Recent Trends in Federal and State Aid to Local Governments
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Preface

The flow of federal and state financial assistance to local governments is one of the more significant aspects of the contemporary intergovernmental scene. This ACIR information report presents an up-to-date analysis of major recent trends in that flow and their implications for intergovernmental relations. It is based mainly on published and unpublished data from the U.S. Bureau of the Census' Census of Governments 1977. The focus is chiefly on the changes in federal aid vis-a-vis local governments and the different trends in direct federal and "pass-through" funds. The "pass-through" data update estimates reported in the Commission's earlier report, The States and Intergovernmental Aids (Report A-59).

Abraham D. Beame
Chairman

Acknowledgment

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We wish to express our appreciation to the staff of the Governments Division, U.S. Bureau of the Census, for their cooperation in the conduct of this study.

Wayne F. Anderson
Executive Director

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Highlights of Findings

1. A major increase occurred in the level of federal and state aid received by local governments in the period of 1972-77—from $39.0 billion in 1972 to $76.9 billion in 1977—a rise of 97%. A large part of the change was due to the emergence of substantial direct federal-local aids, involving, but no longer dominated by, General Revenue Sharing. In the case of indirect federal-local aid—federal aid passed through the states to local governments—the amount and rate of change were of a lesser magnitude.

2. The expanded direct federal-local aids were outside the functional fields of traditional federal-state grants (highways, public welfare, employment security, health and hospitals). In 1978 they included General Revenue Sharing (GRS) ($4,552 million), Local Public Works (LPW) ($3,057 million), the Community Development Block Grant (CDBG) ($2,464 million), the Comprehensive Employment and Training block grant (CETA) ($1,992 million), and Anti-Recession Fiscal Assistance (ARFA) ($1,400 million).

3. Federal aid to local governments—both direct and pass-through—has grown substantially compared to the amount of federal aid retained at the state level. By 1977 the amounts of federal aid retained by state governments were only slightly in excess of the amounts received by local governments, both directly and via pass-through.

4. Local governments' dependence on state aid relative to federal aid has also undergone funda-
mental change. As late as 1972, more than twice as much local aid came from state governments as from the federal government. State aid as a percentage of total federal-state aid to local governments dropped from 70.0% in 1972 to 62.5% in 1977. The state proportion of education aid had grown slightly, from 81.6% to 83.1%, but state nongovernmental aid had fallen from 56.1% to 40.9% of the total. All indications are that this trend has continued, at least through 1979.

5. Federal pass-through aid is largely confined to the four traditional functions—education, highways, public welfare, and health and hospitals. Only 12.1% was in the “All Other” category in 1977. The “All Other” category of total federal aid is composed largely of direct federal to local.

6. The assignment of functions between a state and its local government has an important effect on how that state compares with others in its intergovernmental aid structure. The most striking example is public welfare. To the extent that the state assigns a substantial share of the welfare function to its local governments—as is notably the case in New York State—the amount of federal pass-through funds is increased. The functional assignment thereby also affects the ratio of the amounts of direct federal aid and federal pass-through funds in the state. Direct federal aid is larger than the pass-through on the average in all but six states. In four of the six exceptions, there is local responsibility for welfare.

7. Connecticut, Illinois, Kansas, Nevada, Nebraska, Texas, and Wyoming are states where local governments in 1977 exhibited low relative dependence on federal aid (direct plus pass-through) and a high relative dependence on own source revenues.

8. Arkansas, Delaware, Kentucky, Maine, and North Carolina are states where localities in 1977 depended relatively heavily on federal aid and relatively lightly on own source revenues.

9. Among direct federal-local programs, per capita education and housing and urban renewal aids vary considerably among the states; per capita General Revenue Sharing payments vary least; and per capita “Other General Government” aids (e.g., local works and CETA) show an above-normal degree of variation.

10. Among federal-state pass-through programs, education aids go rather uniformly per capita to the states. The other major federal-state pass-through aid—public welfare—exists in only the handful of states with local administration of public assistance. These states have substantially larger per capita pass-through amounts than the remainder of the states.

The report is divided into two major sections. The first deals with national aggregates, the second with state-by-state data. The latter are presented in an extensive set of appendix tables. The appendix also contains an explanation of the methodology used in deriving the pass-through estimates.
The National Picture

THE GENERAL SETTING

In order to comprehend the importance of intergovernmental aids, an understanding of their general role in the financing system is helpful. Tables 1 through 4 are designed to supply this perspective.

A most important observation concerns the extent to which expenditure and revenue responsibilities are spread among the five different classes of local government and as between local governments taken as a whole and state governments. Table 1. Education, the single largest expenditure category, is provided mostly by school districts at the local level, but is also provided by counties, municipalities, and townships. Most other functions are distributed among the four nonschool district types of local units, with municipalities leading in highways, police, fire, sewerage, housing and urban renewal, and parks and recreation, and counties accounting for the highest percentage in public welfare, health and hospitals, correction, and general administration. As between state and local governments, higher education, public welfare, highways, correction, and general administration are primarily state functions and the remainder are primarily local.

The next three tables concentrate on the local sector. School districts, municipalities, and counties, in that order, accounted for the bulk of local government fiscal activity in fiscal year 1976-77.
## Table 1

**SUMMARY TABLE: STATE-LOCAL SYSTEM OF FINANCE, GENERAL REVENUES AND DIRECT GENERAL EXPENDITURES, BY LEVEL AND TYPE OF LOCAL GOVERNMENT, 1976-77**

<table>
<thead>
<tr>
<th>Category</th>
<th>Local Government</th>
<th>State and Local</th>
<th>Category as Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Counties</td>
<td>Municipalities</td>
<td>Townships</td>
</tr>
<tr>
<td>General Revenue</td>
<td>22.8%</td>
<td>33.3%</td>
<td>3.6%</td>
</tr>
<tr>
<td>Direct Federal Aid</td>
<td>22.6</td>
<td>53.8</td>
<td>3.0</td>
</tr>
<tr>
<td>State Aid</td>
<td>23.8</td>
<td>23.4</td>
<td>2.2</td>
</tr>
<tr>
<td>Own Sources</td>
<td>22.3</td>
<td>35.8</td>
<td>4.5</td>
</tr>
<tr>
<td>Taxes</td>
<td>21.2</td>
<td>34.8</td>
<td>5.4</td>
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<tr>
<td>Property Taxes</td>
<td>21.4</td>
<td>25.9</td>
<td>6.2</td>
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<tr>
<td>Other</td>
<td>25.1</td>
<td>38.6</td>
<td>2.0</td>
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<td>Direct General Expenditures</td>
<td>22.7</td>
<td>32.3</td>
<td>3.6</td>
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<tr>
<td>Education</td>
<td>7.8</td>
<td>10.1</td>
<td>2.5</td>
</tr>
<tr>
<td>Local Schools</td>
<td>7.3</td>
<td>9.7</td>
<td>2.6</td>
</tr>
<tr>
<td>Higher Education</td>
<td>14.0</td>
<td>14.9</td>
<td>—</td>
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<tr>
<td>Public Welfare</td>
<td>61.2</td>
<td>38.3</td>
<td>.5</td>
</tr>
<tr>
<td>Health and Hospitals</td>
<td>51.1</td>
<td>28.4</td>
<td>.6</td>
</tr>
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<td>Highways</td>
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<td>Police</td>
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<td>72.4</td>
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<tr>
<td>Fire</td>
<td>7.7</td>
<td>80.0</td>
<td>6.5</td>
</tr>
<tr>
<td>Correction</td>
<td>76.7</td>
<td>23.3</td>
<td>—</td>
</tr>
<tr>
<td>Sewerage</td>
<td>14.0</td>
<td>56.0</td>
<td>4.7</td>
</tr>
<tr>
<td>Other Sanitation</td>
<td>12.4</td>
<td>80.1</td>
<td>6.6</td>
</tr>
<tr>
<td>Housing/Urban Renewal</td>
<td>1.2</td>
<td>55.4</td>
<td>.3</td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>21.1</td>
<td>64.4</td>
<td>5.1</td>
</tr>
<tr>
<td>Governmental Administration</td>
<td>53.2</td>
<td>41.9</td>
<td>4.8</td>
</tr>
<tr>
<td>Interest</td>
<td>16.0</td>
<td>41.5</td>
<td>2.5</td>
</tr>
</tbody>
</table>

— Represents zero or rounds to zero.

Table 2. In the five-year periods 1966-67 to 1971-72 and 1971-72 to 1976-77, the dollar amount of general revenue changes was greatest for municipalities, school districts, and counties, in that order. The dollar amount of general expenditure changes was greatest for school districts, municipalities, and counties, in that order. Table 3. On the basis of the average annual rate of change, special districts were more active in these periods than were other classes of local government. Table 4.

The rate of increase of direct federal-local aid clearly exceeded the increase rates of all other revenue and expenditure categories for both periods, except for health and hospitals in the period 1967 to 1972. It is noteworthy that, alone among the local units, school districts did not participate in the direct federal-local aid set of increases.

FEDERAL AID:
INCREASING IMPORTANCE
AND CHANGING NATURE

While the increase in direct federal-local aid in the past ten years stands out, Table 4 is not a true reflection of the federal government’s role in as-

### Table 2

LOCAL GOVERNMENTS: FISCAL CHARACTERISTICS, 1976-77
(millions of dollars)

<table>
<thead>
<tr>
<th></th>
<th>Counties</th>
<th>Municipalities</th>
<th>Townships</th>
<th>School Districts</th>
<th>Special Districts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Revenue</td>
<td>$40,832</td>
<td>$59,606</td>
<td>$6,434</td>
<td>$61,852</td>
<td>$10,322</td>
<td>$179,045</td>
</tr>
<tr>
<td>Direct Federal Aid</td>
<td>3,738</td>
<td>8,910</td>
<td>493</td>
<td>951</td>
<td>2,462</td>
<td>16,554</td>
</tr>
<tr>
<td>State Aid</td>
<td>14,347</td>
<td>14,093</td>
<td>1,335</td>
<td>29,659</td>
<td>842</td>
<td>60,277</td>
</tr>
<tr>
<td>Own Sources</td>
<td>22,746</td>
<td>36,603</td>
<td>4,605</td>
<td>31,241</td>
<td>7,018</td>
<td>102,214</td>
</tr>
<tr>
<td>Taxes</td>
<td>15,875</td>
<td>26,050</td>
<td>4,060</td>
<td>27,124</td>
<td>1,743</td>
<td>74,852</td>
</tr>
<tr>
<td>Property Taxes</td>
<td>12,891</td>
<td>15,629</td>
<td>3,722</td>
<td>26,435</td>
<td>1,590</td>
<td>60,267</td>
</tr>
<tr>
<td>Other Taxes</td>
<td>2,983</td>
<td>10,421</td>
<td>338</td>
<td>689</td>
<td>153</td>
<td>14,584</td>
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<tr>
<td>Other</td>
<td>6,871</td>
<td>10,553</td>
<td>545</td>
<td>4,117</td>
<td>5,275</td>
<td>27,362</td>
</tr>
<tr>
<td>Direct General Expenditures</td>
<td>38,841</td>
<td>55,241</td>
<td>6,169</td>
<td>61,662</td>
<td>9,025</td>
<td>170,938</td>
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<tr>
<td>Education</td>
<td>5,886</td>
<td>7,614</td>
<td>1,865</td>
<td>60,256</td>
<td>87</td>
<td>75,707</td>
</tr>
<tr>
<td>Local Schools</td>
<td>5,207</td>
<td>6,896</td>
<td>1,865</td>
<td>56,841</td>
<td>87</td>
<td>70,895</td>
</tr>
<tr>
<td>Higher Education</td>
<td>674</td>
<td>718</td>
<td>—</td>
<td>3,415</td>
<td>—</td>
<td>4,806</td>
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<tr>
<td>Public Welfare</td>
<td>7,274</td>
<td>4,549</td>
<td>60</td>
<td>—</td>
<td>—</td>
<td>11,883</td>
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<tr>
<td>Health and Hospitals</td>
<td>6,043</td>
<td>3,365</td>
<td>70</td>
<td>—</td>
<td>2,352</td>
<td>11,830</td>
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<tr>
<td>Highways</td>
<td>3,755</td>
<td>4,231</td>
<td>1,019</td>
<td>—</td>
<td>201</td>
<td>9,205</td>
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<td>Police</td>
<td>1,926</td>
<td>6,427</td>
<td>524</td>
<td>—</td>
<td>—</td>
<td>8,876</td>
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<td>3,531</td>
<td>285</td>
<td>—</td>
<td>255</td>
<td>4,412</td>
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<td>Correction</td>
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<td>—</td>
<td>—</td>
<td>1,599</td>
</tr>
<tr>
<td>Sewerage</td>
<td>957</td>
<td>3,812</td>
<td>321</td>
<td>—</td>
<td>1,722</td>
<td>6,811</td>
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<tr>
<td>Other Sanitation</td>
<td>294</td>
<td>1,901</td>
<td>156</td>
<td>—</td>
<td>23</td>
<td>2,374</td>
</tr>
<tr>
<td>Housing/Urban Renewal</td>
<td>37</td>
<td>1,778</td>
<td>10</td>
<td>—</td>
<td>1,385</td>
<td>3,210</td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>822</td>
<td>2,504</td>
<td>199</td>
<td>—</td>
<td>366</td>
<td>3,891</td>
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<tr>
<td>Governmental</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administration</td>
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<td>3,626</td>
<td>418</td>
<td>—</td>
<td>—</td>
<td>8,649</td>
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<tr>
<td>Interest</td>
<td>1,006</td>
<td>2,607</td>
<td>157</td>
<td>1,406</td>
<td>1,101</td>
<td>6,277</td>
</tr>
</tbody>
</table>

— Represents zero or rounds to zero.

Table 3
LOCAL GOVERNMENT FINANCES: AMOUNT OF CHANGE, BY TYPE OF LOCAL GOVERNMENT
AND CATEGORY OF REVENUE OR EXPENDITURE, 1967-72 and 1972-77
(millions of dollars)

<table>
<thead>
<tr>
<th></th>
<th>School Districts</th>
<th>Counties</th>
<th>Municipalities</th>
<th>Townships</th>
<th>Special Districts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Revenue</td>
<td>$23,541 $16,507</td>
<td>$18,084 $11,180</td>
<td>$25,561 $15,715</td>
<td>$2,556 $1,783</td>
<td>$6,161 $2,452</td>
<td>$75,903 $47,637</td>
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<tr>
<td>From Federal</td>
<td>202 227</td>
<td>3,333 247</td>
<td>6,326 1,735</td>
<td>442 26</td>
<td>1,659 559</td>
<td>11,982 2,794</td>
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<tr>
<td>From States</td>
<td>13,091 7,465</td>
<td>5,095 4,558</td>
<td>5,643 4,433</td>
<td>554 297</td>
<td>634 690</td>
<td>25,017 17,443</td>
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<tr>
<td>Own Sources</td>
<td>9,786 8,826</td>
<td>9,224 6,245</td>
<td>13,120 9,269</td>
<td>1,400 1,444</td>
<td>3,378 1,538</td>
<td>37,018 27,322</td>
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<tr>
<td>Taxes</td>
<td>8,281 8,032</td>
<td>5,972 4,374</td>
<td>9,041 6,502</td>
<td>1,295 1,300</td>
<td>750 379</td>
<td>25,339 20,587</td>
</tr>
<tr>
<td>General Expenditures</td>
<td>22,958 15,428</td>
<td>17,446 11,303</td>
<td>20,874 16,617</td>
<td>2,689 1,776</td>
<td>3,514 2,775</td>
<td>67,481 47,899</td>
</tr>
<tr>
<td>Education</td>
<td>22,608 14,991</td>
<td>2,622 1,699</td>
<td>1,979 2,667</td>
<td>795 655</td>
<td>113 78</td>
<td>28,117 20,090</td>
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<tr>
<td>Local Schools</td>
<td>20,587 14,428</td>
<td>2,056 1,379</td>
<td>1,650 2,391</td>
<td>536 620</td>
<td>113 78</td>
<td>24,942 18,890</td>
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<td>Social Services</td>
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<td>Public Welfare</td>
<td>— —</td>
<td>1,842 3,283</td>
<td>1,570 1,770</td>
<td>— —</td>
<td>3,408 5,020</td>
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<tr>
<td>Health and Hospitals</td>
<td>— —</td>
<td>3,067 1,528</td>
<td>662 1,451</td>
<td>26 21</td>
<td>1,116 735</td>
<td>4,871 3,735</td>
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<tr>
<td>Transportation</td>
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<td></td>
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</tr>
<tr>
<td>Highways</td>
<td>— —</td>
<td>1,153 722</td>
<td>1,457 779</td>
<td>384 210</td>
<td>28 72</td>
<td>3,022 1,783</td>
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<tr>
<td>Public Safety</td>
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<td>2,497 1,922</td>
<td>269 139</td>
<td>— —</td>
<td>3,801 2,504</td>
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<td>Fire</td>
<td>— —</td>
<td>199 89</td>
<td>1,332 916</td>
<td>161 55</td>
<td>176 28</td>
<td>1,868 1,088</td>
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<tr>
<td>Correction</td>
<td>— —</td>
<td>660 301</td>
<td>137 126</td>
<td>NA NA</td>
<td>— —</td>
<td>797 427</td>
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<td></td>
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<tr>
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<td>— —</td>
<td>504 368</td>
<td>1,956 852</td>
<td>109 124</td>
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<tr>
<td>Housing/Urban Renewal</td>
<td>— —</td>
<td>30 NA</td>
<td>327 714</td>
<td>6 —</td>
<td>561 1,254</td>
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<td>— —</td>
<td>430 237</td>
<td>954 656</td>
<td>97 53</td>
<td>1,644 1,037</td>
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<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
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<td>Administration</td>
<td>— —</td>
<td>2,100 1,057</td>
<td>1,556 887</td>
<td>99 138</td>
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<td>3,755 2,082</td>
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<td>Interest</td>
<td>350 437</td>
<td>456 310</td>
<td>1,069 792</td>
<td>38 67</td>
<td>469 280</td>
<td>2,382 1,886</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
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<tr>
<td>Exhibit: Noneducation</td>
<td>350 437</td>
<td>14,824 9,604</td>
<td>18,895 13,950</td>
<td>1,894 1,121</td>
<td>3,401 2,697</td>
<td>39,364 27,809</td>
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— Represents zero or rounds to zero.
NA = Not applicable.
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<th>Counties</th>
<th>Municipalities</th>
<th>Townships</th>
<th>Special Districts</th>
<th>Total</th>
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<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>From Federal</td>
<td>9.9%</td>
<td>11.5%</td>
<td>12.0%</td>
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<td>From States</td>
<td>4.9%</td>
<td>7.5%</td>
<td>44.5%</td>
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<td>Local Schools</td>
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<td>10.8%</td>
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<td>9.3%</td>
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<tr>
<td>Taxes</td>
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<td>9.8%</td>
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<td>8.9%</td>
<td>10.1%</td>
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<td>9.4%</td>
<td>10.1%</td>
<td>10.6%</td>
<td>12.1%</td>
<td>5.6%</td>
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<td>Social Services</td>
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<td>5.5%</td>
<td>17.2%</td>
<td>8.7%</td>
<td>19.1%</td>
</tr>
<tr>
<td>Health and Hospitals</td>
<td>—</td>
<td>—</td>
<td>15.1%</td>
<td>13.7%</td>
<td>4.4%</td>
<td>15.0%</td>
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<td>Transportation</td>
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<td>Highways</td>
<td>—</td>
<td>—</td>
<td>7.4%</td>
<td>6.4%</td>
<td>8.7%</td>
<td>6.7%</td>
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<td>Public Safety</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Police</td>
<td>—</td>
<td>—</td>
<td>16.6%</td>
<td>14.6%</td>
<td>10.2%</td>
<td>14.2%</td>
</tr>
<tr>
<td>Fire</td>
<td>—</td>
<td>—</td>
<td>18.3%</td>
<td>19.3%</td>
<td>9.9%</td>
<td>11.2%</td>
</tr>
<tr>
<td>Corrections</td>
<td>—</td>
<td>—</td>
<td>16.1%</td>
<td>15.1%</td>
<td>9.3%</td>
<td>15.5%</td>
</tr>
<tr>
<td>Environmental and Housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sewerage</td>
<td>—</td>
<td>—</td>
<td>15.5%</td>
<td>33.7%</td>
<td>14.8%</td>
<td>12.0%</td>
</tr>
<tr>
<td>Housing/Urban Renewal</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>4.1%</td>
<td>12.9%</td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>—</td>
<td>—</td>
<td>15.1%</td>
<td>16.5%</td>
<td>10.0%</td>
<td>11.5%</td>
</tr>
<tr>
<td>Governmental</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administration</td>
<td>—</td>
<td>—</td>
<td>12.9%</td>
<td>11.5%</td>
<td>11.7%</td>
<td>11.6%</td>
</tr>
<tr>
<td>Interest</td>
<td>5.9%</td>
<td>11.3%</td>
<td>12.8%</td>
<td>18.1%</td>
<td>11.1%</td>
<td>15.6%</td>
</tr>
<tr>
<td><strong>Exhibit: Noneducation</strong></td>
<td>5.9%</td>
<td>11.3%</td>
<td>11.7%</td>
<td>14.0%</td>
<td>10.3%</td>
<td>13.3%</td>
</tr>
</tbody>
</table>

— Represents zero or rounds to zero.
NA = Not applicable.

sisting local governments. The table fails to show the indirect federal aid, that is, federal aid to states that is passed through to local government.

The Pass-Through

In nominal terms, federal aid to local govern-
ments increased substantially between 1972 and
1977—from 14.6% to 26.6% of all federal and state
aid. If one separates such aid into its education
and noneducation components, it is apparent that
the change occurred mostly in the noneducation
domain. Table 5.

If one takes into account indirect federal aid via
the pass-through, the federal nominal amount is
increased and the state figure reduced by that
amount. The overall picture then shows that net
federal aid to local government increased from
37.9% of total federal aid to state and local gov-
ernment in 1972 to 46.2% in 1977. Net federal aid
to local education increased from 57.1% of total
federal education aid in 1972 to 62.1% in 1977,
and net federal aid for noneducational local func-
tions went from 32.1% of federal noneducation
aid in 1972 to 43.0% in 1977. Yet, while the local
share of total federal aid was increased in both
education and all other functions, more than half
of the federal aid still stayed at the state level.

It is useful to look at aid from the recipients'
viewpoint—federal and state aid received by local
governments. Table 6. From a local view in nom-
inal terms, the dominance of state aid is clear,
although a percentage reduction in receipts oc-
curred in 1977 compared to 1972 (78.6% and
88.4%, respectively). State dominance is espe-
cially evident in aid for local education where
96.4% came nominally from state governments.
In contrast, only 59.9% of noneducational local
aid came nominally from state governments.

When the pass-through is included in federal
aid, then the overall share of total aid to localities
is reduced from 78.6% to 62.5% in 1977. The pass-
through has a differential impact on the educa-
tional and noneducational sectors, moreover. For
the period 1972 to 1977, the net state share of
combined federal-state aid to local education in-
creased slightly from 81.6% to 83.1%. In the non-
educational sector, however, the federal compo-
nent became larger than the states; rising from
43.9% of combined federal-state aid in 1972 to
59.1% in 1977. The explanation for the increased
state portion of education aid may lie partly in
the use of state shares of federal General Revenue
Sharing for local education purposes, and partly

<table>
<thead>
<tr>
<th>Table 5</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>FEDERAL AID TO STATE AND LOCAL GOVERNMENTS, 1971-72 and 1976-77</strong></td>
</tr>
<tr>
<td><strong>(billions of dollars)</strong></td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
<tr>
<td>-----------</td>
</tr>
<tr>
<td>Federal Aid to States</td>
</tr>
<tr>
<td>Federal to Local</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>State Percent</td>
</tr>
<tr>
<td>Local Percent</td>
</tr>
<tr>
<td>Federal Aid Pass-Through</td>
</tr>
<tr>
<td>Net Federal Aid Received by States</td>
</tr>
<tr>
<td>Net Federal Aid Received by Local Government</td>
</tr>
<tr>
<td>State Percent</td>
</tr>
<tr>
<td>Local Percent</td>
</tr>
</tbody>
</table>

Table 6

INTERGOVERNMENTAL AIDS TO LOCAL GOVERNMENTS, 1971-72 and 1976-77
(billions of dollars)

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Education</th>
<th>Noneducation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal to Local (nominal)</td>
<td>$ 4.6</td>
<td>$ 16.5</td>
<td>$ 1.0 $ 1.3</td>
</tr>
<tr>
<td>State to Local (nominal)</td>
<td>35.1</td>
<td>60.3</td>
<td>20.7 36.5</td>
</tr>
<tr>
<td>Total</td>
<td>39.7</td>
<td>76.8</td>
<td>21.7 37.8</td>
</tr>
<tr>
<td>Federal Percent</td>
<td>11.6%</td>
<td>21.4%</td>
<td>4.6% 3.6%</td>
</tr>
<tr>
<td>State Percent</td>
<td>88.4</td>
<td>78.6</td>
<td>95.4 96.4</td>
</tr>
<tr>
<td>Federal Aid Pass-Through</td>
<td>$ 7.3</td>
<td>$ 12.3</td>
<td>$ 3.0 $ 5.1</td>
</tr>
<tr>
<td>Net Federal Aid to Local Government</td>
<td>11.9</td>
<td>28.8</td>
<td>4.0 6.4</td>
</tr>
<tr>
<td>Net State Aid to Local Government</td>
<td>27.8</td>
<td>48.0</td>
<td>17.7 31.4</td>
</tr>
<tr>
<td>Net Federal Percent</td>
<td>30.0%</td>
<td>37.5%</td>
<td>18.4% 16.9%</td>
</tr>
<tr>
<td>Net State Percent</td>
<td>70.0</td>
<td>62.5</td>
<td>81.6 83.1</td>
</tr>
</tbody>
</table>


in the intense period of litigation on behalf of equalizing local school districts’ revenue resources.

Of the change in net federal aid to local governments of $16,980 million from 1972 to 1977, $14,588 million was for noneducation purposes and $2,392 million was for education. Table 7. The change in net state aid to local governments had almost the reverse emphasis: more educational than noneducational aid. With a total increase of $20,164 million, over two-thirds was for education and one-third (including tax relief) was for noneducation purposes.

Traditional vs. Other Functions

If intergovernmental aid is broken down into the major traditional functions, as in Table 8, one immediately sees the differing significance of the “All Other” category in the nominal and net aid figures for federal and state aid. While only 22.3% of nominal federal aid to states falls outside the traditional categories, 89.3% of all nominal federal aid to local governments (that is, direct federal-local) falls into this category. The pass-through is confined largely to the traditional functions—with only 12.1% falling in the “All Other” category. When the pass-through and direct federal-local aid are combined, the resulting distribution shows a 56-44 split between the traditional categories and the “All Other,” indicating that the “All Other” is heavily direct federal-local.

Direct Federal-Local— Recent Expansion, But Not in GRS

The rates of change in direct federal-local aid between 1972 and 1977 are shown in Table 9. In a number of cases the rates of change are great, but they reflect relatively modest dollar increases. Further disaggregation is necessary to determine which functions have been aided most heavily. Table 10 provides as much additional detail as is available from Census Bureau sources on a national basis for the fiscal year 1977. One new category in particular stands out—namely, other direct aid to general purpose governments. This category is of enormous importance; yet, as of now, there is no way of disaggregating it into its components in these Census Bureau figures.

Detailed information on aid to local governments is available from the Census Bureau only
### Table 7

**CHANGES IN INTERGOVERNMENTAL AID TO LOCAL GOVERNMENTS: IN AMOUNT AND PERCENT OF CHANGE, 1971-72 to 1976-77**

<table>
<thead>
<tr>
<th>Intergovernmental Aid Flows</th>
<th>Amount of Change (millions of dollars)</th>
<th>Percent of Change</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>All</td>
<td>Education</td>
</tr>
<tr>
<td>Nominal Federal Aid to States</td>
<td>$19,099</td>
<td>$3,051</td>
</tr>
<tr>
<td>Nominal Federal-Local Aid</td>
<td>12,003</td>
<td>276</td>
</tr>
<tr>
<td>Nominal State-Local Aid</td>
<td>25,141</td>
<td>15,779</td>
</tr>
<tr>
<td>Pass-Through</td>
<td>4,977</td>
<td>2,116</td>
</tr>
<tr>
<td>Net Federal Aid to States</td>
<td>14,122</td>
<td>935</td>
</tr>
<tr>
<td>Net Federal-Local Aid</td>
<td>16,980</td>
<td>2,392</td>
</tr>
<tr>
<td>Net State-Local Aid</td>
<td>20,164</td>
<td>13,663</td>
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</tbody>
</table>


### Table 8

**INTERGOVERNMENTAL AID AND THE FEDERAL COMPONENT OF STATE AID TO LOCAL GOVERNMENT: NATIONAL TOTALS, 1977**

<table>
<thead>
<tr>
<th>Expenditure Function</th>
<th>Total Expenditure</th>
<th>Education</th>
<th>Highways</th>
<th>Public Welfare</th>
<th>Health and Hospitals</th>
<th>All Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nominal Federal Aid to States</td>
<td>$45,890</td>
<td>$9,035</td>
<td>$6,363</td>
<td>$18,723</td>
<td>$1,532</td>
<td>$10,237</td>
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<tr>
<td>Nominal Federal-Local Aid</td>
<td>16,554</td>
<td>1,312</td>
<td>98</td>
<td>162</td>
<td>206</td>
<td>14,776</td>
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<tr>
<td>Nominal State-Local Aid</td>
<td>60,277</td>
<td>36,428</td>
<td>3,467</td>
<td>9,243</td>
<td>1,411</td>
<td>9,728</td>
</tr>
<tr>
<td>Pass-Through</td>
<td>12,262</td>
<td>5,164</td>
<td>232</td>
<td>4,971</td>
<td>413</td>
<td>1,482</td>
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<tr>
<td>Net Federal Aid to States</td>
<td>33,628</td>
<td>3,871</td>
<td>6,131</td>
<td>13,752</td>
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<td>8,755</td>
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<tr>
<td>Net Federal-Local Aid</td>
<td>28,816</td>
<td>6,476</td>
<td>330</td>
<td>5,133</td>
<td>619</td>
<td>16,258</td>
</tr>
<tr>
<td>Net State-Local Aid</td>
<td>48,015</td>
<td>31,264</td>
<td>3,235</td>
<td>4,272</td>
<td>998</td>
<td>8,246</td>
</tr>
<tr>
<td>Percent Difference in Federal-Local Aid Due to Pass-Through</td>
<td>74.1%</td>
<td>393.6%</td>
<td>236.7%</td>
<td>3,068.5%</td>
<td>200.5%</td>
<td>10.0%</td>
</tr>
<tr>
<td>Pass-Through as a Percent of Total Federal Aid</td>
<td>19.6</td>
<td>49.9</td>
<td>3.6</td>
<td>26.3</td>
<td>23.8</td>
<td>5.9</td>
</tr>
</tbody>
</table>

### Table 9

**PERCENT CHANGE IN INTERGOVERNMENTAL AID AND THE FEDERAL COMPONENT OF STATE AID TO LOCAL GOVERNMENT: NATIONAL TOTALS, 1972-77**

<table>
<thead>
<tr>
<th>Expenditure Function</th>
<th>Intergovernmental Aid Flows</th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Nominal Federal Aid to States</td>
<td>71.3%</td>
<td>51.0%</td>
<td>30.6%</td>
<td>52.4%</td>
<td>154.9%</td>
<td>236.1%</td>
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<tr>
<td></td>
<td>Nominal Federal-Local Aid</td>
<td>263.7</td>
<td>27.3</td>
<td>108.5</td>
<td>128.2</td>
<td>150.4</td>
<td>352.4</td>
</tr>
<tr>
<td></td>
<td>Nominal State-Local Aid</td>
<td>71.5</td>
<td>76.2</td>
<td>38.2</td>
<td>35.5</td>
<td>113.5</td>
<td>117.5</td>
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<tr>
<td></td>
<td>Pass-Through</td>
<td>73.4</td>
<td>69.4</td>
<td>415.6</td>
<td>36.7</td>
<td>624.6</td>
<td>418.2</td>
</tr>
<tr>
<td></td>
<td>Net Federal Aid to States</td>
<td>70.5</td>
<td>31.8</td>
<td>27.0</td>
<td>58.9</td>
<td>105.7</td>
<td>217.2</td>
</tr>
<tr>
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<td>Net Federal-Local Aid</td>
<td>147.9</td>
<td>58.8</td>
<td>258.7</td>
<td>38.4</td>
<td>219.1</td>
<td>357.2</td>
</tr>
<tr>
<td></td>
<td>Net State-Local Aid</td>
<td>71.1</td>
<td>77.3</td>
<td>31.2</td>
<td>34.1</td>
<td>65.2</td>
<td>97.0</td>
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</tbody>
</table>


### Table 10

**FUNCTIONAL DISTRIBUTION OF FEDERAL AND STATE AID TO LOCAL GOVERNMENT: NOMINAL AND ADJUSTED FOR FEDERAL PASS-THROUGH, 1976-77**

*(millions of dollars)*

<table>
<thead>
<tr>
<th>Category</th>
<th>Nominal</th>
<th>Total</th>
<th>State Aid</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Excluding DC*</td>
<td>Including DC*</td>
<td>Pass-Through</td>
</tr>
<tr>
<td>Education</td>
<td>$1,265</td>
<td>$1,312</td>
<td>$5,164</td>
</tr>
<tr>
<td>Public Welfare</td>
<td>31</td>
<td>162</td>
<td>4,971</td>
</tr>
<tr>
<td>Highways</td>
<td>67</td>
<td>98</td>
<td>232</td>
</tr>
<tr>
<td>Health and Hospitals</td>
<td>185</td>
<td>206</td>
<td>413</td>
</tr>
<tr>
<td>Sewerage</td>
<td>173</td>
<td>173</td>
<td>14</td>
</tr>
<tr>
<td>Urban Mass Transportation</td>
<td>552</td>
<td>1,027</td>
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<tr>
<td>Housing/Urban Renewal</td>
<td>1,818</td>
<td>1,903</td>
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<tr>
<td>Other General Government</td>
<td>6,121</td>
<td>6,487</td>
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</tr>
<tr>
<td>Manpower Training</td>
<td>—</td>
<td>—</td>
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<tr>
<td>Older Americans</td>
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<tr>
<td>Law Enforcement</td>
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<tr>
<td>General Local Support</td>
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<td>4,397</td>
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<tr>
<td>Other</td>
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<td>797</td>
<td>253</td>
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<tr>
<td>Total</td>
<td>15,380</td>
<td>16,554</td>
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</tr>
<tr>
<td>Exhibit: Noneducation</td>
<td>14,115</td>
<td>15,242</td>
<td>7,098</td>
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</tbody>
</table>

**Note:** Columns may not add due to rounding.

— Represents zero or rounds to zero.

*DC: District of Columbia.

### Table 11

**General Purpose Local Governments, Historical Summary, Taxes, and Intergovernmental Revenue: 1971-72 to 1977-78**

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount (millions of dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taxes</td>
<td></td>
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<tr>
<td>Property</td>
<td>$49,539.7</td>
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<tr>
<td>Sales and Gross Receipts</td>
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<tr>
<td>General</td>
<td>34,185.2</td>
</tr>
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<td>Selective</td>
<td>8,933.1</td>
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<td>Public Utilities</td>
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<td>Alcoholic Beverages</td>
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<td>Tobacco</td>
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<tr>
<td>Motor Fuels</td>
<td>143.1²</td>
</tr>
<tr>
<td>Other</td>
<td>3,851.2</td>
</tr>
<tr>
<td>Income</td>
<td>2,570.2</td>
</tr>
<tr>
<td>All Other</td>
<td></td>
</tr>
<tr>
<td>Intergovernmental Revenue³</td>
<td></td>
</tr>
<tr>
<td>From State Governments</td>
<td></td>
</tr>
<tr>
<td>Public Welfare</td>
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<td>Education</td>
<td>31,208.1</td>
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<tr>
<td>General Local Government Support</td>
<td>8,860.0</td>
</tr>
<tr>
<td>Highways</td>
<td>6,899.0</td>
</tr>
<tr>
<td>Health and Hospitals</td>
<td>5,928.3</td>
</tr>
<tr>
<td>All Other</td>
<td>3,579.3</td>
</tr>
<tr>
<td>From Federal Government</td>
<td>1,684.0</td>
</tr>
<tr>
<td>General Revenue Sharing</td>
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<tr>
<td>Housing/Urban Renewal</td>
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<td>Public Welfare</td>
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<td>All Other</td>
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</tr>
<tr>
<td>From Local Governments</td>
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<tr>
<td>Education</td>
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<td>Highways</td>
<td>1,921.7</td>
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<tr>
<td>All Other</td>
<td>266.7</td>
</tr>
</tbody>
</table>

**Note:** Because of rounding, detail may not add to totals.
— Represents zero or rounds to zero.
¹ Adjusted to reflect changes made subsequent to publication of fiscal 1976-77 report.
² Data reflects change in collection cycle for Cook County, IL, and a rate reduction in the District of Columbia resulting in decrease from the prior year of $5.2 million and $1.1 million respectively. Amounts for municipalities under 5,000 population estimated.
³ National totals exclude duplicative transactions between levels of local governments.
Percent Increase or Decrease (−)

<table>
<thead>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>8.4%</td>
<td>11.1%</td>
<td>10.5%</td>
<td>8.7%</td>
<td>5.5%</td>
<td>9.4%</td>
<td></td>
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<tr>
<td>6.9</td>
<td>9.8</td>
<td>9.8</td>
<td>7.3</td>
<td>3.6</td>
<td>8.4</td>
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<tr>
<td>13.0</td>
<td>14.2</td>
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<td>15.5</td>
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<td>18.2</td>
<td>11.2</td>
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<td>28.3</td>
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<td>22.3</td>
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<td>9.3</td>
<td>7.5</td>
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</tr>
<tr>
<td>28.7</td>
<td>10.1</td>
<td>13.8</td>
<td>18.7</td>
<td>9.3</td>
<td>7.5</td>
<td></td>
</tr>
<tr>
<td>6.3</td>
<td>16.1</td>
<td>6.8</td>
<td>12.2</td>
<td>12.2</td>
<td>12.2</td>
<td></td>
</tr>
<tr>
<td>8.3</td>
<td>13.8</td>
<td>18.7</td>
<td>3.3</td>
<td>8.0</td>
<td>7.4</td>
<td></td>
</tr>
<tr>
<td>9.5</td>
<td>9.7</td>
<td>12.5</td>
<td>13.3</td>
<td>12.1</td>
<td>28.6</td>
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</tr>
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<td>5.1</td>
<td>5.3</td>
<td>8.1</td>
<td>16.3</td>
<td>6.1</td>
<td>15.8</td>
<td></td>
</tr>
<tr>
<td>-4.3</td>
<td>3.4</td>
<td>11.8</td>
<td>7.1</td>
<td>9.5</td>
<td>14.4</td>
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<tr>
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<td>2.2</td>
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<td>7.1</td>
<td>12.2</td>
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<tr>
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<td>10.3</td>
<td>8.0</td>
<td>10.7</td>
<td>18.4</td>
<td>23.2</td>
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</tr>
<tr>
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<td>3.4</td>
<td>6.4</td>
<td>8.3</td>
<td>11.6</td>
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</tr>
<tr>
<td>23.2</td>
<td>17.1</td>
<td>1.1</td>
<td>24.2</td>
<td>22.9</td>
<td>17.5</td>
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<tr>
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<td>1.2</td>
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<td>43.7</td>
<td>-7.8</td>
<td>47.8</td>
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<td>5.4</td>
<td>33.1</td>
<td>107.9</td>
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</tr>
<tr>
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<td>-0.7</td>
<td>-6.5</td>
<td>52.8</td>
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<td></td>
</tr>
<tr>
<td>6.7</td>
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<td>5.2</td>
<td>-1.5</td>
<td>18.3</td>
<td>-13.2</td>
<td></td>
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<tr>
<td>-7.3</td>
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<td>-3.7</td>
<td>3.2</td>
<td>9.0</td>
<td>-1.0</td>
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<td>-9.2</td>
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<td>27.1</td>
<td>-4.9</td>
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<td>20.1</td>
<td>-1.5</td>
<td>-5.1</td>
<td>71.3</td>
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<td>33.6</td>
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<td>76.8</td>
<td>33.0</td>
<td>17.6</td>
<td>19.9</td>
<td></td>
</tr>
</tbody>
</table>

The Problem of National Aggregates

A problem in using national aggregates is that they may reflect a few or even a single state's behavior, rather than a more "average" situation nationwide. This is particularly the case for municipalities, which are the most significant fiscally of the three types of general purpose local units and, most importantly, the most widely diverse in size and in the scope of functions performed. The problem is apparent from Table 12, which shows the breakdown of intergovernmental aid received by the three classes of general purpose local government in 1978.

The national aggregates in the table indicate that municipalities received considerably more state aid than direct federal aid. Like other federal data, the state aid figures contain pass-through funds, which are especially significant in public on a sample basis for years between the quinquennial Census of Governments. Since the enactment of General Revenue Sharing, however, the Census Bureau has been required to obtain detailed annual information on intergovernmental aids as well as on taxes of all general purpose local governments. By using this information, the changes in federal and state aid on an annual basis from 1972 to 1978 can be traced. Table 11. It is apparent that within two years of its enactment General Revenue Sharing reached a plateau from which it has not moved. The major growth has been concentrated in the "All Other" category of direct federal aids to general purpose governments. Chief among these were the three countercyclical programs: Comprehensive Employment and Training (CETA), Anti-Recession Fiscal Assistance (ARFA), and Local Public Works (LPW) programs, which accounted for the following amounts of direct federal-local aid outlays from 1974-75 through 1977-78:4

<table>
<thead>
<tr>
<th></th>
<th>1974-75</th>
<th>1975-76</th>
<th>1976-77</th>
<th>1977-78</th>
</tr>
</thead>
<tbody>
<tr>
<td>CETA</td>
<td>$1,333</td>
<td>$1,698</td>
<td>$1,756</td>
<td>$1,992</td>
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<tr>
<td>ARFA</td>
<td>—</td>
<td>—</td>
<td>1,699</td>
<td>1,329</td>
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<tr>
<td>LPW</td>
<td>—</td>
<td>—</td>
<td>577</td>
<td>3,057</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,333</strong></td>
<td><strong>$1,698</strong></td>
<td><strong>$4,032</strong></td>
<td><strong>$6,378</strong></td>
</tr>
</tbody>
</table>
### Table 12

**GENERAL PURPOSE GOVERNMENTS:**
**SUMMARY OF TAXES AND INTERGOVERNMENTAL REVENUE,**
**BY TYPE OF LOCAL GENERAL GOVERNMENT, 1977-78**
*(millions of dollars)*

<table>
<thead>
<tr>
<th>Source</th>
<th>Total</th>
<th>Counties</th>
<th>Municipalities</th>
<th>Townships</th>
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</thead>
<tbody>
<tr>
<td><strong>Taxes</strong></td>
<td>$49,539.7</td>
<td>$17,399.5</td>
<td>$27,711.3</td>
<td>$4,428.9</td>
</tr>
<tr>
<td>Property</td>
<td>34,185.2</td>
<td>13,995.9</td>
<td>16,160.1</td>
<td>4,029.2</td>
</tr>
<tr>
<td>Sales and Gross Receipts</td>
<td>8,933.1</td>
<td>2,247.4</td>
<td>6,522.8</td>
<td>162.8</td>
</tr>
<tr>
<td>General</td>
<td>5,826.4</td>
<td>1,832.1</td>
<td>3,994.1</td>
<td>0.2</td>
</tr>
<tr>
<td>Selective</td>
<td>3,106.6</td>
<td>415.4</td>
<td>2,528.7</td>
<td>162.6</td>
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<td>Public Utilities</td>
<td>2,017.9</td>
<td>120.2</td>
<td>1,738.5</td>
<td>159.2</td>
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<td>Alcoholic Beverages</td>
<td>143.1</td>
<td>54.9</td>
<td>88.2</td>
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<tr>
<td>Tobacco</td>
<td>131.5</td>
<td>17.6</td>
<td>113.9</td>
<td>—</td>
</tr>
<tr>
<td>Motor Fuels</td>
<td>96.8</td>
<td>49.2</td>
<td>47.6</td>
<td>—</td>
</tr>
<tr>
<td>Other</td>
<td>717.3</td>
<td>173.4</td>
<td>540.5</td>
<td>3.4</td>
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<td>Income</td>
<td>3,851.2</td>
<td>424.3</td>
<td>3,345.9</td>
<td>81.0</td>
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<tr>
<td>All Other</td>
<td>2,570.2</td>
<td>731.8</td>
<td>1,682.5</td>
<td>155.9</td>
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<tr>
<td>Intergovernmental Revenue</td>
<td>46,800.0(^1)</td>
<td>20,692.5</td>
<td>25,807.5</td>
<td>2,221.4</td>
</tr>
<tr>
<td>From State Governments</td>
<td>31,208.1</td>
<td>15,292.3</td>
<td>14,499.5</td>
<td>1,416.4</td>
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<tr>
<td>Public Welfare</td>
<td>8,860.0</td>
<td>5,643.5</td>
<td>3,199.3</td>
<td>17.2</td>
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<td>Education</td>
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<td>3,080.9</td>
<td>3,271.8</td>
<td>546.3</td>
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<td>General Local Government</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support</td>
<td>5,928.3</td>
<td>1,786.3</td>
<td>3,697.2</td>
<td>444.8</td>
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<td>Highways</td>
<td>3,579.3</td>
<td>2,015.0</td>
<td>1,353.7</td>
<td>210.6</td>
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<tr>
<td>Health and Hospitals</td>
<td>1,684.0</td>
<td>1,085.5</td>
<td>592.5</td>
<td>6.0</td>
</tr>
<tr>
<td>All Other</td>
<td>4,257.5</td>
<td>1,681.1</td>
<td>2,385.0</td>
<td>191.4</td>
</tr>
<tr>
<td>From Federal Government</td>
<td>15,591.9</td>
<td>4,743.5</td>
<td>10,185.0</td>
<td>653.4</td>
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<tr>
<td>General Revenue Sharing</td>
<td>4,551.8</td>
<td>1,729.9</td>
<td>2,474.9</td>
<td>347.0</td>
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<td>Housing/Urban Renewal</td>
<td>1,255.5</td>
<td>31.2</td>
<td>1,207.0</td>
<td>17.3</td>
</tr>
<tr>
<td>Education</td>
<td>333.0</td>
<td>169.9</td>
<td>144.4</td>
<td>18.6</td>
</tr>
<tr>
<td>Health and Hospitals</td>
<td>197.7</td>
<td>70.6</td>
<td>126.3</td>
<td>0.8</td>
</tr>
<tr>
<td>Public Welfare</td>
<td>167.5</td>
<td>50.2</td>
<td>117.3</td>
<td>(Z)</td>
</tr>
<tr>
<td>All Other</td>
<td>9,086.5</td>
<td>2,691.7</td>
<td>6,115.1</td>
<td>279.7</td>
</tr>
<tr>
<td>From Local Governments</td>
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<td>141.6</td>
</tr>
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<td>137.4</td>
<td>76.3</td>
<td>32.4</td>
</tr>
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<td>418.5</td>
<td>897.2</td>
<td>93.1</td>
</tr>
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</table>

Note: Because of rounding, detail may not add to totals.

— Represents zero or rounds to zero.

(Z) Less than half the unit of measurement shown.

\(^1\) National totals exclude duplicative transactions between levels of local governments.

welfare and education. The national total for municipalities, however, is influenced heavily by a single jurisdiction—New York City. New York City is singular in that it is not only very large but in effect is also a county and school district and has several subordinate agencies which would be special districts in other states. Last, but not least, it is located in the only state where income maintenance (AFDC) and the federal-state medical assistance program (Medicaid) are provided on a major scale at the local level. As a result, in 1977 municipalities in New York (i.e., preeminently New York City) received 85.1% of all state welfare aid (see Appendix Table A-18). The exclusion of New York State would reduce the total state aid received by municipalities by 43.3%. It also would reduce the amount of federal aid substantially, but the proportional decrease would be only 14.3%. In terms of national totals, there are no other cases comparable to New York.

FOOTNOTES

1 For the remainder of the analysis, the years will be referred to simply as 1967, 1972, and 1977.
2 For explanation of the pass-through estimating methodology, see methodological note in the appendix.
3 See Table A-29 in the appendix.
In recognition of the problem of national aggregates, and in order to make interstate comparisons, state-by-state breakdowns of data employed in Table 12 are now presented and analyzed, using both absolute and per capita figures. These detailed data are contained in the appendix while some important summary tables are included in the text.

Appendix Tables A-1 through A-4 show, by state and by function, selected items of intergovernmental revenue received by local governments from the federal and state governments for 1967, 1972, and 1977. Also included are national aggregates by the five types of local government. Table A-5 presents state revenue from the federal and local governments, by state and by function, for 1977.

AID RECEIVED, BY CLASS OF LOCAL UNITS AND FUNCTION

Tables A-6 through A-10 are derived from published and unpublished sources and show the functional distribution of direct federal aid for each class of local government. In direct federal aid received, the importance of General Revenue Sharing and the "All Other" assistance category is clearly evident for both counties and municipalities. Tables A-6 and A-7. In contrast, the states with townships, whether "strong" or "rural" by Census Bureau classification, get sizable direct federal aid only in the form of General Revenue
Sharing funds. Table A-8. Direct federal aid to special districts is important in two functional categories: housing/urban renewal and mass transit. Table A-10.

The next set of tables, A-11 to A-15, shows state aid by local government type. Included in state aid is the federal aid pass-through. Thus, in some categories, most notably public welfare but also education, there is a considerable federal component. It was not possible to extract the pass-through components by category of local government, although in the case of both public welfare and education, reasonable estimates can be made.

State aid to counties covers a wide range of functions. Table A-11. Also of interest is the generally small amount in the "Other and Unallocable" category. The dominance of New York municipalities in state aid noted earlier is clearly evident in Table A-12. Moreover, it should be noted that other states in which certain municipalities are also counties and/or school districts show considerable state aid in the education and/or public welfare categories, e.g., Alaska, Connecticut, Maryland, Massachusetts, New Jersey, Virginia, and Wisconsin. The distribution of state aid to townships covers a relatively narrow span of functions. Table A-13.

State aid to school districts is presumed to be for educational purposes only. Table A-14. While only a single column, the amounts involved are greater than for any other individual class of government. Moreover, the only reason school district aid is not equal to total aid for education shown earlier (Table 6) is that education aid also goes to counties, municipalities, and townships in states where those units perform some educational activities.

State aid to special districts seems to be concentrated in mass transit. Table A-15. To a much lesser extent there is also state aid to housing and urban renewal agencies. Where these agencies are subordinate to municipalities, they are not included in the latter totals.

THE PASS-THROUGH

The next set of tables (A-16 to A-23) presents detailed information on estimated pass-through, by function and by state. The data includes, for each of the eight functions, direct federal aid, direct state aid including pass-through, the pass-through, state aid adjusted for pass-through, and total local expenditures. The difference between the amount of aid and total expenditures for the function represents the level of financing from local sources.

The most important local function fiscally—education—is displayed in Table A-16. Education rather than local schools is covered and hence the table reflects the activities of a varying number of junior and other colleges.

Public welfare shows quite a different distribution of aids and expenditures from that shown for education. Table A-17. In many states, such aid and expenditures are very small or nil because the state performs the function. On the other hand, where local governments are assigned the responsibility for providing income assistance—e.g., California, Colorado, Maryland, New York, and Wisconsin—the sums are large. The amount of direct federal aid for public welfare is insignificant except for the District of Columbia, which is excluded because of its special status. New York is dominant in state aid and pass-through because, as was noted earlier, it is the only state in which local governments have the responsibility for income maintenance (AFDC) and medical assistance.

For highways, only in a few states (Maryland, Oregon, and California) does state aid contain a substantial pass-through component. Table A-18. Health and hospitals shows somewhat more pass-through, but noticeably more different is the relatively low proportion of their direct expenditures that are financed by intergovernmental revenues, compared to those of other functions. Local revenue sources for this function include an extensive reliance on fees and charges relative to tax revenues and borrowing. Table A-18.

Direct federal aid dominates the financing of housing and urban renewal. Table A-20. There are a few exceptions in which state aids are substantial, notably New York and Massachusetts. The state dominance in intergovernmental aid for sewerage expenditures is evident, but as with health and hospitals, the amounts raised from local sources are still preeminent. Table A-21.

The federal government does not make mass transit grants to states, so there is no pass-through. Table A-22. Moreover, the aid is shown without a counterpart expenditure figure. There are two reasons for this exclusion. First, such data is not readily available by state. Second, and more important, such expenditures do not appear as gen-
eral expenditures, but are included in the utility total. The result in some cases is that the aid, which is always considered as general revenue, often does not have offsetting expenditures.

The criminal justice function is the only function, apart from education and public welfare, which involves a substantial pass-through component. Table A-23. It comes from the federal Law Enforcement Assistance Administration program in which the pass-through is mandated by law. The final table in this set (A-24) shows the general aid received from the federal government in the form of General Revenue Sharing and from state governments in the form of general local support. For purposes of comparison only, statewide aggregates of local taxes for all purposes are shown.

### AID RECEIVED, ALL LOCAL UNITS COMBINED, WITH AND WITHOUT PASS-THROUGH

The next four tables are of fundamental importance in evaluating the patterns of aid. The pervasiveness of the two older classes of direct federal aid—education and housing and urban renewal—emerges clearly in the distribution of direct federal-local aid by function and by state. Table A-25. Also apparent is the even greater magnitude of General Revenue Sharing and the combination of programs which appear in the “Other General Aid” category. In the distribution of state aid (including the pass-through component), once again what is obvious is the pervasiveness of aid to education and the concentration of state aid for public welfare in about one-fourth of the states. Table A-26. Under the heading “General Support” are rather considerable amounts of aid for general local support, shared taxes, and tax relief funds given directly to local governments. In almost half the states, the amounts are equal to, or even greater than, the funds received from federal General Revenue Sharing.

Table A-27 provides a summary, in as much detail as is available from all sources, of the distribution of federal pass-through funds by state. Included are not only the traditional functions which were considered in detail earlier but such explicitly recognized categories as manpower training and development and services for the aging. In terms of overall magnitude, the dominance of public welfare where it is a local function is clearly evident.

Estimates of state aid, less the federal pass-through, indicate that even after the pass-through is excluded, state aid for public welfare can be relatively substantial. Table A-28. State aid for education from state funds is an even greater proportion of total state aid from own funds than the nominal figure (i.e., state aid including federal pass-through) would have indicated.

States used federal General Revenue Sharing and antirecession fiscal assistance funds in 1977 to increase state aids for various functions. Table A-29. The education function was the principal beneficiary of this discretionary pass-through, accounting for 82% of the total. The $568 million of education funds passed-through represented 25.6% of the $2,217 million of GRS received by the states in 1976-77.

### ADJUSTING FOR POPULATION DIFFERENCES: PER CAPITA COMPARISONS

One of the major problems in evaluating the system of intergovernmental aids is to distinguish between interjurisdictional differences which are a function of population size from those which may be caused by other factors. When converted into per capita amounts, differences solely related to population size will disappear entirely. The next set of tables (A-30 to A-33) converts the data presented in Tables A-25 to A-28 into per capita amounts.

The traditional way of dealing with this kind of information is to look at the average (mean) for the United States or the median (middle value) state. An alternative method is to compute the unweighted average and look at the variation around that value. The most powerful statistical measure of variation is the standard deviation; when divided by the mean it yields the coefficient of variation. When the coefficient of variation is about 30%, the figures represented by the mean are in a normal distribution. A coefficient as low as 20% indicates that there is a great deal of uniformity in behavior. A coefficient of more than 60%—and it can go up to several hundred percent—indicates a bimodal, multimodal, or very skewed distribution with some exceptionally large values as extremes or outliers.
In the case of intergovernmental aid, if the outlier state is very small in population, the statistical effect of its per capita aid may be large, but there will be very little total money involved. On the other hand, if a large state is the outlier, then very large sums would be involved. One way of reflecting directly the effects of size is to use weighted rather than unweighted measures. It appears, however, that with the exception of public welfare, there is very little difference between the weighted and unweighted measures of aid at the local level. The public welfare differences are reflected in the aggregates.

Table 13 summarizes the different measures of per capita aid using the weighted and unweighted approaches. The focus is on the weighted averages. Some functional categories are omitted because of the very low per capita values involved.

The two older direct federal-local categories—education and housing and urban renewal—both show considerable variation among the states based on the norms described in the preceding paragraph. They are reduced somewhat if one uses the weighted rather than the unweighted measures. Yet, with coefficients of variation of 73.2% and 52.2%, the levels are still high. In sharp contrast, the coefficient of variation actually increases somewhat in the weighted measure of General Revenue Sharing. With a coefficient of variation of 16.9%, General Revenue Sharing appears to be a per capita aid program with variations. The "Other General Government" category shows a slightly above normal coefficient of variation of 42.4% in the weighted model as com-

<table>
<thead>
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**PER CAPITA CHARACTERISTICS OF MAJOR INTERGOVERNMENTAL AIDS RECEIVED BY LOCAL GOVERNMENTS, 1976-77**
(excludes Washington, DC)

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<th>Weighted</th>
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<td>$5.23</td>
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<td>28.9</td>
<td>71.39</td>
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<td>8.37</td>
<td>37.5</td>
<td>23.95</td>
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<td>263.3</td>
<td>23.05</td>
<td>40.79</td>
<td>177.0</td>
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<tr>
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<td>26.35</td>
<td>61.8</td>
<td>56.79</td>
<td>43.10</td>
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<td>Total Less Pass-Through</td>
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<td>85.20</td>
<td>43.5</td>
<td>222.70</td>
<td>88.33</td>
<td>39.7</td>
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SOURCE: Computation by Maxwell School of Citizenship and Public Affairs, Syracuse University.
pared to a 64.2% coefficient of variation in the unweighted model. On a systemwide basis, total direct per capita federal aid shows a low coefficient of variation in the weighted model of 21.6%. This is assumed to be the result of the operation of General Revenue Sharing. Also striking is the similarity between the weighted and unweighted mean values of total federal direct aid.

The two major pass-through components of state aid differ from each other, whether measured on a weighted or unweighted basis. In the case of education, the means are very close together—$22.33 in the case of the unweighted measure and $23.95 in its weighted counterpart. The coefficient of variation for the unweighted measure is close to what one would postulate for a normal distribution—37.5%.

Public welfare is very different. Because it is most often assigned to state governments, the local governments which are given such responsibilities differ considerably from those which are not. In addition, the states which are given such responsibilities—at least as late as 1977—were dominated by the behavior of New York and Proposition 13 California. As a result, the weighted average was more than twice the unweighted average—$23.05 as compared to $8.93. The coefficient of variation in the weighted case is 177.0%. This is simply another way of showing the assignment problem, but it also indicates that the assignment characteristic was related on the average to population. Total pass-through totals are thus a function of the assignment of welfare to local governments.

A similar pattern emerges where state aid includes the federal component. Not only does the normal distribution of state aid for education repeat itself with very little difference between the unweighted and weighted means, but the weighted figures indicate that what appeared as a slight departure from the normal distribution is reduced to almost a predictable behavior pattern. Public welfare shows a major difference between the weighted and unweighted averages—$42.85 in the weighted case and $17.16 in the unweighted case. The coefficients of variation exceed the norm by a wide margin in both cases, but it is in the weighted case that the absolute standard deviation is $68.91. The importance of public welfare in the overall total can be seen by the fact that there is a +.925 correlation between public welfare and total state aid, while the correlation between education (which makes up 60% of all state aid) and total state aid is only +.712.

Table 14 summarizes the pattern of aid looking at state aggregates on a total and per capita basis. On the left hand side, the relationship between pass-through and direct federal aid is shown; while on the right hand side, the pass-through component is compared to the direct federal-local aid and net state aid components on a per capita basis.

In contrast to earlier periods, the direct federal aid is larger than the pass-through on the average, and this applies in all but six states. Four of these exceptions have local responsibility for public welfare. They are New York, which receives twice as much in pass-through as it does in direct aid, followed by Wisconsin, North Carolina, and California, all of which have about the same public welfare responsibilities at the local level. The other two states, South Carolina and Vermont, show below-average direct federal-local aid. On the low side is Hawaii, with virtually no pass-through because both education and public welfare are provided at the state level and there are an additional number of states where practically the only pass-through is for education.

In order to avoid undue influence by the large states, Table 14 uses the unweighted averages of the states as norms. On the average, then, local governments received $307 per capita, in total federal-state aid, with the pass-through component of $42 and direct federal aid of $69, or $111 in total federal aid, as compared to $196 in net state aid.

Where welfare is provided at the local level, the per capita pass-through totals are at their highest levels. The New York pass-through ($182) is more than twice as great as the second highest state, California ($89). Direct federal aid showed considerably less variation because of the absence of wide differences in state-local functional assignment comparable to those which affect the amount of pass-through and net state aids.

Recognizing the special character of Alaska, it is still noteworthy that net state aid to New York localities was $414 compared to $454 in Alaska. Other states with net state aid totals in excess of the national average of total aid from all sources were Wisconsin ($358), Minnesota ($354), and California ($315). At the low end were Hawaii ($36), South Dakota ($63), New Hampshire ($68), and Vermont ($89).
<table>
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<th>Per Capita</th>
<th>Pass-Through</th>
<th>Direct</th>
<th>Pass-Through</th>
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**Mean**

\[ \$43 \quad \$69 \quad \$196 \]

**SOURCE:** Computation by Maxwell School of Citizenship and Public Affairs, Syracuse University.
### A FEDERAL AID-LOCAL FINANCING TYPOLOGY

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<th>State</th>
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</table>

**Note:** Figures in parentheses are per capita local taxes.

**Source:** Computation by Maxwell School of Citizenship and Public Affairs, Syracuse University.
FEDERAL AID-LOCAL FINANCING TYPOLOGY

The last part of this analysis attempts to classify the states according to the relative importance of total federal aid (direct plus pass-through) and local revenue sources in the financing of local governments (Table 15). The specific cut-off points for classifying the states according to these two measures are as follows:

<table>
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<tr>
<th>Federal Proportion</th>
<th>Local Proportion</th>
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<tr>
<td>High</td>
<td>20.7% and greater</td>
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<tr>
<td>Moderate</td>
<td>12.2%–20.6%</td>
</tr>
<tr>
<td>Low</td>
<td>Less than 12.2%</td>
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</table>

Left out of specific consideration, but implicit in the analysis, is net state aid. It is possible to have both a high federal component and high local component if there is minimal state aid. This is precisely the case of Hawaii. In addition to the proportions, the levels of per capita local taxes are also shown in parentheses. High amounts of local taxes are not necessarily related to high local proportions of financing. This is brought out by the fact that the two states with the highest levels of per capita taxes (New York and California) have moderate local financing and moderate federal assistance.

In the upper left hand corner are those states in which the federal percentage is low and the local percentages are high: Nevada, Connecticut, Wyoming, Nebraska, Illinois, Texas, and Kansas. While some of these states have high per capita amounts of local taxes—in excess of $400—they do not have exceptionally high levels. Some states with higher proportions of federal aid, i.e., New Jersey and Massachusetts, have higher local taxes than all the states with lower federal proportions.

In the lower right hand corner are the states with low proportions of local financing and high proportions of federal financing: Maine, North Carolina, Kentucky, Delaware, and Arkansas.

FOOTNOTES

5 “Housing/urban renewal” is the term used by the Census Bureau since the 1962 Census of Governments to encompass the general area of housing and redevelopment activities. The federal urban renewal program was, of course, one of the seven categorical programs consolidated to form the Community Development Block Grant in 1974.

6 The cut-off points for the local typology are based on the respective unweighted averages and standard deviations of total federal aid inclusive of the pass-through and own source local general revenues as percentages of total general local revenues. Thus, with an average of 16.4% and a standard deviation of 4.2%, three categories of federal financing are established. A moderate range of between 12.2% and 20.6% contains the preponderance of states. Those states with less than 12.2% are placed in the low federal category and those above 20.6% in the high category. Similarly, given an unweighted average of 53.7% and a standard deviation of 9.2% in the local proportion of total local general revenues, a moderate range of local financing of between 47.5% and 65.8% is established. States with values of less than 47.5% are viewed as having low local financing responsibility, while those with values greater than 65.8% are viewed as states where local governments have high local financing responsibilities.
Methodology and Source Material for the Estimates of State Pass-Through of Federal Aid Funds to Local Governments

Federal aid received by local governments comes directly from the federal government or indirectly as a component of state aid passed-through by the state government. The Governments Division of the Bureau of the Census provides information on the pass-through in only a few cases, mainly due to the fact that the data it receives is not segregated, whether the report on aid comes from the state government or the local recipients.

Every five years, however, in the quinquennial Census of Governments, the Census Bureau obtains information which makes it possible to estimate the pass-through. This data is published in the first five parts of Volume 4, Government Finances, and the topical study, State Payments to Local Governments. Government Finances aggregates data reported by recipient local governments. The five parts are Finances of School Districts, Finances of Special Districts, Finances of County Governments, Finances of Municipalities and Township Governments, and Compendium of Government Finances. The Compendium aggregates the figures in the four other parts. The State Payments volume compiles data from state government reports of the aids they send to local governments, including federal pass-through amounts.

Figure M-1 identifies the tables in the Census Bureau reports that were the sources of the data for various appendix tables in this report. In the
"pass-through" column, "SP-7 Allocators" means that the data contained in Table 7 of State Payments were used to calculate how the state aid reported by local recipient jurisdictions should be distributed between state aid and federal aid passed through the state.

It will be noted that the pass-through for the two largest sources of federal money—education and federal categorical and medical assistance—were derived from more direct sources than the State Payments calculation. For the welfare and medical assistance estimates, the specific allocators were derived from the report, State Expenditures for Public Assistance Programs Approved Under Titles I, IV-4, X, XIV, XVII, XX of the Social Security Act for the Fiscal Year 1976 and Transitional Quarter, Department of Health, Education, and Welfare, Social and Rehabilitation Service, Office of Financial Management, Division of Finance. Unpublished but incomplete information for fiscal 1977 was made available by the Social Security Administration. A small amount for special welfare programs, such as those for refugees, are also included.

For education, the actual pass-through amounts were taken directly from Finances of School Districts.

The pass-through for local criminal justice system expenditures is available from a published report, Expenditure and Employment Data for the Criminal Justice System 1977, but it is not directly compatible with the information contained in Table 9.

Included in Table M-1 is a reproduction of directly available information in the pass-through as assembled by New York State. This table also indicates the differences in the pass-through within the state which has both the largest aggregate and per capita amount of pass-through. It should be noted that the state fiscal year is from April 1, 1976, to March 31, 1977, while the most important recipient government, New York City, is on a July 1, 1976, to June 30, 1977 fiscal year.

Estimates of federal aid pass-through have recently come from two other major sources. Professors G. Ross Stephens and Gerald W. Olson prepared a report for the National Science Foundation, Pass-Through Federal Aid and Interlevel Finance in the American Federal System, 1957-1977, two volumes, Washington, DC, 1979. In addition, Professor Yong Hyo Cho of the University of Akron delivered an unpublished paper at the 1978 meeting of the American Political Science Association entitled "The Role of the States and Intergovernmental Fiscal Relations," which contains additional national aggregates. The basic difference between these two approaches and that used here is that their estimates are based on payments to local governments reported by the federal and/or state governments, whereas this report starts from the total payments reported received by the local governments.
**Figure M-1**

**DATA SOURCES OF SELECTED APPENDIX TABLES**

**Key:**
- **C**—*Compendium of Government Finances*, Vol. 4, No. 5, Census of Governments, 1977
- **SP**—*State Payments to Local Governments*, Vol. 4, No. 3, Census of Governments, 1977
- **FSD**—*Finances of School Districts*, Vol. 4, No. 1, Census of Governments, 1977
- **GF**—*Government Finances*, 1976-77
- **CJS**—*Expenditure and Employment Data for the Criminal Justice System* 1977;
  U.S. Bureau of the Census and the Department of Justice, 1977

Number following key letter below refers to table in the source report.

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<tr>
<th>Table</th>
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TOTAL .......... $839,545,094 $1,346,419,305 $374,093,039 $59,565,245 $41,994,562 $290,693,039 $100,757,830(1) $3,053,068,120

Note: A transfer amounting to $48.6 million was made from the Local Assistance Department of Social Services appropriation to the Federal Countercyclical Assistance Fund and then distributed to local social services districts. These distributions make up part of the Social Services expenditures shown in this exhibit.

Miscellaneous

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Note: Because of rounding, detail may not add to totals.
— Represents zero or rounds to zero.
(Z) Represents less than $500,000.

### Table A-2
SELECTED ITEMS OF INTERGOVERNMENTAL REVENUE OF LOCAL GOVERNMENTS FROM THE FEDERAL GOVERNMENT AND FROM STATES, BY TYPE OF GOVERNMENT, AND STATES, 1971-72
(millions of dollars)

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*Note: Figures may not add due to rounding.*
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Note: Because of rounding, detail may not add to totals.
- Represents zero or rounds to zero.
(Z) Represents less than half the unit of measurement shown.

Table A-3
LOCAL GOVERNMENT INTERGOVERNMENTAL REVENUE FROM FEDERAL GOVERNMENT, BY STATE, 1976-77
(thousands of dollars)

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<th>Type of Government and State</th>
<th>Total</th>
<th>Education</th>
<th>Public Welfare</th>
<th>Health and Hospital</th>
<th>Highways</th>
<th>Housing and Urban Renewal</th>
<th>General Revenue Sharing</th>
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Note: Because of rounding, detail may not add to totals.
— Represents zero or rounds to zero.

<p>| STATE GOVERNMENT INTERGOVERNMENTAL REVENUE FROM FEDERAL AND LOCAL GOVERNMENTS, BY STATE, 1976-77 (thousands of dollars) |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | From Federal Government | | From Local Governments |</p>
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Note: Because of rounding, detail may not add to totals.
— Represents zero or rounds to zero.

Table A-6

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(millions of dollars)

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**SOURCE:** Total is from U.S. Bureau of Census, Census of Governments, 1977, Vol. 4, No. 3, Finances of County Governments, Washington, DC, U.S. Government Printing Office, Table 3. Details are from unpublished Census Bureau data and do not add to published total in every case.
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DIRECT FEDERAL AID TO MUNICIPALITIES, BY STATE, BY FUNCTION, 1976-77
(millions of dollars)

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Table A-8

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(millions of dollars)

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Table A-9

DIRECT FEDERAL AID TO SCHOOL DISTRICTS, BY STATE,
1976-77
(millions of dollars)

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Table A-10
DIRECT FEDERAL AID TO SPECIAL DISTRICTS, BY STATE, BY FUNCTION, 1976-77
(millions of dollars)

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## Table A-11

**STATE AID TO COUNTIES, BY STATE, BY FUNCTION, 1976-77**

(millions of dollars)

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(millions of dollars)

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— Represents zero or rounds to zero.
SOURCE: See Appendix, Figure M-1.
Table A-19

LOCAL HEALTH AND HOSPITAL EXPENDITURES: THE SOURCES OF FINANCING, BY STATE, 1976-77
(millions of dollars)

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SOURCE: See Appendix, Figure M-1.
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SOURCE: See Appendix, Figure M-1.
Table A-21

LOCAL SEWERAGE EXPENDITURES: THE SOURCES OF FINANCING, BY STATE, 1976-77
(millions of dollars)

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— Represents zero or rounds to zero.

SOURCE: See Appendix, Figure M-1.
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— Represents zero or rounds to zero.
SOURCE: See Appendix, Figure M-1.
### Table A-23

**LOCAL CRIMINAL JUSTICE SYSTEM EXPENDITURES: THE SOURCES OF FINANCING, BY STATE, 1976-77**

(millions of dollars)

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— Represents zero or rounds to zero.

SOURCE: See Appendix, Figure M-1.
Table A-24

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(millions of dollars)

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— Represents zero or rounds to zero.

SOURCE: See Appendix, Figure M-1.
Table A-25

DIRECT FEDERAL AID TO LOCAL GOVERNMENTS, BY STATE, BY FUNCTION,
1976-77
(millions of dollars)

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— Represents zero or rounds to zero.
SOURCE: Appendix, Figure M-1 and Tables A-16 through A-24.
### Table A-26

STATE AID TO LOCAL GOVERNMENTS (INCLUDING PASS-THROUGH),
BY STATE, BY FUNCTION, 1976-77
(millions of dollars)

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— Represents zero or rounds to zero.
Table A-27

FEDERAL PASS-THROUGH COMPONENT OF NOMINAL STATE AID,
BY STATE, BY FUNCTION, 1976-77
(millions of dollars)

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— Represents zero or rounds to zero.
SOURCE: Appendix, Figure M-1 and Tables A-16 through A-23.
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— Represents zero or rounds to zero.
Table A-29

"DISCRETIONARY" PASS-THROUGH AID FROM STATE SHARES OF GENERAL REVENUE SHARING AND ANTI-RECESSION FISCAL ASSISTANCE (ARFA),* BY STATE, BY FUNCTION, 1976-77
(millions of dollars)

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*注：ARFA指的是反衰退财政援助。
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* All funds are from GRS except where footnoted as follows:
  a. All ARFA.
  b. Includes $16.4 million ARFA.

SOURCE: Census Bureau unpublished data reported on Form RS 902, Bureau of the Census, Department of Commerce, and Office of Revenue Sharing, Department of the Treasury.
Table A-30

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BY STATE, BY FUNCTION,
1976-77

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BY STATE, BY FUNCTION,
1976-77

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— Represents zero or rounds to zero.
SOURCE: Table A-28.
COMMISSION MEMBERS

Private Citizens
Abraham D. Beame, ACIR Chairman, New York, New York
Bill G. King, Alabama
Vacancy

Members of the United States Senate
Lawton Chiles, Florida
William V. Roth, Jr., Delaware
James R. Sasser, Tennessee

Members of the U.S. House of Representatives
Clarence J. Brown, Jr., Ohio
L. H. Fountain, North Carolina
Charles B. Rangel, New York

Officers of the Executive Branch, Federal Government
Juanita M. Kreps, Secretary of Commerce
James T. McIntyre, Director, Office of Management and Budget
Vacancy

Governors
Bruce Babbitt, Arizona
John N. Dalton, Virginia
Richard W. Riley, South Carolina
Richard A. Snelling, Vermont

Mayors
Thomas Bradley, Los Angeles, California
Richard E. Carver, Peoria, Illinois
Tom Moody, Columbus, Ohio
John P. Rousakis, Savannah, Georgia

State Legislative Leaders
Fred E. Anderson, Colorado State Senate
Leo McCarthy, Speaker, California Assembly
Vacancy

Elected County Officials
William O. Beach, County Executive, Montgomery County, Tennessee
Lynn G. Cutler, ACIR Vice-Chair, Board of Supervisors, Black Hawk County, Iowa
Doris W. Dealaman, Freeholder Director, Somerset County, New Jersey
What is ACIR

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

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

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

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

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

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