.	\$477	\$369	135%	\$ 981	\$730	140%
East	571	422	138	1,201	825	154
Midwest	471	349	139	962	704	138
South	376	271	143	769	568	139
West	517	471	117	1,043	876	125
	Noneducation Expenditures¹					
U.S.	\$306	\$164	208%	\$643	\$369	192%
East	392	198	206	826	429	223
Midwest	298	149	207	614	338	184
South	223	106	237	506	287	194
West	334	225	170	660	454	163
	Education Expenditures¹					
U.S.	\$171	\$205	87%	\$336	\$362	96%
East	179	224	84	375	396	97
Midwest	173	200	89	348	366	97
South	154	165	94	262	280	95
West	183	245	81	376	428	95
	Total Aid¹					
U.S.	\$149	\$131	123%	\$438	\$301	157%
East	205	138	171	625	315	218
Midwest	126	114	116	424	289	149
South	103	101	100	324	225	143
West	181	187	104	448	405	116
	Federal Aid²					
U.S.	\$28	\$ 9	552%	\$155	\$46	400%
East	51	8	810	232	53	459
Midwest	22	6	841	139	38	395
South	20	12	243	130	46	374
West	20	10	238	124	50	370

* Unweighted averages.

SOURCE: ¹ Unpublished data from U.S. Bureau of the Census.

² See Table A-16.

³ See Table A-17.

⁴ See Table A-19.

⁵ See Table A-18.

⁶ See Table A-23.

Table 5 (cont.)

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

Region	1970			1977		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
	State Aid³					
U.S.	\$123	\$122	107%	\$297	\$255	127%
East	164	131	142	420	263	192
Midwest	104	108	101	285	250	114
South	83	89	91	194	179	108
West	161	178	97	323	355	96
	Noneducation Aid⁴					
U.S.	\$ 85	\$46	257%	\$284	\$129	265%
East	139	51	309	447	167	314
Midwest	74	46	253	258	114	246
South	35	19	266	185	65	317
West	109	77	194	268	192	163
	Education Aid⁵					
U.S.	\$64	\$ 85	82%	\$163	\$171	106%
East	66	87	95	177	148	152
Midwest	52	68	78	164	173	99
South	68	81	81	138	159	86
West	72	110	73	179	212	91
	Aid as Percent of Expenditures⁶					
U.S.	30.3	35.1	92%	44.4	41.1	113%
East	34.9	31.2	123	50.3	37.5	145
Midwest	26.6	31.9	85	44.0	41.0	109
South	27.8	38.3	72	41.9	40.7	104
West	33.2	40.0	88	42.2	46.4	94
	Total Taxes¹					
U.S.	\$233	\$179	140%	\$411	\$336	132%
East	288	233	125	507	439	118
Midwest	240	172	143	381	302	129
South	165	109	161	316	220	155
West	252	219	123	474	419	122

capita basis in 1957, central cities received the same aid as their suburbs; by 1977 they received 67% more. This aid 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, yet their suburbs continue to support higher proportions of their budget through inter-governmental aid. Suburban specialization in education, a function which is the subject of sizable state aid, is the reason for this situation. As suburbs began to experience more demands in the noneducational functions, therefore, their proportion of aid relative to cities decreased.

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These fiscal trends, of course, were not felt uniformly in all four major regions of the country. The increasing disparity in CC/OCC total expenditures occurred most dramatically in the SMSAs of the East, followed by the Midwest. The East also experienced the greatest relative widening of disparities in noneducational expenditures; this CC/OCC disparity actually declined in the SMSAs of the South. The narrowing of the educational 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. Central cities' edge in receipt of state and federal aid was broadened most in the East, least in the West.

A PERIOD OF ACCELERATED CHANGE: 1970-77

The period from 1970 to 1977 witnessed enormous changes relative to the preceding years. The amounts and rates of change were greater, but also there were some new forces at work, primarily in the arena of federal and state aid. While most aid in 1957 was from the state government either directly or as a conduit for federal aid, by 1970 a large direct federal-local sector emerged. This section focuses on these changes as well as changes in other fiscal measures for the period 1970-77. The sample examined is the 68 largest SMSAs—the 37 SMSAs covered in the preceding section plus an additional 31.⁴

Per Capita Aid

In 1970, among the central cities only the atypical case of Washington (DC)⁵ received direct federal aid in excess of the \$81 per capita received by Newark, and many cities received less than \$10 per capita with an average of \$28 (Tables 5 and A-16). In only a few cases was federal aid greater in the outside area than in the central city. This often reflected the presence of a federal installation, but the amounts generally were quite small relative to other aggregates. Of the per capita total aid of \$149 in central cities in 1970, only 18.2% was in the form of direct federal aid; while in the case of the suburban jurisdictions' \$131, only 6.9% was in the form of direct federal aid. State aid included pass-through federal aid, but the real large amounts were almost always associated with public welfare where it was a locally provided service (Table A-17).

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 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 has a large countywide school system.

The difference between state and federal aid is best explained by considering education and noneducation aid. Education aid comes primarily from state governments plus a relatively uniform pass-through of federal money under Title I of the *Elementary and Secondary Education Act* (ESEA). Noneducation aid to localities is made up primarily of federal aid, although a few states include a substantial pass-through of federal public welfare funds in state aid. Among these states in 1977 were New York, California, Wisconsin, Minnesota, Maryland, Colorado, Virginia, and North Carolina.⁶

A notable change occurred in education aid between 1970 and 1977—a substantial number of central cities in the East and the Midwest received more school aid than did their suburban jurisdictions. Thus, while 14 cities received education aid equal to, or greater than, their

Table 6
**PER CAPITA FEDERAL* AND STATE AID, 68 SMSAs,
 1972 AND 1977**

	Total			Education			Noneducation		
	1972	1977	Increase 1970-77	1972	1977	Increase 1972-77	1972	1977	Increase 1972-77
Federal aid	\$ 23	\$ 78	\$ 55	\$ 5	\$ 6	\$ 1	\$17	\$ 71	\$54
State aid	166	275	109	96	170	74	70	105	35
Total	\$189	\$353	\$164	\$101	\$176	\$75	\$87	\$176	\$89
Federal aid	14%	22%	—	5%	3%	—	20%	40%	—
State aid	86	78	—	95	97	—	80	60	—
Total	100%	100%	—	100%	100%	—	100%	100%	—

*Direct federal only; does not adjust for pass-through.

SOURCE: Adapted from data in ACIR's forthcoming 1980 report, *Recent Trends in Federal and State Aid to Local Government, M-118, Washington, DC, U.S. Government Printing Office, 1980.*

suburbs in 1970 the number increased to 27 in 1977 (Table A-18).

But the major shift in intergovernmental aid to local government occurred in the noneducational 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 or more per capita. By 1977, in the East and Midwest this became essentially the floor and 24 cities received aid in excess of the \$309 received by Washington (DC), in 1970.

These shifts resulted in (1) a decline in the state portion of total aid, primarily because the increase in direct federal aid for noneducational purposes was greater than the rise in state aid for educational purposes (Table 6), and (2) an overall shift of aid to the central city, especially in metropolitan areas outside of the South (Table 5).

Changes in Aggregate Levels

The analysis of per capita values permits a comparison between central city and outside jurisdictions independent of the changes in population size. One of the important changes from 1970 to 1977 in the CC/OCC relationship, however, involved population itself. The gen-

eral picture that emerges 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. To capture these population influences in the period 1970-77, it is necessary to look at aggregate rather than per capita trend figures. These are shown by regional averages in Table 7 and by the individual SMSAs in Appendix Tables A-20 through A-23.

The overall picture is one of substantial increases between 1970 and 1977 for all aggregate fiscal measures in both cities and their suburbs and in all regions (Table 7). For central cities the increases ranged from 146% for total taxes in the Midwest to 1,109% for federal aid in the West. For suburbs, they ranged from 193% for total taxes in the East and Midwest to 1,157% for federal aid in the East.

Increases in the central cities generally were smaller than in the suburbs, with numerous exceptions in the various aid groupings. The aggregate rise was greater for central cities: in total aid nationwide and in all four regions; in state aid in the East; in federal aid in the South and West; in educational aid nationwide and in the East, Midwest, and West; and in noneducational aid nationwide and the South. In addition, central cities in the East had higher educational expenditures than their suburbs.

Individual SMSAs

Among the individual SMSAs, perhaps the most obvious set of changes involved those governments which even as late as 1970 had relatively little noneducational expenditures, particularly in the suburbs of the South, where enormous relative changes reflected small absolute amounts (Table A-20).

With respect to the relationship between tax and expenditure growth for the central city and outside city areas (Table A-21), borrowing can explain part of the differences, but of even greater importance was the change in aid (Table A-22). Central cities in which changes in taxes exceeded changes in expenditures

need to be emphasized. In the East, these included New York and Philadelphia and in the Midwest, Gary and Kansas City. In the South, they included Birmingham, Atlanta, Louisville, Knoxville, Memphis, Norfolk, and Richmond. Finally, in the West, Fresno, San Bernardino-Riverside-Ontario, San Diego, and San Jose fell in this category.

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 or low level of taxes. The circumstances clearly vary. The increase in New York taxes, for example, is higher than average, the increase in expenditures is below average, and

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Table 7

INDEX OF CHANGE: SELECTED AGGREGATE FISCAL MEASURES, CENTRAL CITIES AND OUTSIDE CENTRAL CITIES, 68 LARGEST SMSAs, BY REGION, 1977

(1970=100)

Change in:	U.S.	East	Midwest	South	West
Total CC General Expenditure	202	195	187	211	216
Total OCC General Expenditure	226	200	225	250	229
Total CC Noneducational Expenditure	209	196	187	235	216
Total OCC Noneducational Expenditure	269	219	257	331	262
Total CC Educational Expenditure	193	196	188	179	217
Total OCC Educational Expenditure	202	187	204	208	211
Total CC Aid	307	287	319	324	291
Total OCC Aid	270	246	297	269	264
Total CC State Aid	238	237	262	237	209
Total OCC State Aid	244	210	274	244	242
Total CC Federal Aid	867	806	781	821	1,109
Total OCC Federal Aid	1,093	1,157	1,660	752	657
Total CC Educational Aid	266	284	319	206	257
Total OCC Educational Aid	246	198	301	237	238
Total CC Noneducational Aid	482	327	342	858	338
Total OCC Noneducational Aid	464	358	354	667	478
Total CC Taxes	173	160	146	192	198
Total OCC Taxes	213	193	193	242	229
Population change, 1970-76 CC	97	92	92	101	105
(1970=100) OCC	112	103	109	119	117

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

the per capita taxes far above average. In contrast, Kansas City reflects a situation where the increase in expenditures was below average. Insofar as the below average rise was due to special circumstances in 1970, such as the building of a stadium, this would have to be viewed differently than if no such extraordinary expenditure occurred in the base year. Birmingham experienced above average behavior for both taxes and expenditures, but it started with a relatively low level of taxes. In Louisville, it was due to the slow growth in expenditures.

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 generally apparent (Table A-23). Though both cities and suburbs increased their proportions of total expenditures financed by aids, the increase was generally greater in the cities, and markedly so in all the regions except the West. Still, there are some surprises, such as the high proportion that aid made up of expenditures in Baltimore as early as 1970.

METROPOLITAN FISCAL DISPARITIES IN 1977

Central cities continue to be high tax, high expenditure jurisdictions that are receiving increasing amounts of external aid for their public service needs. 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 thus far have avoided extreme noneducational expenditure demands. This last tendency also has kept the lid on suburban tax increases, since many noneducational 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.

In turning now to a more expanded analysis of fiscal disparities as of the single year 1977, the universe used is the 85 largest metropolitan areas. This represents a larger sample than the 72 SMSAs available in 1970 and the 37 prior to that time. The data used are published material

and special Census Bureau tabulations produced in connection with the 1977 Census of Governments.

Expenditures.

Per capita local government expenditures in the central city exceeded suburban outlays in the 85 metropolitan areas by slightly less than \$250 in 1977. 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 total expenditure levels that were greater than in their central city areas and even with these only one had a 10% or greater expenditure rate. In contrast, 28 central cities (CC) showed total expenditures that were 50% or more higher than suburban (Table A-24).

The gap in CC/OCC expenditures has largely arisen because of the high noneducational demands in central cities. Noneducational outlays in the 85 cities were 97% greater than those in their OCC areas. In one case, San Jose, OCC noneducational expenditures actually surpassed those of the central city, but only in 13 other cases were the noneducational levels of CCs less than 25% greater than comparable suburban expenditures.

As was noted earlier, this CC concentration on noneducational services and the resulting CC/OCC gap is not new to the 1970s, but the erosion of the earlier higher level of per capita suburban educational expenditures, which kept the gap from becoming more pronounced, is new (Table 8). In 31 instances, CC expenditures outran OCC expenditures in both education and noneducation functions. The extreme cases occurred in the East, although examples could be found in all other regions of the nation (Table A-24).

To go into greater detail, local education costs (including higher education) made up 35% of central city costs while suburbs, on the average, utilized 59% of their budgets for education. Expressed another way, suburban areas exhibited a roughly 50% greater concentration on educational expenditures than did central city areas (Tables 8 and A-25). In proportionate terms, the differences in noneducational burdens between central cities and suburbs were greatest in the metropolitan areas of

Table 8

PER CAPITA FISCAL BEHAVIOR, 85 SMSAs, BY REGION, 1977*

Region	CC/OCC			CC/OCC			CC/OCC		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
	Total Expenditures¹			Education Expenditures¹			Noneducation Expenditures¹		
U.S.	\$943	\$701	140%	\$332	\$357	972%	\$610	\$345	197%
East	1,172	797	155	368	391	96	804	406	231
Midwest	944	703	136	347	368	97	597	334	181
South	747	555	140	269	282	99	478	272	198
West	1,006	813	130	371	415	95	630	403	178
	Total Aid²			Education Aid³			Noneducation Aid³		
U.S.	\$431	\$295	157%	\$168	\$177	106%	\$263	\$117	282%
East	595	300	229	170	142	153	424	155	327
Midwest	424	286	151	171	175	102	258	110	261
South	317	243	134	151	175	87	165	67	301
West	444	380	123	188	219	92	256	160	233
	Taxes⁴			State Aid⁵			Federal Aid⁵		
U.S.	\$391	\$312	139%	\$285	\$251	123%	\$146	\$45	388%
East	500	428	119	373	248	180	222	52	447
Midwest	376	298	130	284	246	118	137	37	398
South	302	203	168	202	201	102	115	44	347
West	435	366	132	319	338	102	121	50	371
	Total Aid/Expenditures⁶			Property Taxes⁷			Nonproperty Taxes⁷		
U.S.	45.7%	42.1%	112%	\$287	\$267	138%	\$103	\$44	393%
East	50.7	37.6	148	371	373	104	128	54	284
Midwest	44.9	35.9	113	285	268	109	91	29	471
South	42.4	43.8	98	206	156	207	94	46	329
West	44.1	46.7	95	328	318	111	105	47	508

*Unweighted averages.

SOURCE: ¹See Table A-24.⁵See Table A-27.²See Table A-27.⁶See Table A-29.³See Table A-28.⁷See Table A-26.⁴See Table A-26.

Bridgeport, Washington, Baltimore, Worcester, New York, Pittsburgh, Providence, Minneapolis, Cincinnati (excluding the University of Cincinnati), Louisville, Jackson (MS), Oklahoma City, Tulsa, Austin, Richmond, Denver, Salt Lake City, and Seattle.

The cities with the highest noneducational proportions (i.e., the lowest educational proportions) were Washington, Baltimore, Jersey City, Buffalo, New York, Cincinnati, Minneapolis, Atlanta, Louisville, Oklahoma City, Richmond, San Francisco, Denver, and Seattle.

Revenue and Taxes

Overall, per capita taxes were 39% higher in central city areas than in their suburbs in 1977. The relative differentials were highest in the South (68%) (Table 8). This 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.

In 17 areas, city and suburban taxes were within 10% 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 five areas in which suburban taxes exceeded central city taxes by more than 10%—Paterson, Syracuse, Toledo, Corpus Christi, and Anaheim (Table A-26).

Intergovernmental Aid

Central cities in 1977 received \$136 per capita more intergovernmental aid than did their suburbs. Yet, in about one-third of the cases state and state-administered federal aid was greater in suburban areas. Direct federal aid, then, was the factor that often resulted in cities receiving more external aid than their suburbs (Table 27).

Aid was most central city-directed in the East, being 129% higher in central cities than suburbs, contrasted with 51% in the Midwest, 34% in the South, and 23% in the West (Table 8). In some individual cities, the amount was more than triple that received by their outside areas—Bridgeport, Hartford, Washington, Baltimore, Jersey City, and Newark. A group which received at least double the amount of suburban aid included Boston, New York, St. Louis, and Atlanta. In Omaha, Tulsa, Corpus Christi, Dallas, El Paso, 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 intergovernmental aid was higher in the suburbs than in central cities in 27 of the 85 SMSAs. In sharp contrast, direct federal aid was higher in central cities than in the suburbs in every case except El Paso. 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 13 areas. These were mainly in the East and reflected significant amounts of the pass-through of federal aid in 1977 for public assistance.⁷

While total per capita aid in central cities generally exceeded suburban aid levels, educational aid was frequently higher in suburban than central city areas. Noneducational aid, on the other hand, tended to be highly concentrated within central cities. Thus, in 1977 per capita educational aid in the central cities of the 85 largest metropolitan areas was \$168; in suburbs it averaged \$177. Put differently, central city per capita educational aid was 95% of suburban aid. On the other hand, central city noneducational aid was \$146 greater than suburban aid, with average CC noneducational aid amounting to \$263 per capita, compared to the suburban figure of \$117. In the average CC then, noneducational aid was 182% greater than in OCC areas (Table 8).

This pattern was fairly uniform among the metropolitan areas studied, although 30 of the 85 central cities did receive more per capita educational aid than their suburban counterparts. In 1977, only El Paso received less educational and noneducational aid than its outside area (Table A-28).

In terms of regions, the amount of noneducational aid in central cities was highest in the East at \$424 per capita, substantially less in the Midwest and West, \$258 and \$256, respectively, and even less in the South at \$165. Suburban areas followed the same trends, although for the first time noneducational aid in the East exceeded educational aid. In other regions of the country, education aid in suburbs far exceeded noneducation aid (Table 8).

The budgetary impact of these increases in aid has reversed the older pattern between central city and suburb. In 1977, aid made up 45.7% of expenditures in central cities and 42.1% in suburbs. The effect, as was noted earlier, was to reduce the CC/OCC tax level disparity. The impact was considerably greater in the central cities of the East and Midwest vis-a-vis their suburban counterparts. In the South and West, the budgetary impacts were about equal (Tables 8 and A-29).

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 1973. Few, however, have probed the extent to which GRS ameliorated fiscal disparities created by differences in noneducational taxes and income. *Table A-30* shows this information for the fiscal year ending in June 1978. The data reinforces the earlier findings on the noneducational side, only this time the information is based on taxes rather than expenditures. There was not a single case in which central cities had lower noneducational 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 is part of the explanation, of course, of the reduced CC/OCC tax disparity traceable to the relative increase in overall aid to the central cities.

Fiscal Disparities in 1977: Recapitulation

Earlier sections emphasized the trend in metropolitan fiscal disparities over the 20-year period 1957-77 and the seven-year period 1970-77. This one focused on the status of disparities in 1977.

In the 85 largest SMSAs, the per capita expenditures of central cities exceeded those of their suburbs by 35%. The gap was largely due to the higher outlays for noneducational purposes in central cities—77% greater than in the OCC areas. Cities were spending relatively more than in the past on education, but in 1977 they still devoted only 35% of their budgets to this purpose, compared to 59% in the suburbs.

Overall, per capita taxes in 1977 were 25% higher in the central cities than in the OCC areas. Intergovernmental aid also was greater—by 46%. A considerable share of the aid difference was due to the substantially larger portion of direct federal aid directed to central cities, as contrasted with state aid and state-administered federal aid. On a functional basis, per capita educational aid was 5% greater in the suburbs, but noneducational aid was 124% larger in the central cities.

Regionally in 1977, CC/OCC per capita expenditure disparities were greatest in the East and least in the West. Tax differentials were by far the widest in the 26 SMSAs of the South. Total intergovernmental aid and its noneducational component had the heaviest central city emphasis in the East. Per capita education aid was 20% higher in the central cities than the suburbs in the East. In the other regions, it was higher in the suburbs—by 16% in the West and South and 2% in the Midwest.

Footnotes

¹The *Annual Housing Survey* uses a slightly different regional breakdown and terminology than that used by the Census Bureau.

²Data on a household basis is generally not available for individual SMSAs. The source is the 1977 *Annual Housing Survey* which provides regional information. No account is taken of annexations, but the same definitions of SMSAs in 1977 are used as in the 1970 *Census of Population* and this report.

³ACIR, A-42, *op. cit.*, p. 109.

⁴Comparable Census Bureau fiscal data are available for 1970 and 1977 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."

⁵Washington, of course, is treated as a state-county-city rolled into one.

⁶Responsibility for welfare was taken over by the state government in Maryland in 1978, and welfare financing was assumed by the state in California in 1979.

⁷Especially in New York State.

City Distress

The report up to this point has examined the measurement and implications of fiscal and other disparities between central cities and their outside units. Here the focus is on cities, with particular emphasis on city distress measured in cross section and over time. Unlike the methodology used in *Part I*, all cities here are treated individually. In addition, certain smaller central and noncentral cities have been added to this analysis. Hence, all the major cities in the nation plus a substantial number of smaller ones are covered, for a total of 131. A preponderance of these cities fall into the category of "distressed" as defined by HUD for purposes of distributing urban development action grants (UDAG).¹

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In dealing with city governments rather than the systems of local governments that serve cities, one must be aware again that cities are assigned different responsibilities and that these in turn are differently related to aid patterns and tax responsibilities. Over a period of time, moreover, service responsibilities may change, sometimes due to annexation or consolidation.

DIFFERENCES IN CITY FUNCTIONAL RESPONSIBILITIES: 1977

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 often have other respon-

sibilities. The most dramatic example is when a city administers public assistance. Also, some cities are responsible for health and hospitals which in other areas are assigned to counties or special districts. Finally, public housing, mass transit, and a few other functions may be provided by city governments or more usually by independent special districts. If a change in responsibility occurs during the period under consideration, it distorts the ability to draw meaningful inferences.

In *Table A-8* the complex system of local governments providing local government services in city areas was shown for all city governments apart from the additional group of 25 added in this section. Cities without overlying governments stood out from the general pattern but no attempt was made to quantify the fiscal differences involved.

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In *Table A-31*, the specific expenditure patterns are shown for all 131 cities, by first distinguishing between education and noneducation expenditures, then by breaking welfare expenditures out of the latter. The few places with major hospital expenditures are also identified. The group with the broadest scope of functions are the cities that the Census Bureau designates as "City-Counties classed as Municipalities." All of these, over 100,000 population, are included in the sample except Anchorage, Lexington, and several "independent cities" in Virginia. Not all of these areas have dependent school systems. Where they have educational responsibilities, the fiscal totals are accordingly augmented. While all of these act as counties, not all of them are given the responsibility for public welfare. Thus, St. Louis City (separate from the entirely independent St. Louis County) does not have any educational or public welfare responsibility.

Besides the cities just enumerated, a few additional municipalities in the sample act as counties, including all municipalities and townships in Connecticut and Rhode Island, which do not have overlying counties because no such operational units exist in those states. Some of these jurisdictions resemble city-counties in practice. All other cities fall into two general groups, mainly depending on the extent to which they provide education.²

The most comprehensive city government in the United States is Washington, DC. While it

is classed as a municipality, it also provides state-type services. With per capita expenditures of \$2,175 in 1977, it had the highest level of any of the municipalities reported in this analysis. Alone among municipalities, it provided virtually the entire range of 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 \$736 is far in excess of the other three regions that fall into a relatively narrow band between \$416 and \$397 per capita (*Table 9*). As has already been indicated, a good part of the difference is accounted for by education. The East's average of \$234 for education is far in excess of the \$47 average in the South, and the figures of \$20 and \$1 in the Midwest and West, respectively, indicate that in those regions only the occasional city has any educational responsibility.

In noneducational expenditures, the range of variation was reduced considerably. The East still had the highest level, \$501, but the range between it and the Midwest and West, was reduced to only \$105. The West and Midwest had average levels of \$396, while the South had the lowest average at \$363 per capita. If a similar adjustment is made for public welfare, then the range is reduced even more, since cities in the East averaged a \$46 expenditure for public welfare and the highest in any other region was the \$12 level in the South and West. The purpose of this exercise is not to show that the East had lower city expenditures, but that the principal reasons for the higher expenditures were heavier outlays for education and public welfare (principally in New York, Baltimore, Washington, Newark, and Hartford).

INDIVIDUAL CITY VARIATIONS

On an individual city basis, the leading city was Washington (DC) as was previously noted,

Table 9

SUMMARY OF PER CAPITA CITY GOVERNMENT FINANCES, 131 CITIES, 1976-77

Region	Total Expenditures	Educational Expenditures	Noneducational Expenditures	Public Welfare	Other Noneducational
U.S.	\$493	\$ 78	\$415	\$18	\$397
East	736	234	501	46	455
Midwest	416	20	396	2	394
South	410	47	363	12	351
West	397	1	396	12	384

	Total Aid	State Aid	Federal Aid	Total Taxes	Property Taxes	Nonproperty Taxes
U.S.	\$196	\$ 96	\$101	\$214	\$133	\$81
East	322	185	137	349	266	83
Midwest	160	68	91	160	79	81
South	148	59	88	166	90	76
West	145	60	85	177	91	86

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

SOURCE: U.S. Bureau of the Census, *City Government Finances 1976-77*, Washington, DC, U.S. Government Printing Office, 1978.

with per capita expenditures of \$2,175. New York was not far behind at \$1,641 and Hartford, Baltimore, and Boston all had municipal expenditures in excess of \$1,250 (Table A-31). All of these cities had the responsibility for education and only Boston did not have a public welfare component. Of the 33 cities with per capita education expenditures in excess of \$20 per capita, 24 were located in the East, six in the South, three in the Midwest (including the special case of Cincinnati with its university), and none in the West. Using the \$20 per capita cut-off point for public welfare, only 19 cities fell into that category and New York had the highest per capita amount because it alone (besides Washington (DC)—a special case) provided both income and medical assistance at the municipal level. Newark and East Orange were the only cities where federally aided public assistance was provided, even though they had an overlying county.

Revenue Patterns

The differences in expenditures are reflected in the differences in revenues (Tables 9 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 the national norms than to the regional patterns. No major attempt has been made to determine the sources of these differences, because they clearly reflect the differences in functional responsibilities shown in the analysis of expenditures. Yet, there are a number of city revenue behavior patterns which deserve additional comment. The first is the relative importance of aid compared to tax revenue. The second is the importance of federal aid compared to state aid. The third is the importance of property taxes compared to nonproperty taxes in cities outside of the East.

As a result of changes in federal grants during the 1970s, aid moved to a par or close to par with tax revenues. Per capita taxes overall were \$214 and \$196. In the Midwest, aid was slightly in excess of taxes and in the West it was 81.9% of taxes. Places in which aid was far in excess of taxes included cities with educational and welfare responsibilities and a few places in which there were enormous project

type grants. Included in this group were Baltimore, Troy, East St. Louis, St. Paul, Cincinnati, Tampa, Memphis, Norfolk, Portsmouth, and Richmond (CA).

State aid nationwide appeared to be almost on a par with federal aid but this concealed a dramatic difference between one region and the rest of the country. In the East, state aid exceeded federal aid and this reflected city responsibilities for education and public welfare. In the other three regions, federal aid exceeded state aid by 33% to 48%. This margin would continue to exist, even if General Revenue Sharing were excluded. Cities with very substantial state aid components included Baltimore, Newark, and New York. All other cities with substantial state aid could be accounted for by education and welfare responsibilities.

24 The last point to be made on revenues involves the cities' extensive reliance on non-property taxes relative to property taxes. It should be noted that the largest users of the property tax are the school districts and that counties place relatively greater emphasis on the tax than cities. It is not surprising then that cities with school district and county responsibilities make heaviest use of this tax. This 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 (DC), Jersey City, Newark, New York, and Philadelphia. Other major users of nonproperty taxes include Chicago, Detroit, Flint, Kansas City, St. Louis, most central cities in Ohio as well as cities in the South and the West.

SOCIOECONOMIC INDICATORS OF CITY DISTRESS

Cities show substantial differences in the main socioeconomic indicators generally used in evaluating stress-related change, such as population and income. Another useful indicator is the trend in retail sales, based on the *Census of Retail Trade* prepared every year ending in two or seven by the Census Bureau.³

A city's retail trade figures reflect:

- a) changes in population and area,
- b) changes in per capita income, and
- c) changes due to the suburbanization (-) or concentration (+) of retailing.

If one starts with the well founded assumption that retailing was historically the quintessential central city function and that within the city the central business district dominated that function, then it can be seen that the loss or increase in that activity has important consequences. The level of retailing in the past was the result of the interaction of locational advantages and transportation networks. The fiscal result was an exceptionally valuable and productive property tax base. The loss of retailing in absolute and relative terms in recent years due to newer transportation and locational factors has had major deleterious effects on the cities involved.

The changes in retailing may be viewed as a way of summarizing the changing socioeconomic nature of the city in a single variable. *Table 10* shows the national and the regional averages for retail sales as well as the variables that in combination determine the changes in retailing: population and income. The results for income and retail sales are reflected in constant dollars (by reducing the dollar change by 40.4%—the rate of inflation between 1972 and 1977). The national retailing average for the 131 large cities indicates that they kept up almost exactly with the rate of inflation, with a real rate of growth of 0.2%. Yet, there were substantial regional differences. The East showed a decline of 13.0% on the average, while the West showed an increase of 13.1%, or a very slight increase in excess of the 9.8% rate of growth of real income.

Table A-33 shows the principal changes in real retail sales (in constant dollars) that have occurred in the cities between 1970 and 1977. Included in the table are the changes in population, density, real per capita income, and real total income, as well as the income status of each city for 1976 relative to the sample mean.

Only five of the 34 cities in the East—Portland, Chicopee, Manchester, Altoona, and Warwick—showed growth in real retail sales. The picture in the Midwest, on the other hand, was far more mixed, with cities having low densities and recent annexations (the cause of most population growth in central cities) often

Table 10

**SOCIOECONOMIC VARIABLES, 131 CITY GOVERNMENTS AND CITY AREAS,
PERCENT CHANGE, 1970-77**

Region	Area	Popu- lation	Density	Real Terms				Exhibit: Index
				Per Capita Income	Total Income	Retail Sales	Sub (-) Con (+)*	Per Capita Income**
U.S.	5.1	-3.2	-6.8	8.0	5.5	0.2	-5.3	0.0
East	0.0	-7.5	-7.5	4.4	-2.7	-13.0	-10.3	-6.0
Midwest	3.0	-7.8	-10.3	7.5	0.3	-3.8	-4.1	-0.9
South	12.1	1.4	-5.8	13.5	16.3	7.4	-8.9	-3.4
West	6.3	2.8	-3.0	6.3	9.8	13.1	3.3	10.2

* Suburbanization—Decrease in sales greater than the decrease in total income or increase in sales less than increase in total income. Concentration—Increase in sales greater than increase in total income.

** Average per capita income equals \$4,850.

SOURCE: See Source note in Table A-33.

experiencing 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 being the most prominent example), 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 hikes. Another reason for the substantial increase in the West was the recovery from the aircraft industry's recession of the early 1970s.

The existence of a strong relationship between changes in real total income, generated by changes in population and real per capita income, and changes in total retail sales is borne out statistically (Table A-34). For every 1% change in income there was a .96% change in retail sales. The weighted coefficient of determination between the two was 69%.⁴ Some cities, of course, lost in excess of the predicted amount and some gained. A gain—the more unusual circumstance apart from annexation—is viewed as a concentration of retail activity in the city involved; while a loss is viewed as an indication of the suburbanization of retail activity. Thus, while Austin grew by 44.7% in real dollar terms, its growth was 10.1% less than that predicted by its increase in total real income. On the other hand, even though East

St. Louis retail sales declined by 10.3% in real terms, this decline was less than that which was expected as a result of its 10.8% observed decline in total income. This may be due to the very low level of retailing that existed in 1972. Extreme suburbanization occurred for many cities where large, well established shopping centers existed in nearby communities, but it also occurred in most of the large cities.

THREE DISTRESS MEASURES

Drawing on the foregoing analysis, city distress can be considered in terms of local economic trends, 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 three measures with the change in retail sales being the proxy for economic change (Table 11). In terms of their appropriateness, it should be noted that the first two measures refer to the city area, while the third refers only to the city government. Nevertheless, the distribution of federal aids to city governments reflects these differentials. The first measure is a dynamic measure, in that it shows changes over time; the other two are static measures as of the year closest to 1977 for which the data is available. The purpose is to indicate the extent to which

Table 11
**THREE MEASURES OF CITY DISTRESS—131 CITIES RANKED IN ORDER OF DECLINE
 IN REAL RETAIL SALES, 1972-77**

Key: Region: 1 = East, 2 = Midwest, 3 = South, and 4 = West.

Distress: 1 = cities meeting HUD's standards of minimum physical and income distress
 for urban development action grants.

Retail sales: percent change in real dollars, 1972-77.

Index per capita income: measured from 131 city average, 1976.

Index per capita taxes: measured from 131 city average, 1977, with excesses stated as minus (-).

City	Region	Distress*	Retail Sales	Index Per Capita Income	Index Per Capita Taxes	City	Region	Distress*	Retail Sales	Index Per Capita Income	Index Per Capita Taxes
Gary	2	1	-35	-15	47	San Francisco	4	1	1	34	-150
Camden	1	1	-34	-29	25	Canton	2	1	1	-6	38
Paterson	1	1	-31	-19	-1	Pasadena	4	1	2	37	-2
Newark, NJ	1	1	-28	-27	-88	Omaha	2	0	2	6	37
Atlanta	3	1	-27	-1	4	Hammond	2	1	2	6	45
Troy	1	1	-26	-16	48	Lansing	2	1	2	1	28
Rochester	1	1	-25	-1	-52	Huntington	3	1	3	-4	43
Passaic	1	1	-24	-9	23	Altoona	1	1	4	-14	67
Detroit	2	1	-23	-4	-16	Berkeley	4	1	4	26	20
Hartford	1	1	-23	-14	-172	Duluth	2	1	4	1	51
East Orange, NJ	1	1	-21	8	-125	Columbus, GA	3	0	5	-10	18
Dayton	2	1	-21	-11	-4	Portland, ME	1	1	5	-13	-58
Buffalo	1	1	-21	-13	-15	Long Beach	4	1	5	24	19
Boston	1	1	-20	-8	-229	Salt Lake City	4	1	5	12	73
New Britain	1	1	-20	1	-90	Akron	2	1	5	-1	35
New York	1	1	-19	7	-278	Columbus, OH	2	1	5	-6	41
Baltimore	1	1	-18	-6	-34	New Orleans	3	1	5	-10	24
Washington	1	1	-17	23	-389	Covington	3	1	5	-21	25
Albany	1	1	-17	6	12	Los Angeles	4	1	6	16	1
Holyoke	1	1	-17	-13	-77	Memphis	3	0	7	-4	41
Cleveland	2	1	-17	-16	29	Nashville	3	0	7	0	-53
St. Louis	2	1	-16	-12	-45	Sioux City	2	1	7	-1	44
Chicago	2	1	-15	2	1	Warwick	1	0	8	7	-74
Schenectady	1	1	-15	2	44	Fort Worth	3	1	8	4	39
Syracuse	1	1	-15	-8	13	Lakewood, OH	2	1	6	28	54
Saginaw	2	1	-15	-9	32	Jacksonville	3	0	9	-2	45

Cicero	2	1	-14	12	53	Indianapolis	2	0	10	6	37
Philadelphia	1	1	-14	-4	-69	Des Moines	2	0	10	11	38
Springfield, OH	2	1	-14	-12	43	St. Joseph	2	1	10	-10	57
Flint	2	1	-13	-2	27	Dallas	3	0	11	17	7
Louisville	3	1	-12	-3	22	Sacramento	4	1	11	9	23
Youngstown	2	1	-12	-11	42	Garden Grove	4	0	11	4	
Minneapolis	2	1	-11	13	16	Phoenix	4	0	12	5	42
Binghamton	1	1	-11	-7	-6	Tucson	4	0	12	-9	32
East Chicago	2	1	-11	-10	-65	Seattle	4	1	12	32	10
Richmond, VA	3	1	-10	7	-118	Peoria	2	1	12	21	26
E. St. Louis	2	1	-10	-37	54	Chicopee	1	1	13	-11	-68
Pawtucket	1	1	-9	-9	-49	Richmond, CA	4	1	14	4	-37
Bridgeport	1	1	-9	-7	-96	Jackson	3	1	14	-3	54
Providence	1	1	-9	-7	-64	Spokane	4	1	14	2	45
Miami	3	1	-9	-8	20	Mobile	3	1	14	-6	41
Savannah	3	1	-9	-17	43	San Bernardino	4	1	14	-7	19
Warren	2	1	-8	-11	60	Madison	2	1	15	10	-53
Oakland	4	1	-7	13	5	Oklahoma City	3	0	15	8	21
Norfolk	3	1	-7	-10	-26	Wichita	2	1	19	11	47
Jersey City	1	1	-7	-7	-66	Tacoma	4	1	19	5	24
Springfield, MA	1	1	-7	-11	-55	Knoxville	3	1	18	-8	41
Worcester	1	1	-6	-5	-102	Ontario	4	1	18	-11	46
Utica	1	1	-6	-18	51	San Antonio	3	1	19	-18	65
Kansas City, MO	2	1	-6	7	-30	San Diego	4	0	21	10	42
St. Paul	2	1	-5	10	36	Fresno	4	1	21	-4	17
St. Petersburg	3	0	-5	4	53	Shreveport	3	1	20	-6	40
Pittsburgh	1	1	-5	1	23	Corpus Christi	3	1	21	-10	49
Cincinnati	2	1	-5	-1	-12	Baton Rouge	3	0	21	-3	15
Charlotte	3	1	-4	7	32	El Paso	3	1	22	-24	59
Birmingham	3	1	-3	-11	13	Honolulu	4	0	23	9	8
Milwaukee	2	1	-2	1	12	Everett	4	1	23	12	23
Tampa	3	1	-2	-7	35	Santa Ana	4	0	24	-9	69
Portland, OR	4	1	-1	16	26	Riverside	4	1	25	3	47
Clifton	1	1	0	28	-68	Albuquerque	4	0	25	4	54
Denver	4	1	0	24	-34	Tulsa	3	0	26	20	31
Fort Wayne	2	1	0	0	63	San Jose	4	1	27	10	36
Toledo	2	1	0	0	40	Anaheim	4	0	28	14	29
Grand Rapids	2	1	1	-5	54	Austin	3	0	35	0	44
Portsmouth	3	1	1	-7	-18	Houston	3	0	35	18	23
Manchester	1	1	1	-10	-93						

SOURCE: Table A-33.

*1 indicates cities meeting HUD's standards of minimum physical and economic distress for urban development action grants.

an area has one or more of the distress conditions.

The cities are listed according to their rank in the 1972-77 change in constant dollar retail sales—from the one suffering the greatest decline to the one showing the greatest increase (regardless of cause). A decline between 35% and 0% would show a nominal increase, but a real decline in retailing. An increase of from 1% to 18% represents a real increase, but one which is not keeping pace with the national increase in real income. Only those cities which had increases in excess of 18% showed increases relative to that associated with income.

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The next column shows the index of per capita income as measured from the 131-city average. Thus, the lowest, East St. Louis, has an index of -37, and Pasadena, the highest in the sample, has an index of +37. Both of these cities, it should be noted, are viewed as distressed by HUD for purposes of the urban development action grants (UDAG).

The final column shows the index of per capita taxes, again viewed in terms of their departure from the national average. Negative values show percentages in excess of the national average. The highest negative values, those of Washington, New York, and Boston,

are a reflection, of course, of the assignment of governmental expenditure and tax responsibilities. This column should be viewed more as an exhibit, but it does show some concentrations of the high tax areas in the declining retail sales group.

The standing of the communities, especially of those in distress, appears to be consistent with other indicators. The retail measure itself appears to be consistent with other indicators. The retail measure itself appears to summarize the working out of the major forces which have influenced the standing of the city—the changes in area, population, income, and the movement of economic activity represented by the suburbanization of retailing. The regional character of the changes is brought out by the fact that only one southern city, Atlanta, had a decline in excess of 12%. All the other cities with a retail sales decline above 12% were either in the East or Midwest. And while low income was a usual concomitant of decline, it was not necessarily so. Some places with low incomes showed increases in real sales. The concentration of cities in the South and the West among the rapidly growing areas was a result of the interaction of the annexation and rapid growth.

FOOTNOTES

¹*Federal Register, op. cit.*

²Even here a few differences exist between those that provide elementary and secondary education and those that provide higher education. Most cities responsible for higher education also provide elementary and secondary education, but in a few instances—Louisville in 1970 and Cincinnati in both 1970 and 1977—the city

governments reported the gross level of activity and aid received only for higher education. For the year 1977, the amount involved in Cincinnati was excluded from the analysis as was the change from 1970 to 1977.

³U.S. Bureau of the Census, *Census of Retail Trade, 1977, RC 77-52*, Washington, DC, U.S. Government Printing Office, 1978.

⁴The coefficient in this instance measures the proportion of the total variance in income that was explained by the

General Conclusions

Data gathered since the Population Census of 1970 substantiate the conclusion that American metropolitan areas continue to face urban growth problems. Most suburban areas continue to grow much faster than their central cities, although for the first time some suburban areas have lost population. Taxable wealth and personal income are growing faster in suburban areas than in their central cities, widening the disparity. As suburbs grow economically, central cities face the problems of population loss, though with increasing concentrations of poor blacks and Hispanics, but a decrease in the proportion of elderly. Compounding the problem is the fact that in some areas of the nation entire metropolitan areas are beginning to show substantial outmigrations with consequences to cities and suburbs alike.

Combined with these general trends is the fact that central cities generally have higher expenditure and higher tax levels than suburban areas. In many cases the higher levels of expenditure are being financed from a relatively static or diminishing tax base. Intergovernmental aid has offset this trend to an extent, with federal aid as the prime factor in directing more aid to central cities. And during the 1970s the impact of the aid on central cities was larger than on suburbs.

Census data continue to indicate that central cities are faced with rising demands for expenditures which compound their problems.

These demands result in increased taxes, high tax rates, and extremely high levels of noneducational expenditures. In all regions except the West, moreover, they have produced a marked increase in central city education expenditures relative to those in the suburbs. These fiscal trends have been viewed as one factor in the flight of higher and middle income households to suburban areas where taxes are lower and where there is still a greater emphasis on educational rather than noneducational programs.

Suburbs face mounting urban growth problems themselves, although concentrated in certain areas. While not experiencing drastic changes in the socioeconomic character of their population, they confront the need for developing a costly urban infrastructure. Many suburbs can no longer devote an ever-increasing proportion of their budget to educational programs and defer noneducational requirements. Thus, while 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 the central city-suburban disparity.

While there are certain general trends with respect to central city and suburban problems, there are sufficient exceptions to require a multifaceted urban growth policy for all three levels of government in the federal system. For example, 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 and even some Midwestern metropolitan areas. In these re-

gions most central cities appear to be viable units, often because they have been able to use annexation or consolidation to capture a considerable amount of what would otherwise be suburban growth. These areas also have enough land to contain an expansive housing market to accommodate the shelter demands of upper and middle income populations with smaller household units. In many cases, local governments in these areas have moved to countywide provision of public services that in the East and, to a lesser extent, in the Midwest, are still a function of subcounty local governments.

The vitality of some individual cities, especially in the West and the South, contrasts sharply not only with the central cities in the East and Midwest, but with some cities which are more properly called "inner ring" cities than suburbs. These include Camden, East St. Louis, East Cleveland, Hamtramck, and Highland Park (MI) with problems comparable to the worst of the central cities. The rural portions of some metropolitan areas still have not moved with the general upgrading of rural areas in the 1970s. Some cities, of course, have moved against the trend. Covington, KY, a poor city, showed substantial growth by virtue of its location.

Policymakers in government constantly face the challenge of directing limited resources to the places where they will do the most good. It is hoped that the data on metropolitan fiscal disparities and the measures of city distress described in this report will be helpful in making these difficult resource allocation decisions.

Table A-1
**POPULATION IN CENTRAL CITIES (CC) AND SUBURBS (OCC), 85 LARGEST
 SMSAs, 1900, 1930, 1960, 1970, and 1976**
 (in thousands)

Region and City	1900		1930		1960		1970		1976	
	CC	OCC	CC	OCC	CC	OCC	CC	OCC	CC	OCC
U.S.	190	108	417	223	553	542	583	693	572	751
EAST	476	243	840	488	902	941	884	1156	821	1,196
Bridgeport	71	17	147	64	156	181	156	232	140	244
Hartford	80	73	164	147	162	387	158	505	135	532
Washington, DC	279	133	487	219	763	1,312	756	2,104	702	2,253
Baltimore	509	209	805	264	939	864	905	1,164	827	1,317
Boston	561	760	781	1,387	697	1,898	641	2,112	618	2,114
Springfield*	127	75	250	126	288	205	280	249	270	252
Worcester	118	61	195	77	186	142	176	167	169	180
Jersey City	206	180	317	374	276	334	260	348	240	333
Newark	246	277	442	807	405	1,284	382	1,474	331	1,453
Paterson**	139	95	248	419	279	907	282	1,076	284	1,059
Albany*	186	209	296	224	279	378	256	465	242	500
Buffalo	352	156	573	339	532	774	462	886	400	928
New York	3,437	376	6,930	1,045	7,781	2,912	7,894	3,677	7,423	3,819
Rochester	163	171	328	210	318	413	296	586	263	629
Syracuse	108	172	209	192	216	347	197	439	181	469
Philadelphia	1,294	598	1,951	1,186	2,002	2,340	1,948	2,869	1,797	3,006
Pittsburgh	452	632	670	1,353	604	1,801	520	1,881	449	1,854
Providence	236	172	330	347	357	464	342	567	322	579
MIDWEST	230	122	529	236	599	595	589	747	537	817
Chicago	1,699	386	3,376	1,073	3,550	2,670	3,366	3,312	3,074	3,921
Fort Wayne	45	32	115	32	161	70	177	102	183	104
Gary*	22	35	220	64	347	225	330	303	310	334
Indianapolis	169	190	364	209	476	440	744	365	709	432
Des Moines	62	20	143	30	208	57	200	85	195	106
Wichita	25	42	111	61	254	126	276	112	267	123
Detroit	286	141	1,569	609	1,670	2,092	1,511	2,688	1,314	2,809
Flint	13	57	156	83	196	219	193	303	170	350
Grand Rapids	88	82	169	127	177	284	197	341	186	383
Minneapolis	203	94	464	146	483	685	432	1,069	372	1,217
St. Paul	163	—	272	—	313	—	310	—	272	—
Kansas City	164	182	400	301	475	617	507	746	458	804
St. Louis	575	283	822	596	750	1,354	622	1,740	519	1,815
Omaha	103	101	214	99	301	156	347	192	371	210
Akron	43	57	255	132	290	315	275	403	250	420
Cincinnati	326	291	451	393	502	765	452	932	410	966
Cleveland	382	116	900	388	876	1,033	750	1,313	626	1,342
Columbus	126	92	291	123	471	283	539	376	533	422
Dayton	85	144	201	179	262	464	243	606	201	636
Toledo	132	107	291	159	318	312	387	305	367	339
Youngstown*	53	62	211	148	226	282	203	332	191	353
Madison	19	50	58	55	126	95	173	117	170	139
Milwaukee	285	120	578	237	741	537	717	686	661	754

* Multiple cities.

** Special survey.

SOURCE: U.S. Bureau of the Census, *Census of Population*, various years; and Bureau of the Census, *Current Population Reports*, Series P-25, various years.

Table A-1 (cont.)

**POPULATION IN CENTRAL CITIES (CC) AND SUBURBS (OCC), 85 LARGEST
SMSAs, 1900, 1930, 1960, 1970, and 1976
(in thousands)**

Region and City	1900		1930		1960		1970		1976	
	CC	OCC	CC	OCC	CC	OCC	CC	OCC	CC	OCC
SOUTH	51	55	161	89	332	232	397	300	419	351
Birmingham	38	141	260	259	340	380	300	438	281	486
Mobile	38	37	68	78	194	168	190	186	202	214
Jacksonville	28	11	130	26	201	254	528	—	532	—
Miami	20	5	111	32	291	643	334	932	352	1,087
Tampa	16	32	101	74	275	316	278	518	271	722
St. Petersburg	2	—	40	—	181	—	216	—	238	—
Atlanta	90	108	270	192	487	529	496	893	426	1,098
Columbus	18	45	43	51	116	101	154	84	163	63
Louisville	205	90	308	113	390	334	361	465	330	502
Baton Rouge	11	20	31	37	152	77	165	119	302	18
New Orleans	287	33	459	68	627	279	593	452	581	556
Shreveport	16	53	77	76	164	117	182	112	188	125
Jackson	8	66	48	57	144	76	153	105	188	103
Charlotte	18	37	83	45	201	115	241	168	282	156
Oklahoma City	10	48	185	89	324	187	366	274	369	323
Tulsa	—	6	141	158	261	157	331	145	334	174
Knoxville	33	79	106	104	111	256	174	225	186	247
Memphis	102	66	253	86	497	177	623	146	668	127
Nashville	81	42	154	69	170	292	448	93	431	141
Austin	22	25	53	25	186	25	251	43	313	62
Corpus Christi	5	8	28	48	167	98	204	80	217	86
Dallas	43	211	260	247	679	439	844	711	849	892
El Paso	16	9	102	29	276	37	322	37	391	40
Fort Worth	27	60	163	67	356	216	393	368	368	449
Houston	45	76	292	165	938	480	1,232	752	1,455	952
San Antonio	53	37	232	90	587	128	654	209	784	183
Norfolk*	64	62	175	54	419	158	418	261	390	333
Richmond	85	67	183	73	219	216	249	268	227	331
WEST	62	35	241	142	479	546	554	753	593	826
Phoenix	6	15	48	103	439	224	581	386	680	545
Tucson	8	1	33	23	212	52	262	88	302	149
Anaheim*	6	14	41	78	288	415	445	974	487	1,258
Fresno	12	25	53	92	133	232	165	247	183	280
Los Angeles	102	65	1,238	828	2,479	3,215	2,812	3,857	2,744	3,915
Long Beach	2	—	142	—	344	—	361	—	338	—
Sacramento	29	47	94	96	191	433	254	546	262	646
San Bernardino*	15	31	81	134	222	586	308	834	320	945
San Diego	18	17	148	62	573	459	696	661	789	835
San Francisco	343	109	634	388	740	1,540	716	2,032	663	2,162
Oakland	67	—	284	—	368	—	362	—	332	—
San Jose	22	39	58	87	204	438	445	619	574	632
Denver	134	50	288	97	493	435	514	712	480	939
Honolulu	39	19	138	65	500	—	628	—	715	—
Albuquerque	6	22	27	19	201	61	243	72	285	84
Portland	90	60	302	153	372	449	382	626	380	717
Salt Lake City	54	32	140	68	189	258	175	381	169	474
Seattle*	88	53	396	177	597	550	585	840	541	878
Spokane	37	21	116	35	181	96	170	116	176	134
Tacoma	38	18	107	57	147	173	154	256	153	267

Table A-2
**CENTRAL CITY POPULATION AS A PROPORTION OF TOTAL SMSA
 POPULATION, 85 LARGEST SMSAs,
 1900, 1930, 1960, 1970, and 1976
 (1.00 equals total SMSA population)**

Region and City	1900	1930	1960	1970	1976
U.S.	0.51	0.61	0.51	0.49	0.47
EAST	0.59	0.56	0.41	0.36	0.33
Bridgeport	0.80	0.69	0.46	0.40	0.36
Hartford	0.52	0.52	0.29	0.23	0.20
Washington, DC	0.67	0.68	0.36	0.26	0.24
Baltimore	0.70	0.75	0.52	0.43	0.39
Boston	0.42	0.36	0.26	0.23	0.23
Springfield*	0.62	0.66	0.58	0.52	0.51
Worcester	0.65	0.71	0.56	0.51	0.48
Jersey City	0.53	0.45	0.45	0.42	0.42
Newark	0.47	0.35	0.23	0.20	0.19
Paterson*	0.59	0.37	0.23	0.20	0.21
Albany*	0.47	0.56	0.42	0.35	0.33
Buffalo	0.69	0.62	0.40	0.34	0.30
New York	0.90	0.86	0.72	0.68	0.66
Rochester	0.48	0.60	0.43	0.33	0.29
Syracuse	0.38	0.52	0.38	0.30	0.28
Philadelphia	0.68	0.62	0.46	0.40	0.37
Pittsburgh	0.41	0.33	0.25	0.21	0.19
Providence*	0.57	0.48	0.43	0.37	0.36
MIDWEST	0.53	0.67	0.52	0.48	0.44
Chicago	0.81	0.75	0.57	0.50	0.44
Fort Wayne	0.58	0.78	0.69	0.63	0.64
Gary*	0.38	0.77	0.60	0.52	0.48
Indianapolis	0.47	0.63	0.51	0.67	0.62
Des Moines	0.75	0.82	0.78	0.70	0.65
Wichita	0.37	0.64	0.66	0.71	0.68
Detroit	0.66	0.72	0.44	0.35	0.32
Flint	0.18	0.65	0.47	0.38	0.33
Grand Rapids	0.51	0.57	0.38	0.36	0.33
Minneapolis					
St. Paul	0.79	0.83	0.53	0.41	0.35
Kansas City	0.47	0.57	0.43	0.40	0.36
St. Louis	0.67	0.57	0.35	0.26	0.22
Omaha	0.50	0.68	0.65	0.64	0.64
Akron	0.43	0.65	0.47	0.40	0.37
Cincinnati	0.52	0.53	0.39	0.32	0.30
Cleveland	0.76	0.69	0.45	0.36	0.32
Columbus	0.57	0.70	0.62	0.58	0.56
Dayton	0.37	0.52	0.36	0.28	0.24
Toledo	0.55	0.64	0.50	0.55	0.52
Youngstown*	0.45	0.58	0.44	0.37	0.35
Madison	0.27	0.51	0.57	0.59	0.55
Milwaukee	0.70	0.70	0.57	0.51	0.47

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

Table A-2 (cont.)

**CENTRAL CITY POPULATION AS A PROPORTION OF TOTAL SMSA
POPULATION, 85 LARGEST SMSAs,
1900, 1930, 1960, 1970, and 1976
(1.00 equals total SMSA population)**

Region and City	1900	1930	1960	1970	1976
SOUTH	0.43	0.62	0.59	0.60	0.60
Birmingham	0.21	0.50	0.47	0.40	0.37
Mobile	0.50	0.46	0.53	0.50	0.48
Jacksonville	0.71	0.83	0.44	1.00	1.00
Miami	0.80	0.77	0.31	0.26	0.24
Tampa					
St. Petersburg	0.33	0.65	0.59	0.48	0.41
Atlanta	0.45	0.58	0.47	0.35	0.28
Columbus	0.28	0.45	0.53	0.64	0.71
Louisville	0.69	0.73	0.53	0.43	0.40
Baton Rouge	0.35	0.45	0.66	0.58	0.94
New Orleans	0.89	0.87	0.69	0.56	0.51
Shreveport	0.23	0.50	0.58	0.61	0.60
Jackson	0.10	0.45	0.65	0.59	0.65
Charlotte	0.32	0.64	0.63	0.58	0.64
Oklahoma City	0.17	0.67	0.63	0.57	0.53
Tulsa	—	0.47	0.62	0.69	0.66
Knoxville	0.29	0.50	0.30	0.43	0.43
Memphis	0.60	0.74	0.73	0.80	0.84
Nashville	0.65	0.69	0.36	0.82	0.75
Austin	0.46	0.67	0.88	0.85	0.87
Corpus Christi	0.38	0.36	0.63	0.71	0.72
Dallas	0.16	0.51	0.60	0.54	0.49
El Paso	0.64	0.77	0.88	0.89	0.91
Fort Worth	0.31	0.70	0.62	0.51	0.45
Houston	0.37	0.63	0.66	0.62	0.60
San Antonio	0.58	0.72	0.82	0.75	0.81
Norfolk*	0.50	0.76	0.72	0.61	0.54
Richmond	0.55	0.71	0.50	0.48	0.41
WEST	0.53	0.57	0.49	0.45	0.46
Phoenix	0.28	0.31	0.66	0.60	0.56
Tucson	0.88	0.58	0.80	0.74	0.67
Anaheim*	0.30	0.34	0.40	0.31	0.28
Fresno	0.32	0.36	0.36	0.40	0.40
Los Angeles					
Long Beach	0.61	0.62	0.46	0.45	0.44
Sacramento	0.38	0.49	0.30	0.31	0.29
San Bernardino*	0.33	0.38	0.28	0.27	0.25
San Diego	0.51	0.70	0.55	0.51	0.49
San Francisco					
Oakland	0.78	0.70	0.41	0.34	0.32
San Jose	0.36	0.40	0.31	0.41	0.48
Denver	0.72	0.74	0.53	0.41	0.34
Honolulu	0.67	0.67	1.00	1.00	1.00
Albuquerque	0.21	0.58	0.76	0.77	0.77
Portland	0.60	0.66	0.45	0.37	0.35
Salt Lake City	0.62	0.67	0.42	0.31	0.26
Seattle*	0.62	0.69	0.52	0.41	0.38
Spokane	0.63	0.76	0.65	0.59	0.57
Tacoma	0.67	0.65	0.45	0.37	0.36

Table A-3

**ANNUAL RATES OF CHANGE IN POPULATION, CENTRAL CITY AND
SUBURBS, 85 LARGEST SMSAs,
1960-70 AND 1970-76**

Region and City	1960-70			1970-76		
	CC	OCC	SMSA	CC	OCC	SMSA
U.S.	0.8%	2.7%	1.7%	-0.1%	1.4%	1.0%
EAST	-0.7	2.1	1.1	-1.4	0.6	-0.1
Bridgeport	0.0	2.5	1.4	-1.8	0.8	-0.2
Hartford	-0.3	2.7	1.9	-2.6	0.9	0.1
Washington, DC	-0.2	4.8	3.3	-1.2	1.1	0.5
Baltimore	-0.4	3.0	1.4	-1.5	2.1	0.6
Boston	-0.9	1.1	0.6	-0.6	0.0	-0.1
Springfield*	-0.7	2.0	0.7	-0.6	0.2	-0.2
Worcester	-0.6	1.6	0.4	-0.7	1.3	0.1
Jersey City	-0.6	0.4	0.0	-1.3	-0.7	-1.0
Newark	-0.6	1.4	0.9	-2.4	-0.2	-0.7
Paterson**	0.0	1.7	1.4	0.1	-0.3	-0.2
Albany*	-1.2	2.1	0.9	-0.9	1.2	0.5
Buffalo	-1.5	1.4	0.3	-2.4	0.8	-0.2
New York	0.1	2.4	0.8	-1.0	0.6	-0.5
Rochester	-0.8	3.6	1.9	-2.0	1.2	0.2
Syracuse	-1.0	2.4	1.2	-1.4	1.1	0.4
Philadelphia	-1.5	2.1	1.0	-1.3	0.8	-0.0
Pittsburgh	-1.5	0.4	0.0	-2.4	-0.2	-0.7
Providence*	-0.7	2.0	1.0	-1.0	0.3	-0.1
MIDWEST	0.2	2.1	1.3	-1.3	1.6	0.3
Chicago	-0.6	2.2	0.7	-1.5	2.9	0.8
Fort Wayne	0.9	3.8	1.9	0.6	0.3	0.5
Gary*	-0.2	3.0	1.0	-1.2	1.6	0.3
Indianapolis	4.6	-1.9	1.9	-0.9	2.8	0.5
Des Moines	-0.4	4.1	0.7	-0.4	3.7	0.9
Wichita	0.8	-1.2	0.2	-0.6	1.6	0.1
Detroit	-1.0	2.5	1.1	-2.3	0.7	-0.3
Flint	-0.3	3.3	1.8	-2.1	2.4	1.0
Grand Rapids	1.1	1.8	1.6	-1.0	2.0	0.9
Minneapolis	-1.1	4.6	2.0	-2.5	2.2	0.5
St. Paul	-0.2	—	—	-2.1	—	—
Kansas City	0.6	1.9	1.4	-1.7	1.3	0.1
St. Louis	-1.9	2.5	1.2	-3.0	0.7	-0.2
Omaha	1.4	2.1	1.7	1.1	1.5	1.3
Akron	-0.6	2.5	1.1	-1.6	0.7	-0.2
Cincinnati	-1.1	2.0	0.9	-1.6	0.6	-0.1
Cleveland	-1.6	2.4	0.8	-3.0	0.4	-0.8
Columbus	1.4	2.9	2.0	-0.2	1.9	0.7
Dayton	-0.8	2.7	1.6	-3.2	0.8	-0.2
Toledo	1.8	-0.2	0.9	-0.9	1.8	0.3
Youngstown*	-1.7	1.6	0.5	-1.0	1.0	0.3
Madison	3.1	2.1	2.8	-0.3	2.9	1.1
Milwaukee	0.4	2.5	0.9	-1.3	1.6	0.1

* Multiple central city SMSA. Rates of change include all central cities in the SMSA.

** Special survey.

SOURCE: Calculated from Table 1.

Table A-3 (cont.)

**ANNUAL RATES OF CHANGE IN POPULATION, CENTRAL CITY, AND
SUBURBS, 85 LARGEST SMSAs,
1960-70 and 1970-76**

Region and City	1970-76			1960-70		
	CC	OCC	SMSA	CC	OCC	SMSA
SOUTH	1.9%	3.0%	1.7%	1.0%	0.9%	1.5%
Birmingham	-1.3	1.4	0.2	-1.1	1.7	0.6
Mobile	-0.3	1.0	0.4	1.0	2.3	1.7
Jacksonville	10.1	0.0	1.5	0.8	—	0.8
Miami	1.3	3.8	3.1	0.9	2.6	2.2
Tampa	0.1	5.1	2.7	-0.4	5.7	3.3
St. Petersburg	1.7	—	—	1.6	—	—
Atlanta	0.1	5.4	2.6	-2.5	3.5	1.5
Columbus	2.9	-1.8	0.9	0.9	-4.8	-8
Louisville	-0.8	3.4	1.3	-1.5	1.3	0.1
Baton Rouge	0.8	4.4	2.2	10.6	-31.4	2.0
New Orleans	-0.6	4.9	1.4	-0.3	3.5	1.4
Shreveport	1.0	-0.4	0.5	0.5	1.8	1.0
Jackson	0.4	3.3	1.6	3.5	-0.3	2.0
Charlotte	1.8	3.9	2.0	2.7	-1.2	1.1
Oklahoma City	1.3	3.9	2.3	0.1	2.8	1.3
Tulsa	2.4	-0.8	1.3	0.2	3.1	1.1
Knoxville	4.6	-1.3	0.8	1.1	1.6	1.4
Memphis	2.3	-1.9	1.3	1.2	-2.3	0.6
Nashville	10.1	11.4	1.6	-0.6	7.2	0.9
Austin	3.0	5.6	3.4	3.7	6.3	4.1
Corpus Christi	2.0	2.0	0.7	1.0	1.2	1.1
Dallas	2.2	4.9	3.4	0.1	3.9	1.5
El Paso	1.6	0.0	1.4	3.3	1.3	3.1
Fort Worth	1.0	5.5	2.9	-1.1	3.4	1.2
Houston	2.8	4.6	3.4	2.8	4.0	3.3
San Antonio	1.1	5.0	1.9	3.0	-2.2	1.9
Norfolk*	0.1	5.1	1.6	-1.0	4.1	1.1
Richmond	1.2	2.2	0.7	-1.5	3.5	1.3
WEST	1.5	3.7	2.7	0.7	2.8	2.0
Phoenix	2.8	5.6	3.8	2.7	5.0	4.0
Tucson	2.1	5.4	2.9	2.4	9.2	4.3
Anaheim*	4.7	8.9	7.3	1.9	4.4	3.6
Fresno	2.1	0.6	1.2	1.7	2.1	2.0
Los Angeles	1.2	1.8	1.5	-0.4	0.2	-0.0
Long Beach	0.4	—	—	-1.1	—	—
Sacramento	2.9	2.3	2.5	0.5	2.8	2.1
San Bernardino*	1.2	3.6	3.5	0.6	2.1	1.7
San Diego	2.0	3.7	2.8	2.1	4.0	3.0
San Francisco	-0.5	2.8	1.6	-1.3	1.0	0.2
Oakland	-0.2	—	—	-1.4	—	—
San Jose	8.1	3.5	5.2	4.3	0.3	2.1
Denver	0.4	5.1	2.8	-1.1	4.7	2.5
Honolulu	2.3	—	2.3	2.2	—	2.2
Albuquerque	1.9	1.7	1.9	2.7	2.6	2.7
Portland	0.3	3.4	2.1	0.1	2.3	1.4
Salt Lake City	-0.8	4.0	2.2	-0.6	3.7	2.5
Seattle*	-0.5	4.3	2.5	-1.3	0.7	-0.1
Spokane	-0.7	1.9	0.3	0.6	2.4	1.4
Tacoma	0.3	4.0	2.5	-0.1	0.7	0.4

Table A-4
**AVERAGE ANNUAL RATES OF MIGRATION, CENTRAL CITY AND
 STANDARD METROPOLITAN STATISTICAL AREAS,
 85 LARGEST SMSAs, 1960-70 AND 1970-75**

Region and City	Central Cities		SMSAs		Region and City	Central Cities		SMSAs	
	1960- 70	1970- 75***	1960- 70	1970- 75		1960- 70	1970- 75***	1960- 70	1970- 75
U.S.	-0.5%	-1.3%	0.5%	0.2%	Columbus	0.9°	-2.2	-1.1	-1.5
EAST	-1.4	-1.9	0.3	-0.4	Louisville	-2.0°	-1.8	0.2	-0.2
Bridgeport	-1.2	-2.6	1.0**	-0.4**	Baton Rouge	-0.8°	0.8	0.6	0.6
Hartford	-1.6	-3.5	0.6**	-0.0**	New Orleans	-1.8	-1.9	0.1	0.0
Washington, DC	-1.4	-1.8	1.9	-0.2	Shreveport	-0.4°	-0.6	-0.1	-0.3
Baltimore	-1.8	-1.5	0.3	0.1	Jackson	-1.1°	-0.7	0.0	-0.2
Boston	-1.6	-0.4	-0.1**	-0.1**	Charlotte	0.4°	-0.4	1.2	0.3
Springfield*	-1.5	-0.9	0.0**	0.5**	Oklahoma City	-0.2°	-1.2	1.0	0.5
Worcester	-1.2	-0.7	0.1**	-0.1**	Tulsa	-1.3°	-1.3	0.3	0.5
Jersey City	-1.5	-1.9	0.9	-1.2	Knoxville	3.8°	0.6	-0.2	0.7
Newark	-2.1	-3.5	0.1	-1.1	Memphis	1.9°	-0.8	-0.1	-0.1
Paterson*	-0.8	-2.0	0.5	0.3	Nashville	0.0°	-0.8	0.4	0.7
Albany*	-1.5	-1.2	0.2	0.2	Austin	1.6°	2.1	2.0	2.9
Buffalo	-2.1	-2.7	-0.7	-0.5	Corpus Christi	0.1°	-0.7	-1.4	-0.7
New York	-0.7	-1.5	0.0	-1.1	Dallas	0.8°	-1.9	2.0	0.3
Rochester	-1.8	-2.8	0.8	-0.5	El Paso	-1.2°	1.8	-1.1	1.0
Syracuse	-2.0	-1.9	+0	-0.3	Fort Worth	-0.2°	-2.8	1.7	0.3
Philadelphia	-1.1	-2.2	0.1	-0.6	Houston	1.2°	-0.2	2.0	1.6
Pittsburgh	-1.9	-2.3	-0.7	-0.9	San Antonio	-0.8°	-0.4	0.2	0.6
Providence*	-2.0	-1.3	-0.1**	-0.5**	Norfolk*	-1.7°	-2.6	0.0	0.0
MIDWEST	-1.1	-2.2	0.0***	-0.5	Richmond	0.7°	-1.7	0.7	0.5
Chicago	-1.6	-2.4	0.0	-0.5	WEST	0.6	0.4	1.4	1.0
Fort Wayne	-0.5°	-0.9	0.6	-0.3	Phoenix	1.6°	1.4	2.5	3.6
Gary*	-2.0	-3.7	-0.4	-0.8	Tucson	0.8°	1.2	1.6	3.6
Indianapolis	0.0°	-1.2	0.4	-0.3	Anaheim*	3.3°	1.7	6.0	2.8
Des Moines	-1.4°	-1.4	-0.4	0.3	Fresno	1.1°	0.3	-0.2	0.6
Wichita	-0.8°	-1.9	-1.3	-1.3	Los Angeles	0.3	-1.4	-0.4	-1.0
Detroit	-1.9	-3.3	-0.1	-0.8	Long Beach	-0.3	-1.7	—	—
Flint	-1.8	-3.5	-0.1	-0.7	Sacramento	1.9°	0.5	1.3	1.1
Grand Rapids	-0.2°	-1.6	0.2	0.1	San Bernardino*	2.1°	-0.5	2.4	0.7
Minneapolis	-2.0	-3.0	0.7	-0.2	San Diego	2.1°	-0.8	1.5	2.4
St. Paul	-1.3	-1.4	—	—	San Francisco	-1.8	-1.5	0.7	-0.3
Kansas City	-0.3°	-2.1	0.2	-0.6	Oakland	-0.9	-2.2	—	—
St. Louis	-2.8	-3.7	0.1	-1.0	San Jose	6.4°	2.5	3.7	1.0

Omaha	0.0	-0.2	0.1	0.1
Akron	-1.7	-2.5	0.0	-1.1
Cincinnati	-2.4	-2.7	-0.3	-0.5
Cleveland	-2.7	-3.8	-0.2	-1.5
Columbus	0.0°	-1.3	0.7	0.2
Dayton	-2.3°	-4.2	0.3	-1.3
Toledo	1.0°	-1.6	-0.1	-0.3
Youngstown*	-1.8	-1.7	-0.4	-0.2
Madison	1.6°	-1.2	1.2	0.5
Milwaukee	-1.5°	-2.4	-0.3	-0.3
SOUTH	-0.1	-0.7	0.5	0.7
Birmingham	-2.4*	-2.9	-0.8	0.0
Mobile	-2.3	-0.2	-1.2	0.3
Jacksonville	0.0+	1.1	0.0	1.1
Miami	0.8	0.3	2.4	2.3
Tampa	-0.8°	-0.4	2.5	4.7
St. Petersburg	2.5°	2.4	—	—
Atlanta	-1.1°	-3.4	1.8	1.4

Denver	-0.3°	-1.9	1.4	1.6
Honolulu	0.3	0.7	0.3	0.7
Albuquerque	-0.1°	1.3	0.0	1.9
Portland	-0.1	-1.3	1.3	0.9
Salt Lake City	-2.4	-2.9	0.3	0.3
Seattle*	-1.2	-1.8	1.6	-0.8
Spokane	-1.3°	0.0	-0.5	0.5
Tacoma	-0.4	-0.8	1.1	-1.0

° Also includes substantial amount of growth due to annexation.

* Multiple central cities—SMSAs are defined in 1977 terms.

** New England county metropolitan areas.

*** Data for 1970-75 period are adjusted for annexations

**** Less than 0.05.

SOURCE: Estimated from *Census of Population, 1970* and the basic data used in the *Current Population Reports*.

Table A-5
**POPULATION DENSITY IN CENTRAL CITIES, 85 LARGEST SMSAs,
 1900, 1930, 1960, 1970, AND 1975**
 (in persons per acre)

Region and City	1900	1930	1960	1970	1975
U.S.	10.8	12.2	10.7	9.2	8.5
EAST	15.6	20.6	19.4	18.1	17.0
Bridgeport	8.9	15.6	15.2	15.1	13.9
Hartford	7.2	16.1	14.8	14.1	12.4
Washington, DC	7.2	12.2	19.5	19.2	18.2
Baltimore	25.1	15.9	18.8	18.0	17.0
Boston	22.7	27.7	23.6	21.7	21.6
Springfield*	3.1	7.4	8.6	8.1	8.4
Worcester	4.9	8.1	7.8	7.3	7.2
Jersey City	24.7	38.1	28.7	26.9	25.3
Newark	18.8	29.2	27.5	25.4	22.6
Paterson*	20.2	26.8	25.3	25.3	23.9
Albany*	13.6	10.5	10.6	8.7	8.2
Buffalo	14.1	23.0	20.2	17.5	15.4
New York	18.7	36.2	40.5	41.1	39.0
Rochester	15.9	14.9	13.8	12.6	11.4
Syracuse	9.9	12.8	13.5	11.9	11.1
Philadelphia	15.5	23.8	24.2	23.6	22.1
Pittsburgh	24.9	20.4	17.1	14.7	13.0
Providence*	15.5	22.2	18.3	15.5	14.4
MIDWEST	10.9	12.6	11.0	9.0	8.2
Chicago	14.4	26.1	24.9	23.6	21.7
Fort Wayne	8.5	10.3	6.9	5.3	5.2
Gary*	NA	9.0	7.0	7.0	6.2
Indianapolis	9.2	10.5	10.6	3.0	3.0
Des Moines	1.7	4.1	5.1	4.9	4.7
Wichita	NA	8.3	7.7	4.9	4.3
Detroit	15.7	17.7	18.9	17.1	15.1
Flint	2.2	8.2	10.5	9.2	8.6
Grand Rapids	8.2	11.4	11.5	6.8	6.5
Minneapolis	5.8	13.2	13.7	12.3	10.7
St. Paul	4.9	8.1	9.4	9.3	8.4
Kansas City	9.8	10.6	5.7	2.5	2.3
St. Louis	14.6	20.9	19.2	15.9	13.4
Omaha	6.6	8.5	9.2	7.0	7.1
Akron	5.7	10.5	8.3	7.9	7.3
Cincinnati	14.4	9.8	10.1	9.0	8.3
Cleveland	16.9	19.8	18.0	15.4	13.2
Columbus	12.3	11.7	8.4	6.2	4.9
Dayton	13.1	13.5	12.4	9.9	7.6
Toledo	8.2	13.3	10.3	7.4	7.1
Youngstown*	7.9	7.9	7.8	6.6	6.1
Madison	NA	11.7	5.6	5.5	5.1
Milwaukee	21.8	21.9	12.8	11.7	11.0

* Contains multiple central cities.
 NA—Acreage not available.

SOURCE: Calculated from *Tables A-1 and A-6.*

Table A-5 (cont.)
**POPULATION DENSITY IN CENTRAL CITIES, 85 LARGEST SMSAs,
 1900, 1930, 1960, 1970, AND 1975**
 (in persons per acre)

Region and City	1900	1930	1960	1970	1975
SOUTH	10.0	8.7	6.9	5.1	4.8
Birmingham	9.1	8.0	7.1	5.9	4.8
Mobile	10.4	7.5	1.9	2.5	2.6
Jacksonville	4.7	7.7	10.4	1.0	1.1
Miami	15.6	4.0	13.3	15.2	16.7
Tampa	8.3	8.3	6.2	5.1	5.1
St. Petersburg	NA	NA	5.4	6.1	6.5
Atlanta	8.5	12.1	5.9	5.9	5.2
Columbus	NA	11.3	6.9	3.4	1.1
Louisville	16.1	13.3	10.6	9.4	8.8
Baton Rouge	NA	17.6	7.6	6.4	9.0
New Orleans	2.2	3.6	4.9	4.7	4.4
Shreveport	NA	6.4	7.1	4.9	4.1
Jackson	NA	4.5	4.8	4.7	4.1
Charlotte	NA	6.6	4.9	4.9	4.1
Oklahoma City	3.1	9.5	1.5	0.9	0.9
Tulsa	NA	10.1	8.6	3.0	2.9
Knoxville	12.9	6.2	6.9	3.5	3.7
Memphis	10.4	8.6	6.0	4.4	3.7
Nashville	12.8	9.2	9.1	1.3	1.3
Austin	NA	4.2	5.9	5.4	4.7
Corpus Christi	NA	NA	7.0	3.1	1.9
Dallas	8.0	9.7	4.1	4.9	4.6
El Paso	1.2	11.8	3.7	4.2	3.7
Fort Worth	3.2	5.4	3.9	2.9	2.4
Houston	7.8	6.3	4.5	4.4	4.2
San Antonio	2.3	10.1	6.1	5.5	4.6
Norfolk*	23.2	7.2	14.9	14.3	13.3
Richmond	29.5	11.9	9.2	6.4	6.0
WEST	4.5	7.9	7.7	7.1	6.6
Phoenix	NA	11.6	3.6	3.6	3.8
Tucson	NA	NA	4.7	5.1	5.1
Anaheim*	NA	NA	6.4	7.8	7.8
Fresno	NA	9.6	7.4	6.2	4.9
Los Angeles	3.7	4.4	8.5	9.5	9.2
Long Beach	1.0	7.8	11.8	11.6	10.5
Sacramento	10.0	10.7	6.6	4.2	4.3
San Bernardino*	NA	NA	5.7	3.7	3.1
San Diego	NA	2.4	4.5	3.4	3.7
San Francisco	11.6	21.4	25.0	24.2	22.5
Oakland	7.6	8.3	11.0	10.6	9.7
San Jose	NA	11.6	5.9	5.1	5.5
Denver	3.6	7.7	10.6	8.4	6.8
Honolulu	0.7	2.5	1.3	1.7	1.9
Albuquerque	NA	NA	5.6	4.6	5.0
Portland	4.0	7.4	8.6	6.7	5.9
Salt Lake City	2.0	4.2	5.2	4.6	3.8
Seattle*	4.7	8.3	10.7	9.9	9.0
Spokane	2.9	4.3	6.5	5.2	5.4
Tacoma	1.9	3.6	4.8	5.0	4.9

Table A-6
**CENTRAL CITY AREA, 85 LARGEST SMSAs, 1900, 1930, 1960,
 1970, AND 1975**
 (in thousands of acres)

Region and City	1900	1930	1960	1970	1975
U.S.	22.17	38.58	51.77	77.45	82.29
EAST	28.99	33.80	33.47	34.14	34.14
Bridgeport	7.91	9.37	10.24	10.30	10.30
Hartford	10.96	10.16	10.88	11.13	11.11
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*	20.29	20.29	20.29	20.29	20.29
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	5.68	5.68	5.68
Albany*	6.91	12.08	12.29	13.38	13.38
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	35.20	35.32	35.32
Providence*	11.39	11.39	11.58	11.58	11.58
MIDWEST	22.85	34.99	45.24	65.79	67.56
Chicago	117.19	129.22	142.08	142.46	142.59
Fort Wayne	5.29	11.10	23.04	32.96	35.39
Gary*	NA	25.29	25.29	26.90	26.90
Indianapolis	18.18	34.66	44.80	242.81	240.12
Des Moines	34.55	35.50	40.32	40.44	41.21
Wichita	NA	13.26	32.64	55.36	61.31
Detroit	18.14	88.26	88.32	88.32	88.32
Flint	5.91	18.99	18.56	20.99	21.05
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	52.28
Akron	7.47	24.06	34.56	34.68	34.68
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	110.46
Dayton	6.47	14.82	21.12	24.51	27.07
Toledo	16.03	21.79	30.72	51.96	51.96
Youngstown*	5.73	21.50	21.50	21.50	21.50
Madison	NA	4.93	22.40	31.04	33.15
Milwaukee	13.06	26.34	57.60	60.80	60.80

* Contains multiple central cities.
 NA—Acreage not available.

SOURCE: U.S. Bureau of the Census, *Boundary and Annexation Survey, 1970-75*, Report GE-2, Washington, DC, U.S. Government Printing Office, 1979.

Table A-6 (cont.)
**CENTRAL CITY AREA, 85 LARGEST SMSAs, 1900, 1930, 1960,
 1970, AND 1975**
 (in thousands of acres)

Region and City	1900	1930	1960	1970	1975
SOUTH	13.06	29.39	62.70	115.31	126.29
Birmingham	4.15	32.17	47.36	50.88	57.47
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	NA	NA	33.79	35.46	35.89
Atlanta	10.56	22.27	81.92	84.16	83.52
Columbus	NA	3.80	16.64	44.48	140.80
Louisville	12.73	23.02	36.48	38.40	38.40
Baton Rouge	NA	1.76	19.84	25.85	32.83
New Orleans	125.16	125.16	126.08	126.14	126.14
Shreveport	NA	11.99	23.04	36.41	43.33
Jackson	NA	10.52	29.44	32.12	41.15
Charlotte	NA	12.39	40.96	48.64	69.38
Oklahoma City	3.23	19.42	205.44	406.84	406.84
Tulsa	NA	13.84	30.08	110.01	113.47
Knoxville	2.54	16.90	16.00	49.28	49.47
Memphis	9.77	29.23	82.56	139.13	179.26
Nashville	6.30	16.62	18.56	324.99	324.99
Austin	NA	12.50	31.36	46.14	64.69
Corpus Christi	NA	NA	23.68	64.38	112.45
Dallas	5.33	26.74	162.56	169.98	176.64
El Paso	13.33	8.64	72.96	75.71	103.10
Fort Worth	8.29	29.70	89.60	131.20	147.26
Houston	5.74	45.95	205.44	277.69	313.09
San Antonio	29.91	22.86	94.72	117.76	168.70
Norfolk*	1.98	18.05	32.00	33.66	33.66
Richmond	2.88	15.36	23.68	38.59	38.59
WEST	25.94	67.42	61.67	78.16	82.44
Phoenix	NA	4.11	119.68	158.65	174.98
Tucson	NA	NA	44.80	51.20	57.60
Anaheim*	NA	NA	16.19	21.31	24.93
Fresno	NA	5.50	17.92	26.75	35.78
Los Angeles	27.68	282.66	291.26	296.77	296.89
Long Beach	1.98	18.22	29.15	31.17	32.04
Sacramento	2.89	8.77	28.80	60.03	60.09
San Bernardino*	NA	NA	16.13	28.42	33.02
San Diego	NA	59.93	124.80	202.81	206.65
San Francisco	29.60	29.60	29.60	29.60	29.60
Oakland	8.77	34.02	33.41	34.18	34.18
San Jose	NA	4.96	34.56	87.16	95.55
Denver	36.70	37.09	46.08	60.92	71.17
Honolulu	53.70	53.70	53.12	53.69	53.69
Albuquerque	NA	NA	35.84	52.60	56.06
Portland	22.27	40.61	42.88	57.02	60.42
Salt Lake City	26.73	33.31	35.84	37.95	44.48
Seattle*	17.34	43.84	52.35	53.50	53.82
Spokane	12.66	26.55	27.52	32.51	32.51
Tacoma	19.17	29.66	30.08	30.52	30.52

Table A-7
**PER CAPITA INCOME IN CENTRAL CITIES (CC) AND SUBURBS (OCC),
 85 LARGEST SMSAs, 1976**

Region and City	CC	OCC	CC/OCC	CC-OCC
U.S.	\$4,883	\$,5156	97%	\$-273
EAST	4,654	5,575	84	-921
Bridgeport	4,547	5,985	75	-1,438
Hartford	4,201	5,608	74	-1,407
Washington, DC	6,007	7,116	84	-1,109
Baltimore	4,577	5,806	78	-1,229
Boston	4,503	5,530	81	-1,027
Springfield	4,621	4,858	95	-237
Worcester	4,636	4,856	95	-220
Jersey City	4,555	4,927	92	-372
Newark	3,586	6,602	54	-3,016
Paterson	4,648	6,757	68	-2,109
Albany	4,839	5,031	96	-192
Buffalo	4,234	5,329	79	-1,095
New York	5,222	6,182	84	-960
Rochester	4,824	5,602	86	-778
Syracuse	4,504	4,662	96	-158
Philadelphia	4,660	5,562	83	-902
Pittsburgh	4,919	5,125	95	-206
Providence	4,693	4,803	97	-110
MIDWEST	4,848	5,347	91	-499
Chicago	4,984	6,270	79	-1,286
Fort Wayne	4,885	5,306	92	-421
Gary	4,517	5,479	82	-962
Indianapolis	5,171	5,215	99	-44
Des Moines	5,407	5,714	94	-307
Wichita	5,403	4,954	109	449
Detroit	4,661	5,812	80	-1,151
Flint	4,769	4,731	100	38
Grand Rapids	4,622	4,672	98	-50
Minneapolis	5,439	5,760	94	-321
Kansas City	5,197	5,614	92	-417
St Louis	4,278	5,308	80	-1,030
Omaha	5,186	4,736	109	450
Kron	4,802	5,104	94	-302
Cincinnati	4,843	4,947	97	104
Cleveland	4,084	5,987	68	-1,903
Columbus	4,587	5,435	84	-848
Dayton	4,353	5,144	84	-791
Toledo	4,850	5,240	92	-390
Youngstown	4,351	4,986	87	-635
Madison	5,363	5,298	101	65
Milwaukee	4,902	5,930	82	-1,028

SOURCE: U.S. Bureau of the Census, *1976 Population and 1975 Per Capita Income Estimates for Counties, Incorporated Places and Selected Minor Civil Divisions*, P-25, Series Nos. 740-789, Washington, DC, U.S. Government Printing Office, 1977.

Table A-7 (cont.)
**PER CAPITA INCOME IN CENTRAL CITIES (CC) AND SUBURBS (OCC),
 85 LARGEST SMSAs, 1976**

Region and City	CC	OCC	CC/OCC	CC-OCC
SOUTH	4,771	4,629	106	\$ 142
Birmingham	4,354	5,049	86	-695
Mobile	4,586	3,650	125	936
Jacksonville	4,761	—	—	—
Miami	4,501	5,681	79	-1,180
Tampa	4,792	5,124	93	-332
Atlanta	4,820	5,869	82	-1,049
Columbus	4,390	3,444	127	946
Louisville	4,719	5,151	91	-432
Baton Rouge	4,734	—	—	—
New Orleans	4,398	4,814	91	-416
Shreveport	4,569	3,535	129	1,034
Jackson	4,713	3,643	129	1,079
Charlotte	5,218	4,845	107	373
Oklahoma City	5,265	4,929	106	336
Tulsa	5,839	4,353	134	1,486
Knoxville	4,489	4,500	99	-11
Memphis	4,659	3,923	118	736
Nashville	4,887	4,096	119	791
Austin	4,893	4,911	99	-18
Corpus Christi	4,380	3,426	127	954
Dallas	5,715	5,291	108	424
El Paso	3,726	2,980	125	746
Fort Worth	5,078	5,185	97	-107
Houston	5,723	5,601	102	122
San Antonio	3,990	5,284	75	-1,294
Norfolk	4,425	4,733	93	-308
Richmond	5,192	5,722	90	-530
WEST	5,322	5,242	103	80
Phoenix	5,108	5,027	101	81
Tucson	4,454	5,510	80	-1,056
Anaheim	5,018	6,263	80	-1,245
Kresno	4,677	4,386	106	291
Los Angeles	5,693	5,504	103	189
Sacramento	5,293	5,225	101	68
San Bernardino	4,723	4,702	100	21
San Diego	5,357	4,997	107	360
San Francisco	6,179	6,516	94	-337
San Jose	5,340	6,628	80	-1,288
Denver	6,032	5,637	107	395
Honolulu	5,329	—	—	—
Albuquerque	5,069	3,421	148	1,648
Portland	5,661	5,439	104	222
Salt Lake City	5,436	4,407	123	1,028
Seattle	6,347	5,854	108	493
Spokane	4,967	4,567	108	400
Tacoma	5,107	5,036	101	71

Table A-8

NUMBER OF UNDERLYING AND OVERLYING LOCAL GOVERNMENTS IN CENTRAL CITIES, 85 LARGEST SMSAs, 1977

Region and City	County	School District(s)***	Special District(s)	Multi- State	Exhibit: Local Governments in SMSA
EAST					
Bridgeport	0	0	1		26
Hartford	0	0	2		85
Washington, DC	0*	0	1	Yes	92
Baltimore	0*	0	1		29
Boston	0*	0	3		190
Springfield	1	0	2		54
Worcester	1	0	3		59
Jersey City	1	0	8		39
Newark	1	1	3		211
Paterson	1	0	4		199
Albany	1	1	1		223
Buffalo	1	0	1		143
New York	0*	0	1		554
Rochester	1	0	1		200
Syracuse	1	0	2		179
Philadelphia	0*	4	6	Yes	864
Pittsburgh	1	2	15		744
Providence	0	0	0	Yes	75
MIDWEST					
Chicago	1	1	9		1,214
Ft. Wayne	1	1	4		40
Gary	1	1	2		140
Indianapolis	0*	9	7		316
Des Moines	1	1	4		65
Wichita	1	2	4		143
Detroit	1	1	4		241
Flint	1	1	1		92
Grand Rapids	1	2	2		93
Minneapolis	1	1	3		218
St. Paul	1	1	9		218
Kansas City	3	16	8	Yes	254
St. Louis	0*	2	3	Yes	526
Omaha	1	4	5	Yes	260
Akron	1	1	3		102
Cincinnati	1	1	3	Yes	265
Cleveland	1	3	6		211
Columbus	1	3	4		128
Dayton	1	2	5		162
Toledo	1	3	7	Yes	139
Youngstown	2	2	4		106
Madison	1	2	3		85
Milwaukee	1	2	1		154

* 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, 1977 *Census of Government*, Vol. 1, Part I, *Government Organization*, Washington, DC, U.S. Government Printing Office, 1978, and unpublished materials from the Governments Division, Bureau of the Census.

Table A-8 (cont.)

**NUMBER OF UNDERLYING AND OVERLYING LOCAL GOVERNMENTS IN
CENTRAL CITIES, 85 LARGEST SMSAs, 1977**

Region and City	County	School District(s)***	Special District(s)	Multi-State	Exhibit: Local Governments in SMSA
SOUTH					
Birmingham	1	1	4		96
Mobile	1	County	2		44
Jacksonville	0*	County	2		9
Miami	1	County	1		33
Tampa	1	County	2		46
St. Petersburg	1	County	2		46
Atlanta	2	2	4		90
Columbus	0*	County	2	Yes	17
Louisville	1	County	4	Yes	183
Baton Rouge	0*	Parish**	0		4
New Orleans	0*	Parish	1		25
Shreveport	1	Parish**	1		22
Jackson	1	1	1		28
Charlotte	1	County	2		24
Oklahoma City	5	14	3		76
Tulsa	2	3	1		109
Knoxville	1	0	1		33
Memphis	1	0	2	Yes	45
Nashville	0*	0	3		38
Austin	1	1	2		29
Corpus Christi	1	5	7		60
Dallas	1	7	4		223
El Paso	1	3	4		20
Ft. Worth	2	10	2		89
Houston	3	11	71		474
San Antonio	1	13	7		71
Norfolk	0*	0	0		9
Richmond	0*	0	1		8
WEST					
Phoenix	1	24	11		115
Tucson	1	4	1		24
Anaheim	1	NA	7		108
Fresno	1	3	14		200
Los Angeles	1	8	7		232
Long Beach	1	6	5		232
Sacramento	1	7	8		212
San Bernardino	1	2	6		230
San Diego	1	10	6		149
San Francisco	0*	1	10		298
Oakland	1	1	6		298
San Jose	1	20	5		74
Denver	0*	1	10		257
Honolulu	0*	State	1		4
Albuquerque	1	County	3		9
Portland	3	5	10	Yes	257
Salt Lake City	1	1	6		77
Seattle	1	1	7		262
Spokane	1	1	2		64
Tacoma	1	1	2		74

Table A-9
**PER CAPITA TOTAL EXPENDITURES, 37 LARGEST SMSAs,
 1957, 1970, AND 1977**

Region and City	1957			1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$196	\$154	129%	\$524	\$385	137%	\$1,061	\$761	143%
EAST	207	165	129	613	419	148	1,272	833	161
Washington, DC	239	131	182	1,006	425	236	2,117	973	217
Baltimore	199	142	140	638	349	182	1,397	531	263
Boston	273	181	150	531	365	145	1,260	730	172
Newark	243	181	134	735	441	166	1,491	848	175
Paterson	155	157	98	381	418	91	775	768	100
Buffalo	193	210	91	528	520	101	1,267	1,201	105
New York	257	260	98	894	644	138	1,619	1,332	121
Rochester	200	196	102	699	549	127	1,276	1,012	126
Philadelphia	165	138	119	495	325	152	925	766	120
Pittsburgh	188	128	146	450	309	145	1,017	557	182
Providence	160	99	161	392	265	147	857	449	190
MIDWEST	190	152	131	498	360	139	1,029	725	142
Chicago	202	142	142	478	346	138	953	746	127
Indianapolis	178	107	166	355	306	116	719	573	125
Detroit	202	200	101	474	462	102	1,023	899	113
Minneapolis	185	188	98	540	520	103	1,399	828	168
Kansas City	186	112	166	485	347	139	855	712	120
St. Louis	149	124	120	463	292	158	918	556	165
Cincinnati	246	117	210	581	262	221	1,252	717	174
Cleveland	183	193	94	512	368	139	1,189	789	150
Columbus	166	156	106	398	290	137	797	656	121
Dayton	167	129	129	456	291	156	1,098	619	177
Milwaukee	229	210	109	562	486	115	1,121	881	127
SOUTH	165	124	124	395	308	128	806	629	130
Miami	226	169	133	481	387	124	1,071	895	119
Tampa	159	89	178	372	288	129	929	570	162
Atlanta	158	100	158	554	315	175	1,114	630	176
Louisville	162	114	142	508	302	168	725	483	150
New Orleans	163	120	135	334	325	102	615	625	98
Dallas	184	108	170	352	279	126	640	658	97
Houston	155	187	82	305	307	99	704	704	100
San Antonio	113	104	108	252	258	97	646	464	139
WEST	224	176	129	577	459	127	1,119	852	133
Los Angeles	267	203	131	624	529	117	1,221	929	131
San Bernardino	296	192	154	635	522	121	1,010	1,018	99
San Diego	191	189	101	484	472	102	963	821	117
San Francisco	223	230	96	768	596	128	1,405	1,024	137
Denver	214	147	145	502	306	164	1,122	800	140
Portland	203	131	154	486	328	148	1,016	719	141
Seattle	174	142	122	524	471	111	1,098	656	167

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.

Table A-10
**PER CAPITA NONEDUCATIONAL EXPENDITURES, 37 LARGEST SMSAs,
 1957, 1970, AND 1977**

Region and City	1957			1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$135	\$74	202%	\$341	\$174	207%	\$714	\$388	201%
EAST	153	83	197	427	193	230	893	429	243
Washington, DC	189	47	402	745	181	411	1,640	527	311
Baltimore	140	71	197	416	134	310	1,030	203	507
Boston	224	113	198	392	188	208	827	347	238
Newark	167	93	179	519	236	219	1,036	464	223
Paterson	99	76	130	240	221	108	475	385	123
Buffalo	141	111	127	363	259	140	905	772	117
New York	194	120	161	679	312	217	1,211	715	169
Rochester	147	104	141	474	224	211	805	540	149
Philadelphia	116	66	175	321	122	263	624	381	163
Pittsburgh	147	64	229	296	129	229	692	236	293
Providence	114	49	232	253	119	212	581	154	377
MIDWEST	134	71	209	316	156	212	679	358	193
Chicago	154	56	275	320	147	217	577	351	164
Indianapolis	116	32	362	211	112	188	415	252	164
Detroit	140	86	162	297	201	147	693	462	150
Minneapolis	130	92	141	386	236	163	1,051	439	239
Kansas City	123	57	215	316	153	206	546	377	144
St. Louis	103	53	194	287	105	273	604	234	258
Cincinnati	165	62	266	418	131	319	968	375	258
Cleveland	133	108	123	302	173	174	759	402	188
Columbus	114	62	183	265	111	238	480	264	181
Dayton	120	51	235	291	120	242	654	289	226
Milwaukee	178	125	142	379	236	160	720	482	149
SOUTH	108	54	227	225	128	187	530	334	168
Miami	156	99	157	279	185	150	720	544	132
Tampa	112	42	266	210	128	164	643	283	227
Atlanta	103	47	219	336	124	270	793	333	238
Louisville	100	43	232	262	90	291	545	216	252
New Orleans	117	81	144	208	202	102	419	396	105
Dallas	119	44	270	210	123	170	376	326	115
Houston	90	61	147	165	122	135	412	364	113
San Antonio	65	17	382	129	60	215	335	207	161
WEST	140	88	171	380	227	186	749	436	184
Los Angeles	169	110	153	431	303	142	799	530	150
San Bernardino	149	112	133	368	290	126	623	573	108
San Diego	119	99	120	298	245	121	547	404	135
San Francisco	158	118	133	559	332	168	1,013	624	162
Denver	141	73	193	332	111	299	800	340	235
Portland	128	51	250	298	115	259	648	280	231
Seattle	117	55	212	374	196	190	813	302	269

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.

Table A-11

**PER CAPITA EDUCATIONAL EXPENDITURES, 37 LARGEST SMSAs,
1957, 1970, AND 1977**

Region and City	1957			1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$61	\$80	80%	\$183	\$211	86%	\$346	\$372	93%
EAST	54	83	68	186	226	84	379	403	95
Washington, DC	50	84	59	261	244	106	477	445	107
Baltimore	59	71	83	222	215	103	366	328	111
Boston	49	68	72	139	177	78	433	383	113
Newark	76	88	86	216	205	105	454	383	118
Paterson	56	81	69	141	197	71	300	382	78
Buffalo	52	99	52	165	261	63	362	429	84
New York	63	140	45	215	332	64	408	617	66
Rochester	53	92	57	225	325	69	471	472	99
Philadelphia	49	72	68	174	203	85	301	384	78
Pittsburgh	41	64	64	154	180	85	324	321	100
Providence	46	50	92	139	146	95	276	294	93
MIDWEST	56	81	73	182	204	84	350	368	95
Chicago	48	86	55	158	199	79	376	395	95
Indianapolis	62	75	82	144	194	74	304	321	94
Detroit	62	114	54	177	261	67	329	436	75
Minneapolis	55	96	57	154	284	54	347	388	89
Kansas City	63	55	114	169	194	87	309	335	92
St. Louis	46	71	64	176	187	94	314	322	97
Cincinnati	81	55	147	153	131	116	283	341	82
Cleveland	50	85	58	210	195	107	430	387	111
Columbus	52	94	55	133	179	74	317	392	80
Dayton	47	78	60	165	171	96	444	329	134
Milwaukee	51	85	60	183	250	73	400	398	100
SOUTH	57	70	89	170	179	95	275	294	93
Miami	70	70	100	202	202	100	351	351	100
Tampa	47	47	100	162	162	100	286	286	100
Atlanta	55	53	103	218	191	114	321	296	108
Louisville	62	71	87	246	212	116	180	267	67
New Orleans	46	39	117	128	123	104	195	228	85
Dallas	65	64	101	142	156	91	263	331	79
Houston	65	126	51	140	185	75	292	340	85
San Antonio	48	87	55	123	198	62	311	256	121
WEST	84	88	97	195	233	84	370	416	89
Los Angeles	98	93	105	193	226	85	422	399	105
San Bernardino	147	80	183	267	232	115	387	444	87
San Diego	72	90	80	186	227	81	416	416	100
San Francisco	65	112	58	209	264	79	392	400	98
Denver	73	74	98	170	195	87	321	459	69
Portland	75	80	93	188	213	88	368	439	83
Seattle	57	87	65	150	275	54	285	353	80

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.

Table A-12

**EDUCATION EXPENDITURES AS A PERCENT OF TOTAL EXPENDITURES,
37 LARGEST SMSAs, 1957, 1970, AND 1977**

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

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.

Table A-13
**PER CAPITA TAX REVENUE, 37 LARGEST SMSAs,
 1957, 1970, AND 1977**

Region and City	1957			1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$117	\$80	157%	\$258	\$190	140%	\$453	\$364	129%
EAST	135	101	142	301	236	130	533	453	120
Washington, DC	185	75	246	516	231	223	1,052	482	218
Baltimore	105	62	169	221	195	113	349	256	136
Boston	161	116	138	369	263	140	707	514	137
Newark	178	139	128	352	294	119	543	585	92
Paterson	118	116	101	221	278	79	348	567	61
Buffalo	116	112	103	236	238	99	429	460	93
New York	167	153	109	384	356	107	812	721	112
Rochester	122	119	102	272	240	113	459	442	103
Philadelphia	115	74	155	250	180	138	472	357	132
Pittsburgh	113	68	166	294	161	182	344	284	121
Providence	109	73	149	196	165	118	352	314	112
MIDWEST	115	79	150	253	177	143	414	310	138
Chicago	138	99	139	244	251	97	433	436	99
Indianapolis	106	68	155	226	151	149	296	201	147
Detroit	127	95	133	255	210	121	401	414	96
Minneapolis	115	75	153	227	152	149	423	313	135
Kansas City	105	69	152	253	157	161	469	316	148
St. Louis	98	75	130	267	174	153	461	294	156
Cincinnati	137	65	210	251	134	187	435	254	171
Cleveland	106	98	108	196	230	85	444	394	112
Columbus	80	72	111	198	162	122	319	270	118
Dayton	126	52	242	264	143	184	497	275	180
Milwaukee	126	104	121	306	179	170	381	242	157
SOUTH	88	53	183	183	118	158	340	254	134
Miami	132	94	140	221	160	138	377	317	118
Tampa	78	47	165	170	95	178	281	167	168
Atlanta	98	44	222	252	122	206	544	298	182
Louisville	92	59	155	181	119	152	320	226	141
New Orleans	62	28	221	148	93	159	245	222	110
Dallas	101	43	234	211	107	197	369	294	125
Houston	85	70	121	181	172	105	385	346	111
San Antonio	54	26	207	102	77	132	199	163	122
WEST	125	79	162	281	218	130	518	433	121
Los Angeles	155	102	151	329	272	120	631	514	122
San Bernardino	141	81	174	261	257	101	417	450	92
San Diego	93	76	122	206	198	104	429	407	105
San Francisco	140	111	126	436	305	142	703	607	115
Denver	131	68	192	272	180	151	601	408	147
Portland	135	66	204	260	153	169	473	392	120
Seattle	81	48	168	203	163	124	372	255	145

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.

Table A-14
**PER CAPITA STATE AND FEDERAL AID, 37 LARGEST SMSAs,
 1957, 1970, AND 1977**

Region and City	1957			1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$40	\$40	101%	\$164	\$126	138%	\$490	\$306	167%
EAST	39	36	108	257	128	197	655	305	233
Washington, DC	45	42	107	358	118	303	1,167	281	415
Baltimore	64	44	145	324	127	259	871	199	437
Boston	77	43	179	224	73	307	585	245	238
Newark	25	19	131	276	102	271	902	233	387
Paterson	18	18	100	131	56	234	304	162	187
Buffalo	45	57	78	207	226	92	809	605	133
New York	56	50	112	385	216	178	916	421	217
Rochester	42	55	76	235	238	99	621	487	127
Philadelphia	19	24	79	134	88	152	443	252	175
Pittsburgh	17	30	56	111	95	117	350	261	134
Providence	22	18	122	111	71	156	245	207	118
MIDWEST	38	36	109	130	113	124	452	296	155
Chicago	29	19	152	146	86	170	314	235	133
Indianapolis	33	26	126	85	93	91	352	226	155
Detroit	61	57	107	189	131	144	639	336	190
Minneapolis	39	43	90	177	228	78	650	444	146
Kansas City	18	26	69	90	100	90	322	244	131
St. Louis	17	22	77	99	83	119	404	189	213
Cincinnati	43	25	172	171	77	222	474	265	178
Cleveland	34	32	106	87	66	132	479	291	164
Columbus	39	39	100	75	77	97	293	321	91
Dayton	40	42	95	108	83	130	417	259	161
Milwaukee	64	61	104	199	224	89	635	446	142
SOUTH	24	32	79	96	98	96	267	239	142
Miami	21	21	100	137	129	106	519	335	154
Tampa	27	23	117	119	108	110	409	267	153
Atlanta	22	24	91	97	95	102	544	235	231
Louisville	18	27	66	108	94	115	346	233	148
New Orleans	51	53	96	100	116	86	305	215	141
Dallas	20	32	62	54	70	77	173	224	77
Houston	18	41	43	61	73	84	175	179	97
San Antonio	18	33	54	89	96	93	311	225	138
WEST	63	63	100	199	172	115	449	401	113
Los Angeles	75	80	93	209	227	92	530	506	104
San Bernardino	105	73	143	278	215	129	534	510	104
San Diego	58	64	90	194	202	96	422	409	103
San Francisco	66	79	83	298	201	148	513	455	112
Denver	52	46	113	149	94	159	412	289	142
Portland	38	42	90	125	102	123	319	308	103
Seattle	48	54	88	137	162	85	413	328	125

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.

Table A-15

**TOTAL AID AS A PERCENT OF TOTAL EXPENDITURES, 37 LARGEST SMSAs,
1957, 1970, AND 1977**

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

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.

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$28	\$9	552%	\$155	\$46	400%
EAST	51	8	810	232	53	459
Hartford	21	11	190	296	22	1,345
Washington, DC	358	26	1,376	1,167	86	1,356
Baltimore	33	9	366	239	31	770
Boston	74	7	1,057	235	71	330
Springfield	18	9	200	109	51	213
Jersey City	4	12	33	119	91	130
Newark	81	4	2,025	215	41	524
Paterson	13	1	1,300	77	37	208
Albany	16	4	400	110	44	250
Buffalo	9	6	150	328	73	449
New York	20	5	400	127	29	437
Rochester	44	2	2,200	165	48	343
Syracuse	38	2	1,900	123	38	323
Philadelphia	25	4	625	159	62	256
Pittsburgh	30	9	333	124	54	229
Providence	36	9	400	111	62	179
MIDWEST	22	6	841	139	38	395
Chicago	39	2	1,950	130	41	317
Gary	20	1	2,000	50	25	200
Indianapolis	4	1	400	91	13	700
Wichita	14	12	116	86	53	162
Detroit	36	5	720	209	71	294
Flint	29	3	966	192	36	533
Grand Rapids	10	1	1,000	202	39	517
Minneapolis	19	2	950	219	34	644
Kansas City	18	12	150	193	68	283
St Louis	33	5	660	198	28	707
Omaha	13	33	39	121	61	198
Akron	24	1	2,400	108	23	469
Cincinnati	50	18	277	235	45	522
Cleveland	9	2	450	176	34	517
Columbus	13	3	433	82	20	410
Dayton	43	7	614	108	32	337
Toledo	13	5	260	105	40	262
Youngstown	14	1	1,400	57	29	196
Milwaukee	12	1	1,200	87	38	228

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

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$20	\$12	243%	\$130	\$46	374%
Birmingham	33	6	550	151	50	302
Mobile	13	5	260	71	42	169
Jacksonville	9	—	—	92	—	—
Miami	32	24	133	136	121	112
Tampa	15	5	300	163	57	285
Atlanta	19	8	237	327	90	363
Louisville	49	6	816	235	44	534
New Orleans	15	9	166	116	35	331
Oklahoma City	15	15	100	191	13	1,469
Tulsa	17	8	212	130	37	351
Knoxville	41	32	128	76	67	113
Memphis	12	14	85	96	39	246
Nashville	31	8	387	82	16	512
Dallas	6	3	200	65	30	216
Fort Worth	12	12	100	111	25	444
Houston	4	1	400	48	24	200
San Antonio	16	21	76	105	51	205
Norfolk	34	21	161	181	27	670
Richmond	7	14	50	103	52	198
WEST	20	10	238	124	50	370
Phoenix	5	25	20	93	44	211
Anaheim	3	5	60	64	19	336
Fresno	15	4	375	125	7	1,785
Los Angeles	7	5	140	115	47	244
Sacramento	30	13	230	131	81	161
San Bernardino	22	13	169	86	54	159
San Diego	13	13	100	98	42	233
San Francisco	76	10	760	224	58	386
San Jose	7	7	100	126	63	200
Denver	32	7	457	151	36	419
Honolulu	9	—	—	129	—	—
Portland	21	7	300	142	95	149
Salt Lake City	13	10	130	75	51	147
Seattle	20	8	250	181	48	377

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$123	\$122	107%	\$297	\$255	127%
EAST	164	131	142	420	263	192
Hartford	98	87	112	292	117	249
Washington, DC	—	92	—	—	195	—
Baltimore	296	118	250	632	168	376
Boston	150	66	227	350	174	201
Springfield	95	62	153	175	137	127
Jersey City	126	87	144	520	116	448
Newark	195	98	198	687	192	357
Paterson	118	55	214	227	125	181
Albany	192	245	78	484	555	87
Buffalo	198	220	90	481	532	90
New York	365	211	172	789	392	201
Rochester	191	236	80	456	439	103
Syracuse	170	280	60	563	516	109
Philadelphia	109	84	129	284	190	149
Pittsburgh	81	86	94	226	207	109
Providence	75	62	120	134	145	92
MIDWEST	104	108	101	285	250	114
Chicago	107	84	127	301	194	155
Gary	114	97	117	313	300	104
Indianapolis	81	92	88	261	213	122
Wichita	132	125	105	189	218	86
Detroit	153	126	121	430	265	162
Flint	156	146	106	350	266	131
Grand Rapids	143	124	115	337	239	141
Minneapolis	158	226	69	431	410	105
Kansas City	72	88	81	129	176	73
St. Louis	66	78	84	206	161	127
Omaha	92	100	92	149	280	53
Akron	62	103	60	254	220	115
Cincinnati	121	61	198	239	220	108
Cleveland	78	64	121	303	257	117
Columbus	62	74	83	211	301	70
Dayton	65	76	85	309	227	136
Toledo	73	104	70	221	210	105
Youngstown	59	59	100	232	192	120
Milwaukee	187	223	83	548	408	134

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$83	\$89	91%	\$194	\$179	108%
Birmingham	91	108	84	164	162	101
Mobile	85	83	102	149	161	92
Jacksonville	121	—	—	304	—	—
Miami	105	105	100	383	214	178
Tampa	104	103	100	246	210	117
Atlanta	78	87	89	217	145	149
Louisville	59	88	67	111	189	58
New Orleans	85	107	79	189	180	105
Oklahoma	57	85	67	116	210	55
Tulsa	50	93	53	129	268	48
Knoxville	88	74	118	199	138	144
Memphis	87	110	79	168	149	112
Nashville	72	82	87	157	137	114
Dallas	48	67	71	108	194	55
Fort Worth	61	67	91	195	142	137
Houston	57	72	79	127	155	81
San Antonio	73	74	98	206	174	118
Norfolk	130	104	125	244	236	103
Richmond	128	90	142	274	166	165
WEST	161	178	97	323	355	96
Phoenix	116	182	63	310	333	93
Anaheim	154	162	95	322	315	102
Fresno	281	271	103	506	482	104
Los Angeles	202	222	90	415	459	90
Sacramento	221	229	96	619	398	155
San Bernardino	256	202	126	448	456	98
San Diego	181	189	95	324	367	88
San Francisco	222	191	116	289	397	72
San Jose	200	197	101	452	384	117
Denver	117	87	134	261	253	103
Honolulu	20	—	—	18	—	—
Portland	104	95	109	177	213	83
Salt Lake City	64	128	50	153	277	55
Seattle	117	154	75	232	280	82

* Includes federal pass-through aid.

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

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$64	\$85	82%	\$163	\$171	106%
EAST	66	87	95	177	148	152
Hartford	51	68	75	153	80	191
Washington, DC	49	83	59	76	132	57
Baltimore	75	81	92	233	84	277
Boston	24	39	61	227	142	159
Springfield	49	37	132	144	100	144
Jersey City	42	28	150	207	67	308
Newark	84	39	215	378	96	393
Paterson	42	34	123	153	71	215
Albany	84	158	53	143	195	73
Buffalo	94	138	68	199	242	82
New York	101	137	73	173	219	78
Rochester	98	162	60	173	265	65
Syracuse	71	202	35	171	299	57
Philadelphia	95	64	148	188	132	142
Pittsburgh	64	76	84	132	147	89
Providence	37	45	82	85	93	91
MIDWEST	52	68	78	164	173	99
Chicago	63	56	112	233	142	164
Gary	70	61	114	182	180	101
Indianapolis	52	69	75	145	179	81
Wichita	76	84	90	163	198	82
Detroit	95	89	106	186	153	121
Flint	99	107	92	198	191	103
Grand Rapids	80	82	97	225	166	135
Minneapolis	51	118	43	173	247	70
Kansas City	51	80	63	110	156	70
St Louis	52	73	71	162	137	118
Omaha	39	75	52	66	227	29
Akron	31	43	72	156	140	111
Cincinnati	36	70	51	131	180	72
Cleveland	36	33	109	187	172	108
Columbus	25	47	53	125	230	54
Dayton	40	60	66	201	154	130
Toledo	30	53	56	131	133	98
Youngstown	30	37	81	143	132	108
Milwaukee	40	57	70	208	179	116

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$68	\$81	81%	\$138	\$159	86%
Birmingham	66	72	91	133	137	97
Mobile	60	60	100	131	137	95
Jacksonville	121	—	—	241	—	—
Miami	120	120	100	211	211	100
Tampa	101	101	100	185	185	100
Atlanta	69	79	87	152	135	112
Louisville	46	88	52	86	160	53
New Orleans	59	75	78	132	137	96
Oklahoma City	51	87	58	89	198	44
Tulsa	49	65	75	99	231	42
Knoxville	58	78	74	111	124	89
Memphis	63	89	70	120	149	80
Nashville	65	57	97	111	123	90
Dallas	46	65	70	100	176	56
Fort Worth	68	68	100	196	136	144
Houston	56	70	80	119	151	78
San Antonio	77	86	89	209	198	105
Norfolk	77	115	66	110	150	73
Richmond	49	88	55	87	125	69
WEST	72	110	73	179	212	91
Phoenix	79	140	56	189	241	78
Anaheim	79	108	73	169	198	85
Fresno	108	148	72	318	216	147
Los Angeles	62	89	69	173	205	84
Sacramento	86	136	63	361	212	170
San Bernardino	111	113	98	223	251	88
San Diego	88	86	102	189	227	83
San Francisco	69	91	75	137	155	88
San Jose	96	114	84	241	193	124
Denver	49	67	73	118	204	57
Honolulu	0	—	—	0	—	—
Portland	61	69	88	123	174	70
Salt Lake City	61	134	45	109	248	43
Seattle	60	141	42	151	230	65

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

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S.	\$85	\$46	257%	\$284	\$129	264%
EAST	139	51	309	447	167	314
Hartford	68	30	226	435	58	750
Washington, DC	309	35	882	1,090	148	736
Baltimore	254	46	552	637	113	563
Boston	200	34	588	358	102	350
Springfield	64	34	188	139	88	157
Jersey City	88	71	123	432	139	310
Newark	192	63	304	524	137	382
Paterson	89	22	404	150	90	166
Albany	122	91	134	451	404	111
Buffalo	113	88	128	610	363	168
New York	284	79	359	742	201	369
Rochester	137	76	180	446	222	200
Syracuse	137	80	171	513	254	201
Philadelphia	39	24	162	254	119	213
Pittsburgh	47	19	247	216	113	191
Providence	74	26	284	159	113	140
MIDWEST	74	46	253	258	114	246
Chicago	83	30	276	198	92	215
Gary	64	37	172	179	145	123
Indianapolis	33	24	137	206	45	457
Wichita	70	53	132	111	73	152
Detroit	94	42	223	451	182	247
Flint	86	42	204	343	110	311
Grand Rapids	73	43	169	313	111	281
Minneapolis	126	110	114	477	197	242
Kansas City	39	20	195	211	87	242
St Louis	47	10	470	241	50	482
Omaha	66	58	113	203	112	181
Akron	55	61	90	206	102	201
Cincinnati	135	9	1,500	333	83	401
Cleveland	51	33	154	291	118	246
Columbus	50	30	166	167	91	183
Dayton	68	23	295	215	103	208
Toledo	56	56	100	194	116	167
Youngstown	43	23	186	144	89	161
Milwaukee	159	167	95	426	266	160

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

Region and City	1970			1977		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	\$35	\$19	266%	\$185	\$65	317%
Birmingham	58	42	138	182	74	245
Mobile	38	28	135	87	65	133
Jacksonville	9	—	—	154	—	—
Miami	17	9	188	307	123	249
Tampa	18	7	257	222	80	277
Atlanta	28	16	175	392	98	400
Louisville	62	6	1,033	259	72	359
New Orleans	41	41	100	171	78	219
Oklahoma City	21	13	161	218	25	872
Tulsa	18	36	50	159	72	220
Knoxville	71	28	253	162	80	202
Memphis	36	35	102	143	39	366
Nashville	38	23	165	127	28	453
Dallas	8	5	160	72	47	153
Fort Worth	5	11	45	109	29	375
Houston	5	3	166	54	27	200
San Antonio	12	9	133	100	26	384
Norfolk	87	10	870	314	112	280
Richmond	86	16	537	289	91	317
WEST	109	77	194	268	192	163
Phoenix	42	67	62	213	135	157
Anaheim	78	59	132	217	136	159
Fresno	188	127	148	259	289	89
Los Angeles	147	138	106	356	300	118
Sacramento	165	106	155	389	266	146
San Bernardino	167	102	163	311	259	120
San Diego	106	116	91	232	182	127
San Francisco	229	110	208	376	298	126
San Jose	111	90	123	337	252	133
Denver	100	27	370	293	84	348
Honolulu	29	—	—	147	—	—
Portland	64	33	193	194	133	145
Salt Lake City	16	4	400	118	79	149
Seattle	77	21	366	260	98	265

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

Table A-20

**INDEX OF CHANGE: TOTAL AND SELECTED EXPENDITURES (AGGREGATES),
68 LARGEST SMSAs, 1970-77
(1970=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
U.S.	202	226	91	209	269	82	193	202	99
EAST	195	200	99	196	219	97	196	187	105
Hartford	225	167	134	242	161	150	200	172	116
Washington, DC	195	245	79	204	311	65	169	195	86
Baltimore	200	172	116	226	171	132	150	172	87
Boston	228	200	114	203	184	110	300	216	138
Springfield	192	166	115	180	146	123	209	183	114
Jersey City	198	217	91	196	206	95	203	239	84
Newark	175	189	92	172	193	89	182	184	98
Paterson	204	180	113	199	171	116	214	190	112
Albany	211	223	94	220	288	76	195	177	110
Buffalo	207	241	85	215	312	69	189	172	110
New York	170	214	79	167	238	70	178	193	92
Rochester	162	197	81	150	258	58	185	155	119
Syracuse	174	192	90	157	225	69	219	164	133
Philadelphia	172	246	69	179	327	54	159	198	80
Pittsburgh	195	177	109	201	180	111	181	175	103
Providence	207	172	119	217	131	164	188	205	91
MIDWEST	187	225	84	187	257	75	188	204	93
Chicago	182	255	71	164	281	58	217	234	92
Gary	143	227	63	159	312	51	129	168	77
Indianapolis	189	221	85	184	266	69	197	195	101
Wichita	151	183	82	136	228	59	179	156	115
Detroit	188	203	92	204	240	85	161	174	92
Flint	166	186	89	179	170	104	145	199	73
Grand Rapids	209	194	107	200	179	111	220	208	105
Minneapolis	224	181	123	235	211	111	195	155	125
Kansas City	160	221	72	157	265	59	166	186	89
St Louis	165	198	83	175	232	75	148	179	82
Omaha	235	293	80	244	417	58	220	244	90
Akron	203	214	94	204	263	77	201	182	110
Cincinnati	195	283	68	210	296	70	167	269	62
Cleveland	193	219	88	209	237	88	170	202	84
Columbus	198	247	80	179	260	68	235	239	98
Dayton	199	223	89	185	252	73	222	201	110
Toledo	170	274	62	165	276	59	181	271	66
Youngstown	188	240	78	181	255	70	199	229	86
Milwaukee	183	199	92	175	224	78	201	174	115

Table A-20 (cont.)

**INDEX OF CHANGE: TOTAL AND SELECTED EXPENDITURES (AGGREGATES),
68 LARGEST SMSAs, 1970-77
(1970=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	211	250	86	235	331	75	179	208	94
Birmingham	204	229	89	210	330	63	193	168	114
Mobile	195	213	91	196	238	82	191	194	98
Jacksonville	257	—	—	311	—	—	211	—	—
Miami	234	269	86	271	342	79	183	202	90
Tampa	257	275	93	315	308	102	181	246	73
Atlanta	172	245	70	202	330	61	126	190	66
Louisville	130	172	75	190	259	73	66	135	49
New Orleans	180	236	76	197	241	81	151	228	66
Oklahoma	235	225	104	290	189	153	152	250	60
Tulsa	225	335	67	274	293	93	172	363	47
Knoxville	181	254	71	183	360	50	179	206	87
Memphis	193	239	80	197	615	32	188	122	154
Nashville	197	329	59	225	417	54	162	284	57
Dallas	182	295	61	180	332	54	186	266	69
Fort Worth	235	232	100	254	323	78	213	168	126
Houston	272	290	93	294	377	78	246	232	105
San Antonio	307	157	195	311	302	103	303	113	267
Norfolk	155	248	62	166	324	51	133	196	68
Richmond	186	238	78	199	366	54	158	180	87
WEST	216	229	98	216	262	87	217	211	109
Phoenix	274	306	89	319	338	94	234	284	82
Anaheim	231	301	76	238	464	51	223	229	97
Fresno	214	182	117	177	205	86	293	157	186
Los Angeles	190	168	113	180	161	111	212	178	119
Sacramento	214	202	105	197	214	92	252	188	134
San Bernardino	164	220	74	175	223	78	150	216	69
San Diego	225	219	102	208	208	99	253	231	109
San Francisco	169	182	92	167	199	83	173	161	107
San Jose	280	185	151	225	227	98	308	169	181
Denver	208	344	60	225	403	55	176	310	56
Honolulu	244	—	—	244	—	—	—	—	—
Portland	207	251	82	216	278	77	194	236	82
Salt Lake City	209	261	80	244	313	77	167	241	69
Seattle	193	146	132	201	161	124	175	134	130

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

Table A-21
**RELATIONSHIP BETWEEN INDEXES OF TOTAL TAX AND TOTAL
EXPENDITURE GROWTH (AGGREGATES), 68 LARGEST SMSAs, 1970-77
(1970=100)**

Region and City	CC		OCC		Tax/Expenditure	
	Tax	Expendi- ture	Tax	Expendi- ture	CC	OCC
U.S.	173	202	213	226	85	95
EAST	160	195	193	200	82	96
Hartford	144	225	173	167	63	103
Washington, DC	189	195	223	245	96	91
Baltimore	144	200	148	172	72	86
Boston	184	228	195	200	80	97
Springfield	167	192	168	166	87	101
Jersey City	173	198	190	217	87	87
Newark	133	175	196	189	76	103
Paterson	158	204	200	180	77	111
Albany	185	211	206	223	87	92
Buffalo	157	207	202	241	75	83
New York	198	170	210	214	116	97
Rochester	149	162	197	197	92	99
Syracuse	135	174	193	192	77	100
Philadelphia	174	172	207	246	101	84
Pittsburgh	101	195	173	177	51	97
Providence	170	207	193	172	82	112
MIDWEST	146	187	193	225	78	87
Chicago	162	182	205	255	89	80
Gary	145	143	182	227	100	80
Indianapolis	122	189	157	221	64	71
Wichita	132	151	146	183	87	80
Detroit	136	188	206	203	72	101
Flint	143	166	205	186	86	110
Grand Rapids	141	209	198	194	67	101
Minneapolis	161	224	234	181	71	129
Kansas City	168	160	216	221	105	98
St. Louis	144	165	176	198	87	88
Omaha	206	235	217	293	87	74
Akron	129	203	169	214	63	78
Cincinnati	157	195	196	283	80	69
Cleveland	125	193	175	219	64	79
Columbus	159	198	182	247	80	73
Dayton	155	199	201	223	78	90
Toledo	124	170	265	274	72	96
Youngstown	134	188	181	240	71	75
Milwaukee	114	183	148	199	62	74

Table A-21 (cont.)
**RELATIONSHIP BETWEEN INDEXES OF TOTAL TAX AND TOTAL
EXPENDITURE GROWTH (AGGREGATES), 68 LARGEST SMSAs, 1970-77
(1970=100)**

Region and City	CC		OCC		Tax/Expenditure	
	Tax	Expendi- ture	Tax	Expendi- ture	CC	OCC
SOUTH	192	211	242	250	88	97
Birmingham	236	204	168	229	115	73
Mobile	173	195	184	213	88	86
Jacksonville	174	257	—	—	67	—
Miami	179	234	231	269	76	85
Tampa	170	257	245	275	66	88
Atlanta	185	172	300	245	107	122
Louisville	161	130	205	172	123	118
New Orleans	162	180	293	236	89	124
Oklahoma City	184	235	220	225	78	97
Tulsa	198	225	246	335	87	73
Knoxville	192	181	220	254	105	86
Memphis	205	193	108	239	105	45
Nashville	195	197	344	329	98	104
Dallas	175	182	344	295	96	116
Fort Worth	187	235	263	232	79	112
Houston	251	272	254	290	92	87
San Antonio	233	307	185	157	76	117
Norfolk	180	155	260	248	116	104
Richmond	205	186	274	238	109	114
WEST	198	216	229	229	91	101
Phoenix	226	274	307	306	82	100
Anaheim	216	231	262	301	93	86
Fresno	221	214	183	182	102	100
Los Angeles	186	190	189	168	98	112
Sacramento	200	214	190	202	93	94
San Bernardino	165	164	198	220	100	89
San Diego	236	225	259	219	104	118
San Francisco	148	169	211	182	88	115
San Jose	285	280	192	185	101	103
Denver	206	208	298	344	98	86
Honolulu	167	244	—	—	68	—
Portland	180	207	293	251	87	116
Salt Lake City	165	209	219	261	78	84
Seattle	169	193	164	146	87	112

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

Table A-22
**INDEX OF CHANGE: REVENUES (AGGREGATES), 68 LARGEST SMSAs
 1970-77
 (1970=100)**

Region and City	Change in Total Taxes			Change in Total Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
U.S	173	213	83	307	270	117
EAST	160	193	83	287	246	124
Hartford	144	173	83	422	149	282
Washington, DC	189	223	84	302	254	118
Baltimore	144	148	97	241	177	136
Boston	184	195	94	251	335	74
Springfield	167	168	99	241	269	89
Jersey City	173	190	91	453	200	226
Newark	133	196	68	283	225	125
Paterson	158	200	79	233	284	82
Albany	185	206	89	271	258	104
Buffalo	157	202	77	338	280	120
New York	198	210	94	223	202	110
Rochester	149	197	75	234	219	106
Syracuse	135	193	69	303	209	144
Philadelphia	174	207	83	304	300	101
Pittsburgh	101	173	58	272	270	100
Providence	170	193	87	209	297	70
MIDWEST	146	193	76	319	297	110
Chicago	162	205	78	269	323	83
Gary	145	182	79	254	365	69
Indianapolis	122	157	77	388	287	134
Wichita	132	146	90	182	217	83
Detroit	136	206	66	294	268	109
Flint	143	205	69	258	234	110
Grand Rapids	141	198	71	332	249	133
Minneapolis	161	234	68	317	221	143
Kansas City	168	216	77	325	262	123
St. Louis	144	176	81	340	237	143
Omaha	206	217	94	274	280	98
Akron	129	169	76	382	243	157
Cincinnati	157	196	80	251	347	72
Cleveland	125	175	71	459	450	101
Columbus	159	182	87	386	455	84
Dayton	155	201	77	319	327	97
Toledo	124	265	46	359	254	141
Youngstown	134	181	74	370	391	94
Milwaukee	114	148	77	294	218	134

Table A-22 (cont.)
INDEX OF CHANGE: REVENUES (AGGREGATES), 68 LARGEST SMSAs
1970-77
(1970=100)

Region and City	Change in Total Taxes			Change in Total Aid		
	CC	OCC	CC/OCC	CC	OCC	CC/OCC
SOUTH	192	242	87	324	269	125
Birmingham	236	168	140	237	206	115
Mobile	173	184	93	238	265	89
Jacksonville	174	—	—	322	—	—
Miami	179	231	77	399	302	131
Tampa	170	245	69	354	344	102
Atlanta	185	300	61	481	304	158
Louisville	161	205	78	292	267	109
New Orleans	162	293	55	298	227	131
Oklahoma	184	220	83	429	262	163
Tulsa	198	246	80	390	362	107
Knoxville	192	220	87	227	212	107
Memphis	205	108	189	285	131	216
Nashville	195	344	56	223	257	86
Dallas	175	344	51	322	401	80
Fort Worth	187	263	71	392	257	152
Houston	251	254	98	338	310	109
San Antonio	233	185	126	418	207	201
Norfolk	180	260	69	243	268	90
Richmond	205	274	74	254	258	98
WEST	198	229	90	291	264	106
Phoenix	226	307	73	389	257	151
Anaheim	216	262	82	275	258	106
Fresno	221	183	120	236	201	117
Los Angeles	186	189	98	246	226	109
Sacramento	200	190	104	308	234	131
San Bernadino	165	198	83	198	268	74
San Diego	236	259	90	246	257	95
San Francisco	148	211	70	159	239	66
San Jose	285	192	148	360	223	160
Denver	206	298	69	258	405	63
Honolulu	167	—	—	577	—	—
Portland	180	293	61	253	345	73
Salt Lake City	165	219	75	285	295	96
Seattle	169	164	103	278	212	131

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

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

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

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

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

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

Table A-24
**PER CAPITA NONEDUCATIONAL AND EDUCATIONAL EXPENDITURES,
 85 LARGEST SMSAs, 1977**

Region and City	Total Expenditures		Educational Expenditures		Noneducational Expenditures	
	CC	OCC	CC	OCC	CC	OCC
U.S.	\$943	\$701	\$332	\$357	\$610	\$345
EAST	1,172	797	368	391	804	406
Bridgeport	863	602	259	357	603	244
Hartford	1,322	634	489	351	833	283
Washington, DC	2,117	973	477	445	1,640	527
Baltimore	1,397	531	366	328	1,030	203
Boston	1,260	730	433	383	827	347
Springfield	786	508	338	302	448	206
Worcester	1,008	540	364	350	644	190
Jersey City	977	810	282	273	695	536
Newark	1,491	848	454	383	1,036	464
Paterson	775	768	300	383	475	385
Albany	1,063	1,029	334	476	729	552
Buffalo	1,267	1,201	362	429	905	772
New York	1,619	1,332	408	617	1,211	715
Rochester	1,276	1,012	471	472	805	540
Syracuse	1,068	1,056	379	490	688	565
Philadelphia	925	766	301	384	624	381
Pittsburgh	1,017	557	324	321	692	236
Providence	857	449	276	294	581	154
MIDWEST	944	703	347	368	597	334
Chicago	953	746	376	395	577	350
Fort Wayne	750	448	329	234	421	213
Gary	812	639	337	281	375	357
Indianapolis	719	573	304	321	415	252
Des Moines	848	726	360	419	487	306
Wichita	742	601	305	320	437	281
Detroit	1,023	899	329	436	693	462
Flint	1,410	723	478	414	931	309
Grand Rapids	965	630	462	345	502	285
Minneapolis	1,399	828	347	388	1051	439
Kansas City	855	712	309	335	546	377
St. Louis	918	556	314	322	604	234
Omaha	737	906	279	543	458	363
Akron	924	639	328	326	595	313
Cincinnati	1,252	717	283	341	968	375
Cleveland	1,189	789	430	387	759	402
Columbus	797	656	317	392	480	264
Dayton	1,098	619	444	329	654	289
Toledo	798	725	279	366	519	358
Youngstown	675	533	288	311	387	221
Madison	892	913	329	492	563	421
Milwaukee	1,121	881	400	398	720	482

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

Table A-24 (cont.)
**PER CAPITA NONEDUCATIONAL AND EDUCATIONAL EXPENDITURES,
 85 LARGEST SMSAs, 1977**

Region and City	Total Expenditures		Educational Expenditures		Noneducational Expenditures	
	CC	OCC	CC	OCC	CC	OCC
SOUTH	\$747	\$555	\$269	\$282	\$478	\$272
Birmingham	729	504	229	233	500	271
Mobile	611	349	196	179	415	170
Jacksonville	747	—	334	—	412	—
Miami	1,071	895	351	351	720	544
Tampa	929	570	286	286	643	283
Atlanta	1,114	630	321	296	793	333
Columbus	659	502	289	157	369	344
Louisville	725	483	180	267	545	216
Baton Rouge	648	—	285	—	362	—
New Orleans	615	625	195	228	419	396
Shreveport	575	493	274	278	301	214
Jackson	698	380	243	261	455	118
Charlotte	1,017	595	375	313	642	281
Oklahoma City	691	506	178	334	513	172
Tulsa	684	565	249	367	435	198
Knoxville	633	529	225	295	408	233
Memphis	669	661	237	257	432	403
Nashville	777	374	284	216	493	157
Austin	743	427	264	286	478	140
Corpus Christi	672	781	267	495	404	285
Dallas	640	658	263	331	376	326
El Paso	548	464	282	227	266	237
Fort Worth	791	546	342	232	448	313
Houston	704	704	292	340	412	364
San Antonio	646	464	311	256	335	207
Norfolk	749	571	228	268	520	303
Richmond	1,085	590	281	305	803	285
WEST	1,006	813	371	415	630	403
Phoenix	879	841	398	457	481	384
Tucson	1,012	813	358	466	653	347
Anaheim	848	872	378	461	470	410
Fresno	1,328	1,036	585	416	743	619
Los Angeles	1,221	929	422	399	799	530
Sacramento	1,421	969	521	415	900	553
San Bernadino	1,010	1,018	387	444	623	573
San Diego	963	821	416	416	547	404
San Francisco	1,405	1,024	392	400	1,013	624
San Jose	1,204	1,109	554	506	560	685
Denver	1,122	800	321	459	800	340
Honolulu	426	—	0	—	426	—
Albuquerque	710	464	321	299	388	164
Portland	1,016	719	368	439	648	280
Salt Lake City	661	594	243	400	417	194
Seattle	1,098	656	285	353	813	302
Spokane	697	576	278	348	419	228
Tacoma	1,093	582	450	373	642	209

Table A-25
**PER CAPITA LOCAL SCHOOL EXPENDITURES AS A PERCENT OF
TOTAL EXPENDITURES, 85 LARGEST SMSAs, 1977**

Region and City	CC	OCC	CC/ OCC	Region and City	CC	OCC	CC/ OCC
U.S.	36%	52%	71%	SOUTH	36	51	72
EAST				Birmingham	31	46	67
Bridgeport	30	51	64	Mobile	32	51	62
Hartford	36	59	50	Jacksonville	44	—	—
Washington, DC	22	55	66	Miami	32	39	83
Baltimore	26	45	49	Tampa	30	50	61
Boston	34	61	42	Atlanta	28	46	61
Springfield	43	52	65	Columbus	43	31	140
Worcester	36	59	72	Louisville	24	55	44
Jersey City	28	64	55	Baton Rouge	43	—	—
Newark	30	33	85	New Orleans	31	36	86
Paterson	38	45	67	Shreveport	47	56	84
Albany	31	49	77	Jackson	34	68	50
Buffalo	28	46	67	Charlotte	36	52	70
New York	25	35	79	Oklahoma City	25	66	39
Rochester	36	46	54	Tulsa	36	64	56
Syracuse	35	46	79	Knoxville	35	55	63
Philadelphia	32	46	76	Memphis	35	38	91
Pittsburgh	31	50	64	Nashville	36	57	63
Providence	32	57	55	Austin	35	66	53
		65	49	Corpus Christi	39	63	62
MIDWEST				Dallas	41	50	81
Chicago	37	52	71	El Paso	51	48	105
Fort Wayne	39	52	74	Fort Worth	43	42	101
Gary	43	52	83	Houston	41	48	85
Indianapolis	47	43	107	San Antonio	48	55	87
Des Moines	42	56	75	Norfolk	30	46	64
Wichita	42	57	73	Richmond	25	51	50
Detroit	41	53	77	WEST			
Flint	32	48	66	Phoenix	38	56	78
Grand Rapids	33	57	59	Tucson	45	54	83
Minneapolis	47	54	87	Anaheim	35	57	61
Kansas City	24	46	52	Fresno	44	52	84
St. Louis	36	47	76	Los Angeles	44	40	109
Omaha	34	57	59	Sacramento	34	42	80
Akron	37	59	63	San Bernardino	36	42	85
Cincinnati	35	51	69	San Diego	38	43	87
Cleveland	22	47	47	San Francisco	43	50	85
Columbus	36	49	73	San Jose	27	39	71
Dayton	39	59	66	Denver	46	45	100
Toledo	40	53	76	Honolulu	28	57	49
Youngstown	34	50	69	Albuquerque	0	—	—
Madison	42	58	73	Portland	45	64	70
Milwaukee	36	53	68	Salt Lake City	36	61	59
	35	45	78	Seattle	36	67	54
				Spokane	25	53	48
				Tacoma	39	60	66
					41	64	64

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

Table A-26
**PER CAPITA TOTAL, PROPERTY AND NONPROPERTY TAXES,
 85 LARGEST SMSAs, 1977**

Region and City	Total Taxes			Property Taxes			Nonproperty Taxes		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
U.S.	\$391	\$312	139%	\$287	\$267	138%	\$103	\$44	393%
EAST	500	428	119	371	373	104	128	54	284
Bridgeport	421	400	105	418	396	105	3	4	75
Hartford	597	406	147	583	405	143	14	1	1,400
Washington, DC	1,052	482	218	236	343	68	816	139	587
Baltimore	349	256	136	241	154	156	108	102	105
Boston	707	514	137	701	512	136	6	2	300
Springfield	367	328	111	365	326	111	2	2	100
Worcester	468	289	161	464	288	161	4	1	400
Jersey City	450	473	95	369	419	88	81	54	150
Newark	543	585	92	438	542	80	105	43	244
Paterson	348	567	61	318	526	60	30	41	73
Albany	427	380	112	347	316	109	80	64	125
Buffalo	429	460	93	319	333	95	110	127	86
New York	812	721	112	440	665	66	372	56	664
Rochester	459	442	103	375	347	108	84	95	88
Syracuse	401	452	88	276	358	77	125	94	132
Philadelphia	472	357	132	179	280	63	293	77	380
Pittsburgh	344	284	121	269	209	128	75	75	100
Providence	352	314	112	349	311	112	3	3	100
MIDWEST	376	298	130	285	268	109	91	29	471
Chicago	433	436	99	317	374	84	116	62	187
Fort Wayne	271	217	124	268	214	125	3	3	100
Gary	411	290	141	409	287	142	2	3	66
Indianapolis	296	201	147	293	189	155	3	12	25
Des Moines	373	359	103	359	349	102	14	10	140
Wichita	287	266	107	264	255	103	23	11	209
Detroit	401	414	96	277	403	68	124	11	1,127
Flint	426	262	162	324	258	125	102	4	2,550
Grand Rapids	266	254	104	209	250	83	57	4	1,425
Minneapolis	423	313	135	391	305	128	32	8	400
Kansas City	469	316	148	237	269	88	232	47	493
St. Louis	461	294	156	215	231	93	246	63	390
Omaha	377	378	99	317	272	116	60	106	56
Akron	321	284	113	209	244	85	112	40	280
Cincinnati	435	254	171	242	208	116	193	46	419
Cleveland	444	394	112	322	296	108	122	98	124
Columbus	319	270	118	192	248	77	127	22	577
Dayton	497	275	180	301	228	132	196	47	417
Toledo	299	349	85	169	319	52	130	30	433
Youngstown	291	242	120	198	222	89	93	20	465
Madison	399	247	161	391	244	160	8	3	266
Milwaukee	381	242	157	375	239	156	6	3	200

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

Table A-26 (cont.)
**PER CAPITA TOTAL, PROPERTY AND NONPROPERTY TAXES,
 85 LARGEST SMSAs, 1977**

Region and City	Total Taxes			Property Taxes			Nonproperty Taxes		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
SOUTH	\$302	\$203	168%	\$206	\$156	207%	\$ 94	\$ 46	329%
Birmingham	315	153	205	112	75	149	203	78	260
Mobile	202	93	217	73	53	137	129	40	322
Jacksonville	183	—	—	143	—	—	40	—	—
Miami	377	317	118	287	264	108	90	53	169
Tampa	281	167	168	212	141	150	69	26	265
Atlanta	544	298	182	404	251	160	140	47	297
Columbus	275	62	443	169	27	625	106	35	302
Louisville	320	226	141	172	153	112	148	73	202
Baton Rouge	297	—	—	114	—	—	183	—	—
New Orleans	245	222	110	94	102	92	151	120	125
Shreveport	254	141	180	186	13	1,430	68	128	53
Jackson	227	115	197	218	113	192	9	2	450
Charlotte	340	172	197	297	139	213	43	33	130
Oklahoma City	278	202	137	168	158	106	110	44	250
Tulsa	314	230	136	199	186	106	115	44	261
Knoxville	294	163	180	200	113	176	94	50	188
Memphis	308	178	173	221	133	166	87	45	193
Nashville	331	141	234	212	103	205	119	38	313
Austin	295	159	185	253	155	163	42	4	1,050
Corpus Christi	269	330	81	231	314	73	38	16	237
Dallas	369	294	125	299	260	115	70	34	205
El Paso	190	147	129	154	145	106	36	2	1,800
Fort Worth	314	207	151	260	178	146	54	29	186
Houston	385	346	111	317	327	96	68	19	357
San Antonio	199	163	122	167	152	109	32	11	290
Norfolk	266	259	102	137	159	86	129	100	129
Richmond	470	293	160	279	192	145	191	101	189
WEST	435	366	132	328	318	111	105	47	508
Phoenix	333	329	101	251	276	90	82	53	154
Tucson	407	354	114	286	344	83	121	10	1,210
Anaheim	454	506	89	370	436	84	84	70	120
Fresno	566	422	134	447	387	115	119	35	340
Los Angeles	631	514	122	521	447	116	110	67	164
Sacramento	551	376	146	437	334	130	114	42	271
San Bernardino	417	450	92	311	398	78	106	52	203
San Diego	429	407	105	353	358	98	76	49	155
San Francisco	703	607	115	556	525	105	147	82	179
San Jose	554	555	99	464	486	95	90	69	130
Denver	601	408	147	366	323	113	235	85	276
Honolulu	199	—	—	159	—	—	40	—	—
Albuquerque	179	107	167	142	106	133	37	1	3,700
Portland	473	392	120	416	344	120	57	48	118
Salt Lake City	354	224	158	235	197	119	119	27	440
Seattle	372	255	145	232	185	125	140	70	200
Spokane	242	165	146	147	137	107	95	28	339
Tacoma	361	156	231	227	131	173	134	25	536

Table A-27
PER CAPITA STATE AND FEDERAL AID, 85 LARGEST SMSAs, 1977

Region and City	Total Aid			State Aid			Direct Federal Aid		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
U.S.	\$431	\$295	157%	\$285	\$251	123%	\$146	\$45	388%
EAST	595	300	229	373	248	180	222	52	447
Bridgeport	397	123	322	221	90	245	176	33	533
Hartford	588	139	423	292	117	249	296	22	1,345
Washington, DC	1,167	281	415	0	195	0	1,167	86	1,356
Baltimore	871	199	437	632	168	376	239	31	770
Boston	585	245	238	350	174	201	235	71	330
Springfield	284	188	151	175	137	127	109	51	213
Worcester	304	239	127	184	168	109	120	71	169
Jersey City	639	207	308	520	116	448	119	91	130
Newark	902	233	387	687	192	357	215	41	524
Paterson	304	162	187	227	125	181	77	37	208
Albany	594	599	99	484	555	87	110	44	250
Buffalo	809	605	133	481	532	90	328	73	449
New York	916	421	217	789	392	201	127	29	437
Rochester	621	487	127	456	439	103	165	48	343
Syracuse	686	554	123	563	516	109	123	38	323
Philadelphia	443	252	175	284	190	149	159	62	256
Pittsburgh	350	261	134	226	207	109	124	54	229
Providence	245	207	118	134	145	92	111	62	179
MIDWEST	424	286	151	284	246	118	137	37	398
Chicago	431	235	183	301	194	155	130	41	317
Fort Wayne	381	196	194	242	180	134	139	16	868
Gary	363	325	111	313	300	104	50	25	200
Indianapolis	352	226	155	261	213	122	91	13	700
Des Moines	375	315	119	302	270	111	73	45	162
Wichita	275	271	101	189	218	86	86	53	162
Detroit	639	336	190	430	265	162	209	71	294
Flint	542	302	179	350	266	131	192	36	533
Grand Rapids	539	278	193	337	239	141	202	39	517
Minneapolis	650	444	146	431	410	105	219	34	644
Kansas City	322	244	131	129	176	73	193	68	283
St. Louis	404	189	213	206	161	127	198	28	707
Omaha	270	341	79	149	280	53	121	61	198
Akron	362	243	148	254	220	115	108	23	469
Cincinnati	474	265	178	239	220	108	235	45	522
Cleveland	479	291	164	303	257	117	176	34	517
Columbus	293	321	91	211	301	70	82	20	410
Dayton	417	259	161	309	227	136	108	32	337
Toledo	326	250	130	221	210	105	105	40	262
Youngstown	289	221	130	232	192	120	57	29	196
Madison	518	285	181	460	260	176	58	25	232
Milwaukee	635	446	142	548	408	134	87	38	228

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

Table A-27 (cont.)
PER CAPITA STATE AND FEDERAL AID, 85 LARGEST SMSAs, 1977

Region and City	Total Aid			State Aid			Direct Federal Aid		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
SOUTH	\$317	\$243	134%	\$202	\$201	102%	\$115	\$44	347%
Birmingham	315	212	148	164	162	101	151	50	302
Mobile	220	203	108	149	161	92	71	42	169
Jacksonville	396	—	—	304	—	—	92	—	—
Miami	519	335	154	383	214	178	136	121	112
Tampa	409	267	153	246	210	117	163	57	285
Atlanta	544	235	231	217	145	149	327	90	363
Columbus	261	184	141	191	153	124	70	31	225
Louisville	346	233	148	111	189	58	235	44	534
Baton Rouge	285	—	—	217	—	—	68	—	—
New Orleans	305	215	141	189	180	105	116	35	331
Shreveport	301	294	102	212	252	84	89	42	211
Jackson	296	269	110	203	247	82	93	22	422
Charlotte	505	266	189	341	231	147	164	35	468
Oklahoma City	307	223	137	116	210	55	191	13	1,469
Tulsa	259	305	84	129	268	48	130	37	351
Knoxville	275	205	134	199	138	144	76	67	113
Memphis	264	188	140	168	149	112	96	39	246
Nashville	239	153	156	157	137	114	82	16	512
Austin	208	233	89	126	210	60	82	23	356
Corpus Christi	277	365	75	180	313	57	97	52	186
Dallas	173	224	77	108	194	55	65	30	216
El Paso	266	419	63	190	330	57	76	89	85
Fort Worth	306	167	183	195	142	137	111	25	444
Houston	175	179	97	127	155	81	48	24	200
San Antonio	311	225	138	206	174	118	105	51	205
Norfolk	425	263	161	244	236	103	181	27	670
Richmond	377	218	172	274	166	165	103	52	198
WEST	444	380	123	319	338	102	121	50	371
Phoenix	403	377	106	310	333	93	93	44	211
Tucson	409	293	139	299	228	131	110	65	169
Anaheim	386	334	115	322	315	102	64	19	336
Fresno	631	489	129	506	482	104	125	7	1,785
Los Angeles	530	506	104	415	459	90	115	47	244
Sacramento	750	479	156	619	398	155	131	81	161
San Bernardino	534	510	104	448	456	98	86	54	159
San Diego	422	409	103	324	367	88	98	42	233
San Francisco	513	455	112	289	397	72	224	58	386
San Jose	578	447	129	452	384	117	126	63	200
Denver	412	289	142	261	253	103	151	36	419
Honolulu	147	—	—	18	—	—	129	—	—
Albuquerque	464	282	164	338	256	132	126	26	484
Portland	319	308	103	177	213	83	142	95	149
Salt Lake City	228	328	69	153	277	55	75	51	147
Seattle	413	328	125	232	280	82	181	48	377
Spokane	409	306	133	266	281	94	143	25	572
Tacoma	452	321	140	338	279	121	114	42	271

Table A-28
**PER CAPITA EDUCATIONAL AND NONEDUCATIONAL AID,
 85 LARGEST SMSAs, 1977**

Region and City	Educational Aid			Noneducational Aid		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
U.S.	\$168	\$177	106%	\$263	\$117	282%
EAST	170	142	153	424	155	327
Bridgeport	100	42	238	297	81	366
Hartford	153	80	191	435	58	750
Washington, DC	76	132	57	1,090	148	736
Baltimore	233	84	277	637	113	563
Boston	227	142	159	358	102	350
Springfield	144	100	144	139	88	157
Worcester	126	154	81	178	36	494
Jersey City	207	67	308	432	139	310
Newark	378	96	393	524	137	382
Paterson	153	71	215	150	90	166
Albany	143	195	73	451	404	111
Buffalo	199	242	82	610	363	168
New York	173	219	78	742	201	369
Rochester	173	265	65	446	222	200
Syracuse	171	299	57	513	254	201
Philadelphia	188	132	142	254	119	213
Pittsburgh	132	147	89	216	113	191
Providence	85	93	91	159	113	140
MIDWEST	171	175	102	258	110	261
Chicago	233	142	164	198	92	215
Fort Wayne	151	118	127	229	77	297
Gary	182	180	101	179	145	123
Indianapolis	145	179	81	206	45	457
Des Moines	213	214	99	161	100	161
Wichita	163	198	82	111	73	152
Detroit	186	153	121	451	182	247
Flint	198	191	103	343	110	311
Grand Rapids	225	166	135	313	111	281
Minneapolis	173	247	70	477	197	242
Kansas City	110	156	70	211	87	242
St. Louis	162	137	118	241	50	482
Omaha	66	227	29	203	112	181
Akron	156	140	111	206	102	201
Cincinnati	276	180	153	333	83	401
Cleveland	187	172	108	291	118	246
Columbus	125	230	54	167	91	183
Dayton	201	154	130	215	103	208
Toledo	131	133	98	194	116	167
Youngstown	143	132	108	144	89	161
Madison	131	223	58	387	62	624
Milwaukee	208	179	116	426	266	160

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

Table A-28 (cont.)
**PER CAPITA EDUCATIONAL AND NONEDUCATIONAL AID,
 85 LARGEST SMSAs, 1977**

Region and City	Educational Aid			Noneducational Aid		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
SOUTH	\$151	\$175	87%	\$165	\$67	301%
Birmingham	133	137	97	182	74	245
Mobile	131	137	95	87	65	133
Jacksonville	241	—	—	154	—	—
Miami	211	211	100	307	123	249
Tampa	185	185	100	222	80	277
Atlanta	152	135	112	392	98	400
Columbus	202	128	157	58	56	103
Louisville	86	160	53	259	72	359
Baton Rouge	169	—	—	115	—	—
New Orleans	132	137	96	171	78	219
Shreveport	167	209	79	133	84	158
Jackson	136	190	71	159	78	203
Charlotte	260	179	145	244	87	280
Oklahoma City	89	198	44	218	25	872
Tulsa	99	231	42	159	72	220
Knoxville	111	124	89	162	80	202
Memphis	120	149	80	143	39	366
Nashville	111	123	90	127	28	453
Austin	122	222	54	85	10	850
Corpus Christi	179	313	57	96	51	188
Dallas	100	176	56	72	47	153
El Paso	208	267	77	57	152	37
Fort Worth	196	136	144	109	29	375
Houston	119	151	78	54	27	200
San Antonio	209	198	105	100	26	384
Norfolk	110	150	73	314	112	280
Richmond	87	125	69	289	91	317
WEST	188	219	92	256	160	233
Phoenix	189	241	78	213	135	157
Tucson	191	195	97	218	96	227
Anaheim	169	198	85	217	136	159
Fresno	318	216	147	313	272	115
Los Angeles	173	205	84	356	300	118
Sacramento	361	212	170	389	266	146
San Bernardino	223	251	88	311	259	120
San Diego	189	227	83	232	182	127
San Francisco	137	155	88	376	298	126
San Jose	241	193	124	337	252	133
Denver	118	204	57	293	84	348
Honolulu	—	—	—	147	—	—
Albuquerque	256	256	100	207	25	828
Portland	123	174	70	194	133	145
Salt Lake City	109	248	43	118	79	149
Seattle	151	230	65	260	98	265
Spokane	176	254	69	233	52	448
Tacoma	265	266	99	187	54	346

Table A-29
**PER CAPITA TOTAL AID AS A PERCENT OF EXPENDITURES,
 85 LARGEST SMSAs, 1977**

Region and City	CC	OCC	CC/ OCC	Region and City	CC	OCC	CC/ OCC
U.S.	45.7%	42.1%	112	SOUTH	42.4%	43.8%	98
EAST	50.7	37.6	148	Birmingham	43	42	102
Bridgeport	46	20	225	Mobile	36	58	61
Hartford	44	21	202	Jacksonville	53	—	—
Washington, DC	55	28	190	Miami	48	37	129
Baltimore	62	37	166	Tampa	44	46	93
Boston	46	33	138	Atlanta	48	37	130
Springfield	36	37	97	Columbus	39	36	108
Worcester	30	44	68	Louisville	47	48	98
Jersey City	65	25	255	Baton Rouge	43	—	—
Newark	60	27	220	New Orleans	49	34	144
Paterson	39	21	185	Shreveport	52	59	87
Albany	55	58	95	Jackson	42	70	59
Buffalo	63	50	126	Charlotte	49	44	111
New York	56	31	179	Oklahoma	44	44	100
Rochester	48	48	101	Tulsa	37	53	70
Syracuse	64	52	122	Knoxville	43	38	112
Philadelphia	47	32	145	Memphis	39	28	138
Pittsburgh	34	46	73	Nashville	30	40	75
Providence	28	46	62	Austin	27	54	51
MIDWEST	44.9	35.9	113	Corpus Christi	41	46	88
Chicago	45	31	143	Dallas	27	34	79
Fort Wayne	50	43	116	El Paso	48	90	53
Gary	50	50	100	Fort Worth	38	30	126
Indianapolis	48	39	124	Houston	24	25	97
Des Moines	44	43	101	San Antonio	48	48	99
Wichita	37	45	82	Norfolk	56	46	123
Detroit	62	37	167	Richmond	34	36	94
Flint	38	41	92	WEST	44.1	46.7	95
Grand Rapids	55	44	126	Phoenix	45	44	102
Minneapolis	46	53	86	Tucson	40	36	112
Kansas City	37	34	109	Anaheim	45	38	118
St. Louis	44	33	129	Fresno	47	47	100
Omaha	36	37	97	Los Angeles	43	54	79
Akron	39	38	103	Sacramento	52	49	106
Cincinnati	37	36	102	San Bernardino	52	50	105
Cleveland	40	36	109	San Diego	43	49	87
Columbus	36	48	75	San Francisco	36	44	82
Dayton	37	41	90	San Jose	48	40	119
Toledo	40	34	118	Denver	36	36	101
Youngstown	42	41	103	Honolulu	34	—	—
Madison	58	31	186	Albuquerque	65	60	107
Milwaukee	56	50	111	Portland	31	42	73
				Salt Lake City	34	55	62
				Seattle	37	50	75
				Spokane	58	53	110
				Tacoma	41	55	74

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

Table A-30
**PER CAPITA NONEDUCATIONAL TAXES AND GENERAL REVENUE SHARING
 ALLOCATION, 85 LARGEST SMSAs, 1978**

Region and City	Noneducation Taxes			Revenue Sharing Allocations		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
U.S.	\$246	\$137	206	\$27.00	\$15.00	191
EAST	347	214	167	30.00	18.00	168
Bridgeport	308	242	127	27.81	18.52	150
Hartford	330	159	207	26.83	16.17	165
Washington, DC	692	226	306	41.14	17.07	241
Baltimore	241	145	166	31.98	13.06	244
Boston	487	306	159	36.20	21.58	167
Springfield	246	204	120	25.65	17.26	148
Worcester	289	168	172	32.68	16.02	203
Jersey City	349	311	112	32.64	27.51	118
Newark	449	300	149	39.46	17.67	223
Paterson	258	252	102	21.71	14.15	153
Albany	260	179	145	18.07	14.69	123
Buffalo	306	225	136	24.72	18.38	134
New York	616	374	164	40.42	19.01	212
Rochester	377	184	204	21.10	14.96	141
Syracuse	294	221	133	22.00	21.57	101
Philadelphia	363	142	255	27.32	15.64	174
Pittsburgh	213	102	208	33.41	16.85	198
Providence	164	113	145	24.56	17.90	137
MIDWEST	206	106	199	26.00	14.00	179
Chicago	237	155	152	27.61	15.89	173
Fort Wayne	123	55	223	17.34	12.18	142
Gary	208	108	192	27.33	18.51	147
Indianapolis	147	61	240	21.58	10.02	215
Des Moines	213	151	141	23.19	15.09	153
Wichita	165	95	173	15.58	12.25	127
Detroit	288	147	195	35.75	16.22	220
Flint	196	70	280	36.14	15.86	227
Grand Rapids	131	72	181	23.15	13.77	168
Minneapolis	258	134	192	30.65	16.49	185
Kansas City	309	145	213	31.45	14.49	217
St. Louis	313	125	250	25.84	15.07	171
Omaha	188	90	208	20.47	13.59	150
Akron	185	102	181	23.79	14.16	168
Cincinnati	298	102	292	31.64	15.49	204
Cleveland	213	154	138	30.17	13.89	217
Columbus	163	88	185	21.98	11.13	197
Dayton	274	103	266	31.16	13.05	238
Toledo	160	113	141	20.21	15.75	128
Youngstown	146	71	205	20.63	14.00	147
Madison	150	77	194	24.93	13.44	185
Milwaukee	171	117	146	29.17	17.22	169

SOURCE: Noneducational taxes—U.S. Bureau of the Census, *Initial and Local Data Elements, Entitlement Period 10*, July 1978; revenue sharing allocations—U.S. Treasury, Office of Revenue Sharing, *10th Period Entitlement*, July 1978.

Table A-30 (cont.)
**PER CAPITA NONEDUCATIONAL TAXES AND GENERAL REVENUE SHARING
 ALLOCATION, 85 LARGEST SMSAs, 1978**

Region and City	Noneducation Taxes			Revenue Sharing Allocations		
	CC	OCC	CC/ OCC	CC	OCC	CC/ OCC
SOUTH	\$200	\$ 95	241	\$25.00	\$14.00	206
Birmingham	260	116	224	38.23	15.06	253
Mobile	168	63	266	29.88	16.51	180
Jacksonville	119	—	—	14.08	—	—
Miami	302	202	149	35.09	16.79	208
Tampa	191	80	238	22.55	11.21	201
Atlanta	361	171	211	26.83	12.93	207
Columbus	178	48	370	24.92	16.28	153
Louisville	230	77	298	27.99	14.14	197
Baton Rouge	183	—	—	29.22	—	—
New Orleans	164	125	131	32.42	19.80	163
Shreveport	175	61	286	29.17	14.87	196
Jackson	143	39	366	30.62	13.89	220
Charlotte	240	83	289	28.01	13.25	211
Oklahoma City	199	79	251	27.27	13.02	209
Tulsa	188	90	208	22.69	9.90	229
Knoxville	174	62	280	26.22	9.43	278
Memphis	188	89	211	27.23	17.69	153
Nashville	173	71	243	20.30	12.69	159
Austin	151	37	408	18.91	4.45	424
Corpus Christi	175	93	188	27.06	19.75	137
Dallas	254	132	192	22.32	14.11	158
El Paso	119	33	360	26.28	7.88	333
Fort Worth	171	114	150	20.22	12.74	158
Houston	235	150	156	20.94	11.62	180
San Antonio	116	73	158	19.93	9.60	207
Norfolk	201	171	117	26.28	24.53	107
Richmond	332	117	283	27.18	12.29	221
WEST	261	155	202	29.00	16.00	207
Phoenix	191	132	144	23.14	16.88	137
Tucson	255	114	223	33.83	17.61	192
Anaheim	234	206	113	20.54	14.58	140
Fresno	321	174	184	40.72	21.78	186
Los Angeles	394	296	133	31.80	24.61	129
Sacramento	322	177	181	29.69	17.87	166
San Bernardino	281	192	146	32.72	25.23	129
San Diego	225	166	135	21.69	17.22	125
San Francisco	467	247	189	31.22	16.18	192
San Jose	262	227	115	20.51	15.48	132
Denver	289	158	182	24.04	15.49	155
Honolulu	194	—	—	22.78	—	—
Albuquerque	133	33	403	36.26	10.65	340
Portland	288	76	378	37.93	10.15	373
Salt Lake City	228	90	253	35.60	17.10	208
Seattle	253	185	136	26.14	10.98	238
Spokane	160	110	145	26.54	8.51	311
Tacoma	205	55	372	31.21	8.45	369

Table A-31
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1977

Region and City	Dis- tress*	Total	Educa- tion	Noneducation		
				Total	Welfare	All other
EAST						
Bridgeport	1	\$ 834	\$254	\$ 580	\$ 31	\$ 549
Hartford	1	1,300	489	811	106	705
New Britain	1	483	214	288	32	236
Washington, DC	1	2,175	488	1,687	372	1,315**
Portland	1	804	334	470	11	459
Baltimore	1	1,332	366	965	187	778**
Boston	1	1,261	433	828	6	822**
Springfield	1	770	350	419	4	415
Chicopee	1	574	302	272	22	250
Holyoke	1	833	287	546	36	510
Worcester	1	916	360	556	13	543
Manchester	1	756	284	472	14	458
Jersey City	1	691	271	420	7	413
Newark	1	1,006	454	551	83	468
East Orange	1	684	331	352	26	326
Paterson	1	602	308	294	9	285
Clifton	1	384	205	179	0	179
Passaic	1	283	0	283	6	277
Camden	1	340	0	340	20	320
Albany	1	444	0	444	0	444
Schenectady	1	278	0	278	0	278
Troy	1	418	0	418	1	417
Binghamton	1	680	0	680	14	666**
Buffalo	1	921	300	621	0	621
New York	1	1,641	363	1,278	472	806**
Rochester	1	840	392	448	0	448
Syracuse	1	645	321	323	0	323
Utica	1	286	0	286	0	286
Altoona	1	172	0	172	0	172
Philadelphia	1	610	5	604	27	577
Pittsburgh	1	343	0	343	0	343
Providence	1	529	223	306	37	269
Warwick	0	621	371	250	8	242
Pawtucket	1	560	256	303	16	287
MIDWEST						
Chicago	1	380	5	375	7	368
Cicero	1	154	0	154	0	154
Peoria	1	315	0	315	0	315
East St. Louis	1	346	0	346	0	346
Fort Wayne	1	324	0	324	0	324
Gary	1	178	0	178	0	178
Hammond	1	186	0	186	0	186
East Chicago	1	577	0	577	0	577
Indianapolis	0	402	1	400	55	345**
Des Moines	0	363	0	363	0	363
Sioux City	1	412	0	412	0	412
Wichita	1	398	0	398	0	398

Table A-31 (cont.)
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1977

Region and City	Dis- tress*	Total	Educa- tion	Noneducation		
				Total	Welfare	All other
MIDWEST (cont.)						
Detroit	1	525	12	512	0	512
Flint	1	751	0	751	0	751**
Grand Rapids	1	378	0	378	0	378
Lansing	1	446	0	446	0	446
Saginaw	1	428	0	428	0	428
Duluth	1	477	0	477	0	477
Minneapolis	1	502	0	502	0	502
St. Paul	1	501	0	501	0	501
Kansas City	1	512	28	484	1	483
St. Joseph	1	306	0	306	0	306
St. Louis	1	517	1	516	6	510**
Omaha	0	299	0	299	0	299
Akron	1	414	0	414	0	414
Canton	1	353	0	353	0	353
Cincinnati	1	1,108	361	748	0	748**
Cleveland	1	510	1	509	2	507
Lakewood	1	424	0	424	0	424**
Columbus	1	310	0	310	0	310
Dayton	1	465	0	465	6	459
Springfield	1	226	0	226	0	226
Toledo	1	411	0	411	0	411
Youngstown	1	277	0	277	1	276
Warren	1	163	0	163	0	163
Madison	1	704	329	375	6	369
Milwaukee	1	351	0	351	0	351
SOUTH						
Birmingham	1	330	2	328	0	328
Mobile	1	356	0	356	0	356
Jacksonville	0	413	0	413	7	406
Miami	1	331	0	331	0	331
Tampa	1	603	0	603	0	603
St. Petersburg	0	300	0	300	0	300
Atlanta	1	495	12	483	0	483
Columbus	0	215	0	215	0	215
Savannah	1	298	0	298	0	298
Louisville	1	489	0	489	0	489
Covington	1	389	0	389	0	389
Baton Rouge	0	371	0	371	0	371
New Orleans	1	398	2	396	5	391
Shreveport	1	240	0	240	0	240
Jackson	1	346	0	346	5	341
Charlotte	1	334	0	334	0	334
Oklahoma City	0	406	0	406	0	406
Tulsa	0	374	0	374	0	374
Knoxville	1	533	221	312	1	311
Memphis	0	535	230	304	1	303
Nashville	0	727	284	442	8	434

Table A-31 (cont.)
PER CAPITA CITY GOVERNMENT EXPENDITURES, 131 CITIES, 1977

Region and City	Dis- tress*	Total	Educa- tion	Noneducation		
				Total	Welfare	All other
SOUTH (cont.)						
Austin	0	418	0	417	1	416**
Corpus Christi	1	186	0	186	0	186
Dallas	0	292	0	292	0	292
El Paso	1	178	0	178	0	178
Ft. Worth	1	309	0	309	0	309
Houston	0	268	0	268	0	268
San Antonio	1	238	0	238	0	238
Norfolk	1	737	221	515	91	424
Portsmouth	1	779	247	532	102	430
Richmond	1	991	281	709	164	545
Huntington	1	228	0	228	0	228
WEST						
88 Phoenix	0	352	1	350	0	350
Tucson	0	361	0	361	0	361
Anaheim	0	307	0	307	0	307
Garden Grove	0	172	0	172	0	172
Santa Ana	0	112	0	112	0	112
Fresno	1	355	0	355	0	355
Los Angeles	1	332	5	327	0	327
Long Beach	1	534	0	534	0	534
Pasadena	1	517	0	517	10	507
Sacramento	1	388	0	388	0	388
San Bernardino	1	347	0	347	0	347
Riverside	1	293	0	293	0	293
Ontario	1	195	0	195	0	195
San Diego	0	298	6	291	0	291
San Francisco	1	1,046	4	1,041	216	825**
Oakland	1	479	1	477	0	477
Berkeley	1	386	0	386	0	386
Richmond	1	610	0	610	0	610
San Jose	1	318	0	318	0	318
Denver	1	742	0	742	116	626**
Honolulu	0	435	0	435	0	435
Albuquerque	0	345	0	345	0	345
Portland	1	339	1	338	0	338
Salt Lake City	1	283	0	283	1	282
Seattle	1	473	2	470	0	470
Everett	1	283	9	274	2	272
Spokane	1	335	0	335	3	332
Tacoma	1	472	0	472	0	472

*1 indicates cities meeting HUD's standards of minimum physical and economic distress for urban development action grants.
 ** Major hospital expenditure in excess of \$75 per capita.

SOURCE: U.S. Bureau of the Census, *City Government Finances, 1976-77*, Washington, DC, U.S. Government Printing Office, 1978, and unpublished data from the U.S. Bureau of the Census.

Table A-32
PER CAPITA CITY GOVERNMENT REVENUES, 131 CITIES, 1977

Region and City	Dis- stress*	Federal Aid	State Aid	Taxes	Property Taxes	Other Taxes	GRS	Other Federal Aid
EAST								
Bridgeport	1	\$144	\$141	\$421	\$375	\$ 45	\$ 27	\$117
Hartford	1	282	291	586	498	88	32	250
New Britain	1	37	131	410	384	26	16	21
Washington, DC	1	995	0	1,052	219	832	39	956
Portland	1	99	188	340	325	15	36	63
Baltimore	1	208	632	289	220	68	34	174
Boston	1	180	278	707	676	31	46	134
Springfield	1	87	185	332	332	1	23	64
Chicopee	1	94	135	363	307	55	21	73
Holyoke	1	209	181	382	342	40	26	183
Worcester	1	105	182	436	415	20	35	70
Manchester	1	114	99	415	383	31	25	89
Jersey City	1	57	209	358	256	101	19	38
Newark	1	140	526	406	261	144	27	113
East Orange	1	29	160	484	446	38	13	18
Paterson	1	58	186	218	204	14	17	41
Clifton	1	22	67	361	305	55	8	14
Passaic	1	44	60	167	131	36	9	35
Camden	1	71	36	162	108	53	22	49
Albany	1	59	66	190	172	18	16	43
Schenectady	1	9	83	121	98	22	9	0
Troy	1	235	139	112	69	42	13	222
Binghamton	1	118	77	229	162	66	24	94
Buffalo	1	287	315	248	206	42	71	216
New York	1	126	786	812	414	398	39	87
Rochester	1	131	253	327	281	45	15	116
Syracuse	1	112	251	187	165	22	13	99
Utica	1	34	89	105	88	17	13	21
Altoona	1	43	12	72	42	30	18	25
Philadelphia	1	136	78	363	89	273	29	107
Pittsburgh	1	82	50	166	80	86	29	53
Providence	1	147	131	352	322	30	27	120
Warwick	0	21	137	375	372	2	12	9
Pawtucket	1	127	137	321	294	27	28	99
MIDWEST								
Chicago	1	78	45	213	94	118	21	57
Cicero	1	14	37	102	53	49	9	5
Peoria	1	37	22	161	93	67	18	19
East St. Louis	1	213	33	99	42	57	31	182
Fort Wayne	1	131	41	80	79	1	11	120
Gary	1	33	55	115	106	8	22	11
Hammond	1	37	44	120	113	6	15	22
East Chicago	1	91	137	356	324	31	28	63
Indianapolis	0	86	108	135	123	12	17	69
Des Moines	0	36	68	133	118	15	14	22
Sioux City	1	89	79	121	108	13	16	73
Wichita	1	80	21	116	92	23	11	69

Table A-32 (cont.)
PER CAPITA CITY GOVERNMENT REVENUES, 131 CITIES, 1977

Region and City	Dis- stress*	Federal Aid	State Aid	Taxes	Property Taxes	Other Taxes	GRS	Other Federal Aid
MIDWEST (cont.)								
Detroit	1	162	161	250	110	139	31	131
Flint	1	155	116	157'	50	106	22	133
Grand Rapids	1	178	72	100	42	57	17	161
Lansing	1	109	66	154	72	82	20	89
Saginaw	1	115	74	146	66	80	24	91
Duluth	1	116	96	106	61	45	18	98
Minneapolis	1	92	117	182	134	48	18	74
St. Paul	1	103	103	138	86	51	19	84
Kansas City	1	133	24	281	48	232	27	106
St. Joseph	1	136	28	92	47	44	16	120
St. Louis	1	110	53	313	55	257	27	83
Omaha	0	96	34	136	84	51	14	82
Akron	1	87	33	140	33	107	18	69
Canton	1	57	30	134	13	120	20	37
Cincinnati	1	209	205	241	61	179	25	184
Cleveland	1	148	43	153	52	101	25	123
Lakewood	1	18	30	100	45	55	6	12
Columbus	1	59	30	128	15	112	17	42
Dayton	1	92	37	224	40	183	22	70
Springfield	1	36	23	123	10	113	16	20
Toledo	1	106	33	129	16	113	20	86
Youngstown	1	41	30	125	23	102	20	21
Warren	1	22	34	87	15	72	12	10
Madison	1	29	221	330	317	13	19	10
Milwaukee	1	50	137	190	115	74	21	29
SOUTH								
Birmingham	1	85	21	188	36	152	30	55
Mobile	1	51	21	128	12	115	22	29
Jacksonville	0	78	80	119	78	40	18	60
Miami	1	27	55	172	113	58	25	2
Tampa	1	166	57	141	61	79	20	146
St. Petersburg	0	68	39	101	58	43	12	56
Atlanta	1	51	69	208	116	92	17	34
Columbus	0	38	9	177	76	101	20	18
Savannah	1	102	9	122	78	44	20	82
Louisville	1	202	15	168	48	120	33	169
Covington	1	94	9	161	38	123	34	60
Baton Rouge	0	69	52	184	101	82	28	41
New Orleans	1	112	59	164	52	111	32	80
Shreveport	1	77	26	130	65	65	25	52
Jackson	1	72	79	100	90	10	20	52
Charlotte	1	96	41	147	142	5	25	71
Oklahoma City	0	160	18	170	60	109	18	142
Tulsa	0	109	19	148	34	113	20	89
Knoxville	1	53	134	127	108	19	20	33
Memphis	0	101	114	128	106	21	18	83
Nashville	0	65	154	329	203	126	22	43

Table A-32 (cont.)
PER CAPITA CITY GOVERNMENT REVENUES, 131 CITIES, 1977

Region and City	Dis- stress*	Federal Aid	State Aid	Taxes	Property Taxes	Other Taxes	GRS	Other Federal Aid
SOUTH (cont.)								
Austin	0	66	4	120	101	19	12	54
Corpus Christi	1	65	1	111	79	32	17	48
Dallas	0	42	6	201	133	67	17	25
El Paso	1	43	2	89	66	22	18	25
Ft. Worth	1	89	5	132	80	52	15	74
Houston	0	34	5	166	122	44	13	21
San Antonio	1	67	6	77	58	19	12	55
Norfolk	1	185	236	271	123	147	34	151
Portsmouth	1	112	265	254	142	111	27	85
Richmond	1	100	274	470	254	215	29	71
Huntington	1	151	6	124	39	85	34	117
WEST								
Phoenix	0	70	74	125	56	69	12	58
Tucson	0	53	67	147	35	111	17	36
Anaheim	0	35	35	154	79	74	9	26
Garden Grove	0	37	32	102	55	47	7	30
Santa Ana	0	19	38	67	41	25	4	15
Fresno	1	69	48	178	87	91	21	48
Los Angeles	1	74	37	214	106	108	15	59
Long Beach	1	54	56	174	83	90	13	41
Pasadena	1	50	50	219	98	121	13	37
Sacramento	1	53	42	166	88	77	36	17
San Bernardino	1	56	61	175	62	113	22	34
Riverside	1	31	47	115	33	82	11	20
Ontario	1	45	64	111	49	62	14	31
San Diego	0	60	33	125	68	57	11	49
San Francisco	1	192	278	537	338	199	29	163
Oakland	1	188	44	204	106	98	17	171
Berkeley	1	102	57	172	119	53	40	62
Richmond	1	220	77	295	181	113	19	201
San Jose	1	85	42	139	74	64	10	75
Denver	1	105	142	288	108	180	28	77
Honolulu	0	129	19	199	182	17	20	109
Albuquerque	0	101	84	99	73	25	23	78
Portland	1	93	26	161	119	41	27	66
Salt Lake City	1	26	10	59	35	24	24	2
Seattle	1	110	48	194	74	120	24	86
Everett	1	95	49	166	74	92	26	69
Spokane	1	125	70	119	51	67	20	105
Tacoma	1	90	57	165	47	117	26	64

*1 indicates cities meeting HUD's standards of minimum physical and economic distress for urban development action grants.

SOURCE: U.S. Bureau of the Census, *City Government Finances, 1976-77*, Washington, DC, U.S. Government Printing Office, 1978, and unpublished data from the U.S. Bureau of the Census.

Table A-33
CITY AREA GROWTH CHARACTERISTICS, 131 CITIES, 1970-77

Region and City	Dis- tress*	Percent Change, 1970-77					Index Per Capita Income 1976***
		Total Popula- tion	Popula- tion Density	Real Per Capita Income	Real Total Income	Real Retail Sales**	
EAST							
Bridgeport	1	-11	-11	1.0	-9.4	-8.9	-7
Hartford	1	-15	-15	-3.9	-17.9	-22.4	-14
New Britain	1	-7	-7	0	-6.1	-18.0	1
Washington, DC	1	-8	-8	11.7	3.8	-17.5	23
Portland	1	-4	-4	7.6	4.2	4.7	-13
Baltimore	1	-9	-9	13.1	3.3	-18.0	-6
Boston	1	-4	-4	3.4	-.2	-18.0	-8
Springfield	1	2	2	3.9	6.4	-7.1	-11
Chicopee	1	-15	-15	7.2	-8.7	12.9	-11
Holyoke	1	-10	-10	2.0	-8.2	-16.6	-13
Worcester	1	-4	-4	1.7	-2.3	-6.2	-5
Manchester	1	-6	-6	6.0	6.0	.8	-10
Jersey City	1	-8	-8	5.9	-2.3	-6.8	-7
Newark	1	-14	-14	2.3	-11.2	-27.9	-27
East Orange	1	-3	-3	-3.6	-7.3	-21.2	8
Paterson	1	6	6	-1.1	5.4	-30.7	-19
Clifton	1	-5	-5	7.8	1.8	-.7	28
Passaic	1	-8	-8	.2	-5.7	-23.3	-9
Camden	1	-12	-12	-1.4	-10.3	-33.8	-29
Albany	1	-7	-7	-6.0	-.4	-17.6	6
Schenectady	1	-6	-6	2.8	-2.4	-15.1	2
Troy	1	-7	-7	3.0	-3.5	-25.9	-16
Binghamton	1	-5	-5	2.3	-2.5	-12.0	-7
Buffalo	1	-14	-14	4.6	-9.4	-20.8	-13
New York	1	-6	-6	.4	-5.6	-18.6	7
Rochester	1	-12	-12	5.8	-5.9	-24.9	-1
Syracuse	1	-9	-9	1.3	-6.9	-15.0	-8
Utica	1	-11	-11	0	-11.0	-6.4	-18
Altoona	1	-7	-7	15.0	7.7	3.6	-14
Philadelphia	1	-8	-8	9.8	1.2	-14.0	-4
Pittsburgh	1	-14	-14	13.8	-1.7	-5.1	1
Providence	1	-8	-8	4.9	-3.3	-8.5	-7
Warwick	0	2	2	9.5	12.1	7.8	7
Pawtucket	1	-8	-8	5.9	-2.4	-9.4	-9
MIDWEST							
Chicago	1	-9	-9	4.1	-4.9	-15.0	2
Cicero	1	-8	-8	1.1	-6.2	-13.9	12
Peoria	1	-1	-6	18.0	17.1	12.3	21
East St. Louis	1	-20	-20	11.5	-10.8	-10.3	-37
Fort Wayne	1	3	-4	6.4	10.0	-.3	0
Gary	1	-7	-8	4.6	-2.0	-35.4	-15
Hammond	1	-5	-5	10.0	4.9	2.1	6
East Chicago	1	-9	-9	11.0	1.5	-10.0	-10
Indianapolis	0	-7	-8	6.0	1.0	9.5	6
Des Moines	0	-3	-5	12.9	10.1	10.2	11
Sioux City	1	-2	-2	16.1	14.8	7.3	-1
Wichita	1	-4	-13	17.9	14.0	18.7	11

Table A-33 (cont.)

CITY AREA GROWTH CHARACTERISTICS, 131 CITIES, 1970-77

Region and City	Dis- tress*	Percent Change, 1970-77					Index Per Capita Income 1976***
		Total Popula- tion	Popula- tion Density	Real Per Capita Income	Real Total Income	Real Retail Sales**	
MIDWEST (cont.)							
Detroit	1	-14	-14	3.5	-10.0	-22.5	-4
Flint	1	-12	-13	5.8	-6.8	-12.8	-2
Grand Rapids	1	-6	-6	3.6	-2.2	.9	-5
Lansing	1	-4	-5	4.2	.3	2.5	1
Saginaw	1	-9	-10	5.7	-3.5	-14.4	-9
Duluth	1	-6	-6	17.3	10.3	4.2	1
Minneapolis	1	-15	-15	12.6	-3.5	-11.1	13
St. Paul	1	-13	-13	11.7	-2.0	-5.0	10
Kansas City	1	-9	-9	11.0	1.0	-5.6	7
St. Joseph	1	5	5	12.2	18.3	10.2	-10
St. Louis	1	-17	-17	11.5	-6.9	-16.5	-12
Omaha	0	6	0	12.8	20.5	2.0	6
Akron	1	-10	-10	4.2	-5.2	5.1	-1
Canton	1	-10	-11	8.7	-1.2	1.1	-6
Cincinnati	1	-10	-10	2.5	-7.1	-4.9	-1
Cleveland	1	-17	-17	2.9	-14.1	-16.6	-16
Lakewood	1	-8	-8	3.8	-3.6	6.0	28
Columbus	1	-2	-23	7.8	6.6	4.9	-6
Dayton	1	-18	-26	.5	-16.9	-21.1	-11
Springfield	1	-9	-14	5.7	-3.3	-14.6	-12
Toledo	1	-14	-14	.1	-5.1	-.4	0
Youngstown	1	-8	-8	11.8	2.4	-11.3	-11
Warren	1	-4	-21	2.2	-1.0	-7.9	-11
Madison	1	-2	-8	0	-1.7	14.8	10
Milwaukee	1	-8	-8	4.5	-3.6	-2.3	1
SOUTH							
Birmingham	1	-7	-18	20.5	14.9	-3.0	-11
Mobile	1	6	6	24.6	31.8	14.0	-6
Jacksonville	0	0	0	6.3	7.1	9.0	-2
Miami	1	5	5	13.4	19.5	-8.7	-8
Tampa	1	-3	-3	16.0	13.1	-1.7	-7
St. Petersburg	0	10	8	13.6	25.2	-4.7	4
Atlanta	1	-15	-14	1.9	-6.8	-26.7	-1
Columbus	0	5	5	15.9	22.7	4.6	-10
Savannah	1	-6	-6	15.2	8.3	-9.1	-17
Louisville	1	-9	-9	13.7	4.0	-11.8	-3
Covington	1	-21	-21	10.9	-12.1	4.2	-21
Baton Rouge	0	8	44	18.5	31.6	21.3	-3
New Orleans	1	-3	-3	15.6	13.2	5.3	-10
Shreveport	1	3	-14	16.8	20.7	20.4	-6
Jackson	1	6	-5	19.5	36.3	13.7	-3
Charlotte	1	2	-19	13.3	15.4	-3.6	7
Oklahoma City	0	0	0	15.6	16.6	14.9	8
Tulsa	0	0	-3	18.8	19.9	26.0	20
Knoxville	1	6	6	16.3	24.3	18.4	-8
Memphis	0	7	-17	18.6	27.1	6.5	-4
Nashville	0	-4	-4	15.7	11.3	7.5	0

Table A-33 (cont.)
CITY AREA GROWTH CHARACTERISTICS, 131 CITIES, 1970-77

Region and City	Dis- tress*	Percent Change, 1970-77					Index Per Capita Income 1976***
		Total Popula- tion	Popula- tion Density	Real Per Capita Income	Real Total Income	Real Retail Sales**	
SOUTH (cont.)							
Austin	0	24	-12	16.0	44.7	34.6	0
Corpus Christi	1	6	-40	17.7	25.2	21.0	-10
Dallas	0	0	-4	1.6	2.2	10.9	17
El Paso	1	21	-11	3.5	25.6	21.8	-24
Fort Worth	1	-7	-17	-5	-6.9	7.9	4
Houston	0	18	4	7.4	26.8	35.1	18
San Antonio	1	19	-17	5.7	26.7	19.6	-18
Norfolk	1	-8	-8	11.4	2.7	-7.7	-10
Portsmouth	1	-2	-2	22.7	20.4	1.2	-7
Richmond	1	-9	-9	11.9	2.0	-10.3	7
Huntington	1	-6	-6	15.3	9.0	2.8	-4
WEST							
Phoenix	0	17	6	7.7	26.4	11.5	5
Tucson	0	15	2	8.2	24.7	11.7	-9
Anaheim	0	19	2	3.9	24.5	28.1	14
Garden Grove	0	-3	-3	5.3	2.7	10.6	4
Santa Ana	0	15	14	1.7	17.3	24.0	-9
Fresno	1	10	-18	3.2	17.1	20.9	-4
Los Angeles	1	-3	-3	1.6	-1.8	6.1	16
Long Beach	1	-6	-9	8.4	2.1	5.0	24
Pasadena	1	-6	-7	3.1	-2.4	2.8	37
Sacramento	1	3	3	.1	3.2	10.8	9
San Bernardino	1	-2	-16	11.0	8.8	14.4	-7
Riverside	1	8	7	5.7	14.1	25.5	3
Ontario	1	1	-16	5.6	7.3	18.3	-11
San Diego	0	13	11	1.3	14.9	21.0	10
San Francisco	1	-8	-8	9.5	1.6	1.5	34
Oakland	1	-9	-9	7.9	-1.0	-7.4	13
Berkeley	1	-4	-4	10.3	6.5	3.8	26
Richmond	1	-12	-12	8.9	-3.5	13.7	4
San Jose	1	28	17	4.1	34.2	26.7	10
Denver	1	-7	-21	12.3	4.9	-.7	24
Honolulu	0	13	13	8.5	21.4	22.7	9
Albuquerque	0	17	10	4.5	22.5	24.9	4
Portland	1	-1	-7	4.4	3.9	-1.3	16
Salt Lake City	1	-4	-18	7.5	3.8	4.7	12
Seattle	1	-8	-9	13.0	4.4	12.0	32
Everett	1	-8	-9	14.1	5.7	23.1	12
Spokane	1	3	3	.9	6.7	14.2	2
Tacoma	1	-1	-1	3.4	2.7	18.6	5

*1 indicates cities meeting HUD's standards of minimum physical and economic distress for urban development action grants.

** Period is 1972-77.

*** As measured from 131 city average.

SOURCE: Real per capita income, real total income, and index of per capita income—U.S. Bureau of the Census, 1976 *Populations and 1975 Per Capita Income Estimates for Counties, Incorporated Places and Selected Minor Civil Divisions*, P-25 Series, Nos. 740-789, Washington, DC, U.S. Government Printing Office, 1977; retail sales—U.S. Bureau of the Census, 1977 *Census of Retail Trade and Statistics*, Washington, DC, U.S. Government Printing Office, 1979.

Table A-34

DETERMINANTS OF CHANGES IN REAL RETAIL SALES, 131 CITIES, 1970-77

Percent Change, 1970-77

Region and City	Dis- tress*	Real Per Capita Income	Real Total Income	Real Retail Sales**	Suburban- ization (-) Concentration (+)	Index Per Capita Income 1976***
EAST						
Bridgeport	1	1.0	-9.4	-8.9	+5	-7
Hartford	1	-3.9	-17.9	-22.4	-4.5	-14
New Britain	1	0	-6.1	-18.0	-11.9	1
Washington, DC	1	11.7	3.8	-17.5	-21.3	23
Portland	1	7.6	4.2	4.7	+5	-13
Baltimore	1	13.1	3.3	-18.0	-21.3	-6
Boston	1	3.4	-.2	-18.0	-17.8	-8
Springfield	1	3.9	6.4	-7.1	-13.5	-11
Chicopee	1	7.2	-8.7	12.9	+21.5	-11
Holyoke	1	2.0	-8.2	-16.6	-8.4	-13
Worcester	1	1.7	-2.3	-6.7	-4.4	-5
Manchester	1	6.0	6.0	.8	-5.2	-10
Jersey City	1	5.9	-2.3	-6.8	-9.1	-7
Newark	1	2.3	-11.2	-27.9	-16.7	-27
East Orange	1	-3.6	-7.3	-21.2	-13.9	8
Paterson	1	-1.1	5.4	-30.7	-36.1	-19
Clifton	1	7.8	1.8	-1.7	-2.5	28
Passaic	1	.2	-5.7	-23.3	-17.5	-9
Camden	1	-1.4	-10.3	-33.8	-23.5	-29
Albany	1	6.0	-.4	17.6	-17.2	6
Schenectady	1	2.8	-2.4	-15.1	-12.7	2
Troy	1	3.0	-3.5	-25.9	-22.4	-16
Binghamton	1	2.3	-2.5	-12.0	-9.5	-7
Buffalo	1	4.6	-9.4	-20.8	-11.4	-13
New York	1	.4	-5.6	-18.6	-13.0	7
Rochester	1	5.8	-5.9	-24.9	-19.0	-1
Syracuse	1	1.3	-6.9	-15.0	-8.1	-8
Utica	1	0	-11.0	-6.4	+4.5	-18
Altoona	1	15.0	7.7	3.6	-4.1	-14
Philadelphia	1	9.8	1.2	-14.0	-12.8	-4
Pittsburgh	1	13.8	-1.7	-5.1	-3.4	1
Providence	1	4.9	-3.3	-8.5	-5.2	-7
Warwick	0	9.5	12.1	7.8	-4.3	7
Pawtucket	1	5.9	-2.4	-9.4	-7.0	-9
MIDWEST						
Chicago	1	4.1	-4.9	-15.0	-10.1	2
Cicero	1	1.1	-6.2	-13.9	-7.7	12
Peoria	1	18.0	17.1	12.3	-4.8	21
East St. Louis	1	11.5	-10.8	-10.3	+5	-37
Fort Wayne	1	6.4	10.0	-.3	-9.7	0
Gary	1	4.6	-2.0	-35.4	-33.4	-15
Hammond	1	10.0	4.9	2.1	-2.8	6
East Chicago	1	11.0	1.5	-10.0	-11.5	-10
Indianapolis	0	6.0	1.0	9.5	+8.5	6
Des Moines	0	12.9	10.1	10.2	+1	11
Sioux City	1	16.1	14.8	7.3	-7.5	-1
Wichita	1	17.9	14.0	18.7	+4.7	11

Table A-34 (cont)

DETERMINANTS OF CHANGES IN REAL RETAIL SALES, 131 CITIES, 1970-77

Percent Change, 1970-77

Region and City	Dis- tress*	Real Per Capita Income	Real Total Income	Real Retail Sales**	Suburban- ization (-) Concentration (+)	Index Per Capita Income 1976***
MIDWEST (cont.)						
Detroit	1	3.5	-10.0	22.5	-12.5	-4
Flint	1	5.8	-6.8	-12.8	-6.0	-2
Grand Rapids	1	3.6	-2.2	.9	+3.1	-5
Lansing	1	4.2	.3	2.5	+2.2	1
Saginaw	1	5.7	-3.5	-14.4	-10.9	-9
Duluth	1	17.3	10.3	4.2	-6.1	1
Minneapolis	1	12.6	-3.5	-11.1	-7.6	13
St. Paul	1	11.7	-2.0	-5.0	-3.0	10
Kansas City	1	11.0	1.0	-5.6	-6.6	7
St. Joseph	1	12.2	18.3	10.2	-8.1	-10
St. Louis	1	11.5	-6.9	-16.5	-9.6	-12
Omaha	0	12.8	20.5	2.0	-18.5	6
Akron	1	4.2	-5.2	5.1	+10.3	-1
Canton	1	8.7	-1.2	1.1	+2.3	-6
Cincinnati	1	2.5	-7.1	-4.9	+2.2	-1
Cleveland	1	2.9	-14.1	-16.6	-2.5	-16
Lakewood	1	3.8	-3.6	6.0	+9.6	28
Columbus	1	7.8	6.6	4.8	-1.7	-6
Dayton	1	.5	-16.9	-21.1	-4.2	-11
Springfield	1	5.7	-3.3	-14.6	-11.3	-12
Toledo	1	.1	-5.1	-.4	+4.7	0
Youngstown	1	11.8	2.4	-11.3	-13.7	-11
Warren	1	2.2	-1.0	-7.9	-6.9	-11
Madison	1	0	-1.7	14.8	+13.1	10
Milwaukee	1	4.5	-3.6	-2.3	+1.3	1
SOUTH						
Birmingham	1	20.5	14.9	-3.0	-17.9	-11
Mobile	1	24.6	31.8	14.0	-17.8	-6
Jacksonville	0	6.3	7.1	9.0	+1.9	-2
Miami	1	13.4	19.5	-8.7	-28.2	-8
Tampa	1	16.0	13.1	-1.7	-14.8	-7
St. Petersburg	0	13.6	25.2	-4.7	-29.7	4
Atlanta	1	1.9	-6.8	-26.7	-19.9	-1
Columbus	0	15.9	22.7	4.6	-18.1	-10
Savannah	1	15.2	8.3	-9.1	-17.4	-17
Louisville	1	13.7	4.0	-11.8	-15.8	-3
Covington	1	10.9	-12.1	4.2	+16.3	-21
Baton Rouge	0	18.5	31.6	21.3	-10.3	-3
New Orleans	1	15.6	13.2	5.3	-7.9	-10
Shreveport	1	16.8	20.7	20.4	-.3	-6
Jackson	1	19.5	36.3	13.7	-22.6	-3
Charlotte	1	13.3	15.4	3.6	-19.0	7
Oklahoma City	0	15.6	16.6	14.9	-1.7	8
Tulsa	0	18.8	19.9	26.0	+6.1	20
Knoxville	1	16.3	24.3	18.4	-5.9	-8
Memphis	0	18.6	27.1	6.5	-20.4	-4
Nashville	0	15.7	11.3	7.5	-3.8	0

Table A-34 (cont.)

DETERMINANTS OF CHANGES IN REAL RETAIL SALES, 131 CITIES, 1970-77

Region and City	Dis- tress*	Percent Change, 1970-77				Index Per Capita Income 1976***
		Real Per Capita Income	Real Total Income	Real Retail Sales**	Suburban- ization (-) Concentration (+)	
SOUTH (cont.)						
Austin	0	16.0	44.7	34.6	-10.1	0
Corpus Christi	1	17.7	25.2	21.0	-4.2	-10
Dallas	0	1.6	2.2	10.9	+8.7	17
El Paso	1	3.5	25.6	21.8	-3.8	-24
Fort Worth	1	-.5	-6.9	7.9	+14.8	4
Houston	0	7.4	26.8	35.1	+8.3	18
San Antonio	1	5.7	26.7	19.6	-7.1	-18
Norfolk	1	11.4	2.7	-7.7	-10.4	-10
Portsmouth	1	22.7	20.4	1.2	-19.2	-7
Richmond	1	11.9	2.0	-10.3	-12.3	7
Huntington	1	15.3	9.0	2.8	-6.2	-4
WEST						
Phoenix	0	7.7	26.4	11.5	-14.9	5
Tucson	0	8.2	24.7	11.7	-13.0	-9
Anaheim	0	3.9	24.5	28.1	+3.6	14
Garden Grove	0	5.3	2.7	10.6	+7.9	4
Santa Ana	0	1.7	17.3	24.0	+6.7	-9
Fresno	1	3.2	17.1	20.9	+3.8	-4
Los Angeles	1	1.6	-.8	6.1	+6.9	16
Long Beach	1	8.4	2.1	5.0	+2.9	24
Pasadena	1	3.1	-2.4	2.8	+5.2	37
Sacramento	1	.1	3.2	10.8	+7.6	9
San Bernardino	1	11.0	8.8	14.4	+5.6	-7
Riverside	1	5.7	14.1	25.5	+11.4	3
Ontario	1	5.6	7.3	18.3	+11.0	-11
San Diego	0	1.3	14.9	21.0	+6.1	10
San Francisco	1	9.5	1.6	1.5	-.1	34
Oakland	1	7.9	-1.0	-7.4	-6.4	13
Berkeley	1	10.3	6.5	3.8	-2.7	26
Richmond	1	8.9	-3.5	13.7	+17.2	4
San Jose	1	4.1	34.2	26.7	-7.5	10
Denver	1	12.3	4.9	-.7	-5.6	24
Honolulu	0	8.5	21.4	22.7	+.7	9
Albuquerque	0	4.5	22.5	24.9	+2.4	4
Portland	1	4.4	3.9	-1.3	-5.2	16
Salt Lake City	1	7.5	3.8	4.7	+.9	12
Seattle	1	13.0	4.4	12.0	+7.6	32
Everett	1	14.1	5.7	23.1	+17.4	12
Spokane	1	.9	6.7	14.2	+7.5	2
Tacoma	1	3.4	2.7	18.6	+15.9	5

*1 indicates cities meeting HUD's standards of minimum physical and economic distress for urban development action grants.

** Period 1972-77.

*** Measured from 131 city average.

SOURCE: See Table A-33.

Methodological Note

Substantial variations exist in the assignment of expenditure and revenue responsibilities of city governments both within and among 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

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, 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 far more complicated. Many school districts are either parts of city governments, coterminous, or virtually coterminous with city boundaries but a considerable number cross over city boundaries. In these cases activity must be allocated to the respective areas. For the quinquennial *Census of Governments* years the Census Bureau obtains information on the proportion of total number

of students in central cities attending schools outside the city. This data has been used as the basis for allocating fiscal behavior for those school districts which cross city boundaries.

A similar problem exists where special districts overlap city boundaries. While 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 regardless of the nature of the special district.

By these allocation procedures, differences in local government systems are taken into account in a systematic fashion. Interstate differences in the provision of services on the state level cannot be directly dealt with, nor can some of the comparisons which go across state borders. *Table A-8* contains a column indicating SMSAs in which the outside central city area falls into more than one state, and a column which shows the total number of local governments servicing the SMSAs in this study.

FOOTNOTES

¹U.S. Bureau of the Census, *City Government Finances*, Washington, DC, U.S. Government Printing Office, 1979, p. 4.

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

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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' Association, the National Conference of State Legislatures, 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.

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Studies undertaken by the Commission have dealt with subjects as diverse as transportation and as specific as state taxation of out-of-state depositors; 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.

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