

POPULATION CHANGES IN NEBRASKA COUNTIES

FACTORS INFLUENCING CHANGE

Figures from the 1970 Census which are called final are now available for Nebraska counties, cities, towns, townships and precincts,¹ although it is possible that some small changes will still be made in the form of footnote corrections in the Final Report Series, to be issued within the next few months. The county figures are shown in Table 1. These include corrections made by the Bureau of the Census in Dawes, Sarpy, and Webster counties since publication of the report.

RURAL-URBAN MOVEMENT

There were 52 counties in 1970 with no urban population.² All except Grant and Howard declined during the decade of the sixties. There are no towns of more than 1,000 in 18 of these 52 counties, and all these counties except Grant declined. The total decrease in the 52 counties amounted to 11.1%. They now contain only 16.4% of the state's population.

Four counties in the state (Dakota, Douglas, Lancaster, and Sarpy) are classified in Standard Metropolitan Statistical Areas. These counties grew 17.2% from 1960 to 1970 and now contain 42.8% of the state's population, as compared with 38.4% in 1960.

Of the 37 counties outside metropolitan areas that have some urban population 19 showed population growth. The 19 include the two counties (Kearney and Merrick) that left the nonurban group during the decade. As a whole these 37 counties had a population increase of 1.5%. They contain 40.8% of the state total.

The state now has 43 counties below 7,300 population which include more than half its land area, but are inhabited by only 10% of its people, while 7 counties comprising only 4% of the land area house more than half the people.

These facts emphasize a definite continuation of the rural-urban movement of population during the decade. As a result the 1970 census figures show 61.6% of the state's population to be urban as compared with 54.3% in the 1960 census, which was the first one showing more than half the state's population in this category.

From the figures in Table 1 it is possible to make a study of factors which may have influenced changes in county populations during the decade from 1960 to 1970. Of the 93 counties in Nebraska 25 increased in population in this period and 68 declined. A superficial glance at the figures shows that the larger counties gained most and the smaller lost most. But what is the appropriate measure of "large" and "small"? For the purpose of measuring the factors of size that might have been most important in these population changes, the figures were analyzed in terms of five criteria: (1) total population in 1960; (2) density of population in 1960; (3) the percentage of the county population in cities (defined as places over 2,500); (4) the percentage in cities and towns over 1,000; and (5) percentage change in the decade from 1950 to 1960.

There is, of course, much overlapping in these classifications. Many counties, such as Douglas, Lancaster, and Dodge, had high populations in 1960, were most densely populated, had high percentages urban and in towns, and increased most from 1950 to 1960, while others, such as Hayes, Logan, Loup, and Sioux, were low in each category in 1960. Most counties, however, varied considerably from one criterion to another, being higher in some and lower in others.

The 93 counties of the state were divided into six categories on each of the five criteria. Each class contained 15 or 16 counties. Thus the 15 counties largest in population in 1960 constitute Class A on that criterion, and the 16 counties with the greatest population per square mile constitute Class A on the density criterion. The median percentage change, 1960 to 1970, was then determined for each class on each criterion. The median was used to represent the average change in each class because the 108 percent rise in Sarpy County would distort the arithmetic mean for the class which happened to include that county.

The results, shown in Table 2, do not indicate very decisively which of the five factors was most important in the population change. The smoothest relationships are in the density classification and in that for the percentage change in the previous decade. In every case the population change is greatest for Class A and least for Class F, but the decline from class to class is not completely smooth in all cases. With respect to total population in 1960, for instance, Class C showed a smaller decline than the larger counties in Class B, and with respect to the percentage in towns over 1,000, Class D showed a smaller decline than Class C. For the percentage urban there were 54 counties with no urban

¹"Advance Report, Final Population Counts," Nebraska, CPR Series PC(VI)-29 (December, 1970). U.S. Department of Commerce Field Office, 601 East 12th Street, Kansas City, Missouri 64106. Price, 25 cents.

²The census classifies as urban those persons living in places of 2,500 or more and in the surrounding territory which meets specified criteria as to population density.

population in 1960. Consequently, the last three classes in this grouping must have the same median.

A final part of the study involved a combination of the five criteria, giving each county a "6" count for a Class A, "5" for Class B, and so on to "1" for Class F. A few counties, as mentioned before, were in Class A on each criterion, and thus had 30 points on the scale, and a few had the minimum, showing a uniform Class F standing. The total points for each county were then reclassified into six classes, and the percentage change, 1960 to 1970, was studied in the same way as for the individual groupings. The results show a quite smooth gradation from Class A down to Class F, which perhaps indicates that population change is the result of several factors, such as those included here.

Looking forward to 1980, on the basis of this analysis, we can predict that counties with low population, low density, no cities, a small percentage in towns over 1,000, and with the greatest decline from 1960 to 1970, will again have the greatest decline during the next decade.

EDGAR Z. PALMER

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TABLE 1
POPULATION OF NEBRASKA COUNTIES

County	Number of Persons			Percent Urban		Percent in	County	Number of Persons			Percent Urban		Percent in
	1960	1970	Percent Change	1960	1970	Towns over 1,000, 1970		1960	1970	Percent Change	1960	1970	Towns over 1,000, 1970
Adams	28,944	30,553	+ 5.6	74.0	77.2	77.2	Jefferson	11,620	10,436	- 10.2	48.0	50.5	50.5
Antelope	10,176	9,047	-11.1	.0	.0	19.5	Johnson	6,281	5,743	- 8.6	.0	.0	35.8
Arthur	680	606	-10.9	.0	.0	.0	Kearney	6,580	6,707	+ 1.9	.0	.0	39.8
Banner	1,269	1,034	-18.5	.0	.0	.0	Keith	7,958	8,487	+ 6.6	53.4	58.6	58.6
Blaine	1,016	847	-16.6	.0	.0	.0	Keya Paha	1,672	1,340	- 19.9	.0	.0	.0
Boone	9,134	8,190	-10.3	.0	.0	25.3	Kimball	7,975	6,009	- 24.7	55.0	61.2	61.2
Box Butte	11,688	10,094	-13.6	67.1	68.0	68.0	Knox	13,300	11,723	- 11.9	.0	.0	23.4
Boyd	4,513	3,752	-16.9	.0	.0	.0	Lancaster	155,272	167,972	+ 8.2	87.7	91.4	92.0
Brown	4,436	4,021	- 9.4	.0	.0	51.6	Lincoln	28,491	29,538	+ 3.7	60.3	65.8	65.8
Buffalo	26,236	31,222	+19.0	54.2	61.4	73.5	Logan	1,108	991	- 10.6	.0	.0	.0
Burt	10,192	9,247	- 9.3	.0	.0	47.4	Loup	1,097	854	- 22.2	.0	.0	.0
Butler	10,312	9,461	- 8.3	.0	.0	25.2	Madison	25,674	27,402	+ 6.7	52.1	60.6	66.4
Cass	17,821	18,076	+ 1.4	35.0	35.2	47.3	McPherson	735	623	- 15.2	.0	.0	.0
Cedar	13,368	12,192	- 8.8	.0	.0	30.5	Merrick	8,363	8,751	+ 4.6	.0	32.0	32.0
Chase	4,317	4,129	- 4.4	.0	.0	38.5	Morrill	7,057	5,813	- 17.6	.0	.0	48.6
Cherry	8,218	6,846	-16.7	35.0	38.9	38.9	Nance	5,635	5,142	- 8.7	.0	.0	50.9
Cheyenne	14,828	10,778	-27.3	54.0	59.4	59.4	Nemaha	9,099	8,976	- 1.4	35.5	40.7	56.0
Clay	8,717	8,266	- 5.2	.0	.0	31.3	Nuckolls	8,217	7,404	- 9.9	35.7	37.5	37.5
Coffax	9,595	9,498	- 1.0	32.3	37.9	37.9	Otoe	16,503	15,576	- 5.6	43.9	47.8	57.8
Cuming	12,435	12,034	- 3.2	23.5	28.1	39.1	Pawnee	5,356	4,473	- 16.5	.0	.0	28.3
Custer	16,517	14,092	-14.7	21.1	26.5	26.5	Perkins	4,189	3,423	- 18.3	.0	.0	32.1
Dakota	12,168	13,137	+ 8.0	59.2	60.3	68.3	Phelps	9,800	9,553	- 2.5	53.3	59.0	59.0
Dawes	9,536	9,761	+ 2.4	53.3	60.7	73.9	Pierce	8,722	8,493	- 2.6	.0	.0	33.6
Dawson	19,405	19,467	+ 0.3	60.8	66.7	66.7	Platte	23,992	26,508	+ 10.5	52.0	58.4	58.4
Deuel	3,125	2,717	-13.1	.0	.0	44.3	Polk	7,272	6,468	- 11.1	.0	.0	18.8
Dixon	8,106	7,453	- 8.1	.0	.0	14.3	Red Willow	12,940	12,191	- 5.8	64.1	68.0	68.0
Dodge	32,471	34,782	+ 7.1	60.7	66.0	72.9	Richardson	13,903	12,277	- 11.7	40.3	44.3	54.1
Douglas	343,490	389,455	+13.4	94.2	95.8	96.5	Rock	2,554	2,231	- 12.6	.0	.0	.0
Dundy	3,570	2,926	-18.0	.0	.0	46.1	Saline	12,542	12,809	+ 2.1	28.3	34.7	55.1
Fillmore	9,425	8,137	-13.7	.0	.0	28.0	Sarpy	31,281	65,007	+107.8	46.1	85.0	87.4
Franklin	5,449	4,566	-16.2	.0	.0	26.1	Saunders	17,270	17,018	- 1.5	20.9	22.5	35.3
Frontier	4,311	3,982	- 7.6	.0	.0	29.3	Scotts Bluff	33,809	36,432	+ 7.8	53.1	55.3	60.4
Furnas	7,711	6,897	-10.6	.0	.0	46.0	Seward	13,581	14,460	+ 6.5	31.0	36.6	49.4
Gage	26,818	25,719	- 4.1	45.2	48.2	55.1	Sheridan	9,049	7,285	- 19.5	.0	.0	44.5
Garden	3,472	2,929	-15.6	.0	.0	36.4	Sherman	5,382	4,725	- 12.2	.0	.0	30.8
Garfield	2,699	2,411	-10.7	.0	.0	55.6	Sioux	2,575	2,034	- 21.0	.0	.0	.0
Gosper	2,489	2,178	-12.5	.0	.0	.0	Stanton	5,783	5,758	- 0.4	.0	.0	23.7
Grant	1,009	1,019	+ 1.0	.0	.0	.0	Thayer	9,118	7,779	- 14.7	.0	.0	21.4
Greeley	4,595	4,000	-12.9	.0	.0	.0	Thomas	1,078	954	- 11.5	.0	.0	.0
Hall	35,757	42,851	+19.8	72.0	73.0	78.0	Thurston	7,237	6,942	- 4.1	.0	.0	17.7
Hamilton	8,714	8,867	+ 1.8	29.6	35.9	35.9	Valley	6,590	5,783	- 12.2	.0	.0	42.2
Harlan	5,081	4,357	-14.2	.0	.0	35.3	Washington	12,103	13,310	+ 10.0	40.7	45.9	45.9
Hayes	1,919	1,530	-20.3	.0	.0	.0	Wayne	9,959	10,400	+ 4.4	42.3	51.7	52.6
Hitchcock	4,829	4,051	-16.1	.0	.0	.0	Webster	6,224	5,396	- 13.3	.0	.0	28.4
Holt	13,722	12,933	- 5.7	23.2	29.0	39.9	Wheeler	1,297	1,054	- 18.7	.0	.0	.0
Hooker	1,130	939	-16.9	.0	.0	.0	York	13,724	13,686	- 0.3	45.0	49.5	49.5
Howard	6,541	6,807	+ 4.1	.0	.0	29.8	State Total	1,411,921	1,483,791	+ 5.1	54.3	61.6	68.7

TABLE 2
PERCENTAGE CHANGES IN POPULATION OF NEBRASKA COUNTIES, 1960-1970
As Related to Five Factors of 1960
 Median Percentage Change, 1960-1970, in Each of Six Classes for Each 1960 Factor

Class	Total 1960 Population	Population per Square Mile, 1960	Percentage Urban, 1960	Percentage in Towns over 1,000, 1960	Percentage Change, 1950-1960	Combined Classifications
A	+ 7.12	+ 7.86	+ 4.62	+ 6.73	+ 7.54	+ 7.76
B	-- 5.77	-- 1.46	-- 0.29	-- 2.52	+ 0.98	-- 2.87
C	-- 5.17	-- 8.41	-- 6.64	-- 9.89	-- 5.75	-- 5.46
D	-- 9.89	--12.95	--12.37	-- 5.17	--10.14	--10.34
E	--13.66	--12.49	--12.37	--11.09	--12.65	--13.30
F	--15.94	--16.66	--12.37	--15.50	--16.11	--15.88

POPULATION CHANGES IN NEBRASKA CITIES

The pattern of rural-urban shift in population is further documented by the city table below. This table supersedes the preliminary figures published in these pages last August, but the analysis presented at that time remains largely applicable.

Except for changes brought about by movement of Millard, Papillion, LaVista, Central City, and Minden into the urban group, there has not been much significant shifting of rank among the cities during the decade. Perhaps the most notable changes in the cities above 5,000 have been the upward movement in rank for Ralston, Gering, and South Sioux City, all of which are adjacent to larger cities, and for Blair, and the drop to a lower rank in the cases of Fairbury, Sidney, and Falls City.

The cities listed have grown at a combined rate of 17.5%, which compares with the 5.1% rate for the state as a whole. All the cities have grown at a faster rate than the counties in which they are located, grown while the county was declining, or fallen at a slower rate than the county. The most spectacular growth has come in the Omaha suburban cities of Bellevue, Millard, Papillion, Ralston, and LaVista, which show a combined increase of 185%.

Only 8 of the 48 cities showed a decrease in population during the decade, and none of these was in the group of 10 cities above

15,000, all of which grew at a rate of more than 10%. The combined growth of these ten cities amounted to 18.3%.

The 1970 population of the state may be tabulated as follows:

Population Categories (1970)	No. of Places (1970)	1960 Population	1970 Population	Percent Change 1960-70	Percent of Total 1960	Percent of Total 1970
Urban	48	766,582	914,139	+19.2	54.3	61.6
Places of 1,000-2,500	73	102,169	104,707	+ 2.5	7.2	7.1
Rest of State		543,170	464,945	--14.4	38.5	31.3
Total		1,411,921	1,483,791	+ 5.1	100.0	100.0

One rather surprising feature of the city growth pattern is that the highest growth rate (21.3%) is shown by the 18 cities with a 1970 population between 2,500 and 5,000. The intermediate group between 5,000 and 10,000, with the same number of cities, grew 12.5%. The 12 cities above 10,000 showed an increase of 17.7%. Thus despite the obvious movement of population to the larger urban and suburban areas during the past decade, there has been also a resurgence on the part of many of the smaller cities.

E. S. WALLACE

POPULATION OF NEBRASKA CITIES (INCORPORATED PLACES ABOVE 2,500)

1970 Rank	City	1960 Number of Persons	1960 Rank	1970 Number of Persons	Percentage Change 1960-1970	1970 Rank	City	1960 Number of Persons	1960 Rank	1970 Number of Persons	Percentage Change 1960-1970
1	Omaha	301,598	1	347,328	+ 15.2	25	Lexington	5,572	21	5,618	+ 0.8
2	Lincoln	128,521	2	149,518	+ 16.3	26	Papillion	2,235	49	5,606	+150.8
3	Grand Island	25,742	3	31,269	+ 21.5	27	Falls City	5,598	20	5,444	-- 2.8
4	Hastings	21,412	4	23,580	+ 10.1	28	Wayne	4,217	29	5,379	+ 27.6
5	Fremont	19,698	5	22,962	+ 16.6	29	Seward	4,208	30	5,294	+ 25.8
6	Bellevue	8,831	12	20,760	+135.1	30	Fairbury	5,572	21	5,265	-- 5.5
7	North Platte	17,184	6	19,447	+ 13.2	31	Ogallala	4,250	28	4,976	+ 17.1
8	Kearney	14,210	7	19,181	+ 35.0	32	La Vista	---	--	4,807	--
9	Norfolk	13,640	8	16,607	+ 21.8	33	Crete	3,546	32	4,444	+ 25.3
10	Columbus	12,476	10	15,471	+ 24.0	34	Ralston	2,977	39	4,265	+ 43.3
11	Scottsbluff	13,377	9	14,507	+ 8.4	35	Cozad	3,184	35	4,219	+ 32.5
12	Beatrice	12,132	11	12,389	+ 2.1	36	Wahoo	3,610	31	3,835	+ 6.2
13	McCook	8,301	13	8,285	-- 0.2	37	O'Neill	3,181	36	3,753	+ 18.0
14	So. Sioux City	7,200	17	7,920	+ 10.0	38	Broken Bow	3,482	33	3,734	+ 7.2
15	Millard	1,014	111	7,460	+635.7	39	Kimball	4,384	27	3,680	-- 16.1
16	Nebraska City	7,252	16	7,441	+ 2.6	40	Auburn	3,229	34	3,650	+ 13.0
17	Alliance	7,845	15	6,862	-- 12.5	41	Schuyler	3,096	37	3,597	+ 16.2
18	York	6,173	19	6,778	+ 9.8	42	West Point	2,921	41	3,385	+ 15.9
19	Sidney	8,004	14	6,403	-- 20.0	43	Aurora	2,576	43	3,180	+ 23.4
20	Plattsmouth	6,244	18	6,371	+ 2.0	44	Gothenburg	3,050	38	3,154	+ 3.4
21	Blair	4,931	25	6,106	+ 23.8	45	Central City	2,406	45	2,803	+ 16.5
22	Chadron	5,079	24	5,921	+ 16.6	46	Superior	2,935	40	2,779	-- 5.3
23	Gering	4,585	26	5,639	+ 23.0	47	Minden	2,383	46	2,669	+ 12.0
24	Holdrege	5,226	23	5,635	+ 7.8	48	Valentine	2,875	42	2,662	-- 7.4

Business Summary

Nebraska's general level of business activity in November was above that of the preceding November. The dollar volume gain was 6%, with the physical volume up 2%. Since the former was less than that of the United States as a whole and the latter more, there is some indication that the state has not experienced as much inflation of prices or as great a recession in business as the nation.

All of the Nebraska indicators except manufacturing employment showed strength in November. Construction continued to recover. Manufacturing employment was only 94% of the pre-

vious year, but other employment recorded a 2.6% gain. Retail activity, adjusted for price changes, also showed a gain. This is even more notable since sales for the United States as a whole, comparably deflated, were below the level of the preceding year. Bank debits in the state, a composite indicator of all trading activities, were also markedly above the previous November.

December's retail sales volume fell back to a level closer to that of December, 1969. Weakness in hard goods activity almost offset the strength in soft goods. Building materials, farm equipment, and automotive sales appear to have been the hardest hit. Sales of food, variety, and apparel outlets had the major gains.

All figures on this page are adjusted for seasonal changes, which means that the month-to-month ratios are relative to the normal or expected changes. Figures in Table 1 (except the first line) are adjusted where appropriate for price changes. Gasoline sales for Nebraska are for road use only; for the United States they are production in the previous month.

E. L. HAUSWALD

1. N E B R A S K A and the U N I T E D S T A T E S

2. PHYSICAL VOLUME OF BUSINESS
Percentage of 1948 Average

NOV Business Indicators	Percent of 1948 Average		Percent of Same Month a Year Ago		Percent of Preceding Month	
	Nebraska	U.S.	Nebraska	U.S.	Nebraska	U.S.
	Dollar Volume of Business	328.6	421.6	106.0	106.7	95.8
Physical Volume of Business	210.7	241.2	102.1	101.3	98.3	99.1
Bank debits (checks, etc.)	221.6	442.0	109.4	106.3	87.3	96.8
Construction activity	173.2	157.6	86.0	92.1	96.4	97.8
Retail sales	147.7	180.1	102.4	98.3	93.0	98.7
Life insurance sales	449.5	447.4	105.3	103.3	106.1	95.9
Cash farm marketings	215.5	168.0	104.9	109.4	105.2	110.6
Electricity produced	452.8	545.3	106.9	104.7	99.6	101.5
Newspaper advertising	166.7	141.1	101.3	85.5	100.7	97.0
Manufacturing employment	168.9	121.3	94.0	92.8	101.6	99.3
Other employment	154.1	177.2	102.6	101.7	101.0	100.0
Gasoline sales	211.7	257.1	104.3	105.2	96.0	101.4

Month	Nebraska		U. S.	
	1969-70		1969-70	
	November	206.4	238.1	
December	220.9	241.7		
January	224.1	246.8		
February	231.7	247.3		
March	222.6	243.7		
April	226.3	248.0		
May	208.3	243.9		
June	229.2	248.3		
July	222.5	249.3		
August	243.8	219.7		
September	225.2	246.2		
October	214.4	243.5		
November	210.7	241.2		

3. RETAIL SALES for Selected Cities. Total, Hard Goods, and Soft Goods Stores. Hard Goods include automobile, building material, furniture, hardware, equipment. Soft Goods include food, gasoline, department, clothing, and miscellaneous stores.

DEC City	No. of Reports	Percent of Same Month a Year Ago			Percent of Preceding Month Total	City	No. of Reports	Percent of Same Month a Year Ago			Percent of Preceding Month Total
		Total	Hard Goods	Soft Goods				Total	Hard Goods	Soft Goods	
		THE STATE	637	100.8				85.9	105.9	108.4	
Omaha	48	106.8	102.2	110.6	103.1	Fairbury	22	84.1	72.0	97.7	116.5
Lincoln	58	99.3	92.3	105.1	101.8	Norfolk	23	87.2	76.3	97.1	123.5
Grand Island	29	97.4	87.1	106.8	112.7	Scottsbluff	32	90.2	73.5	104.4	110.5
Hastings	24	98.6	88.2	107.5	128.0	Columbus	26	92.5	85.3	101.1	126.2
North Platte	17	112.0	120.6	103.5	200.0	McCook	14	89.5	79.1	106.4	137.7
						York	20	88.8	84.9	91.3	101.8

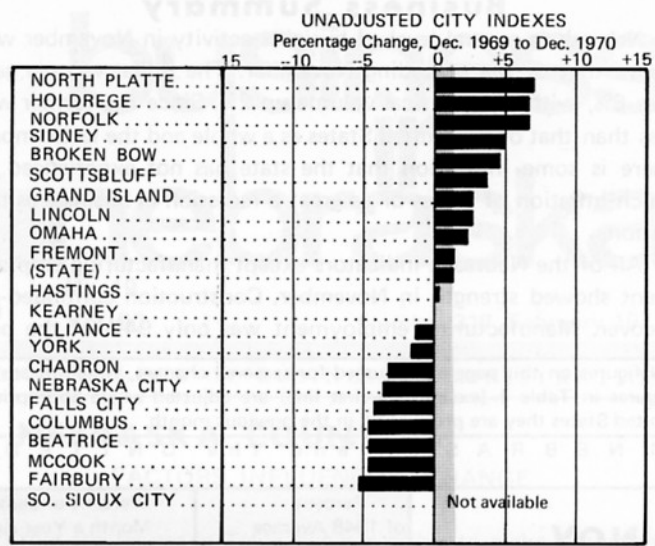
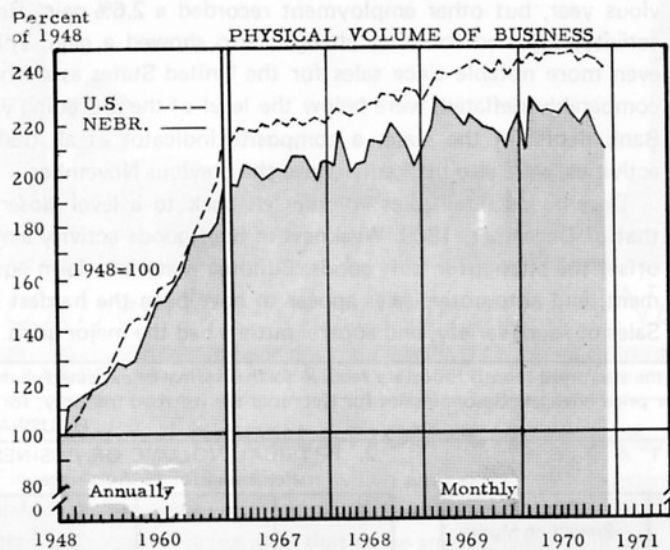
4. RETAIL SALES, Other Cities and Rural Counties

DEC Locality	No. of Reports	Percent of Same Month A Year Ago	Percent of Preceding Month
Kearney	15	99.8	142.4
Alliance	24	98.9	158.3
Nebraska City	18	90.7	115.0
Broken Bow	13	90.9	117.5
Falls City	16	94.8	145.8
Holdrege	13	83.8	142.2
Chadron	18	92.1	119.1
Beatrice	17	102.6	117.4
Sidney	18	103.3	175.1
So. Sioux City	8	102.7	119.0
Antelope	7	77.2	125.7
Cass	17	114.2	121.3
Cuming	10	93.5	112.9
Sand Hills**	20	100.3	130.7
Dodge***	9	95.1	165.9
Franklin	7	92.3	126.0
Holt	12	98.4	158.6
Saunders	14	79.5	124.8
Thayer	7	100.6	142.4
Misc. Counties	34	107.2	119.1

5. RETAIL SALES, by Subgroups, for the State and Major Divisions

DEC Type of Store	Percent of Same Month a Year Ago			
	Nebraska	Omaha and Lincoln	Other Cities	Rural Counties
ALL STORES****	100.8	103.9	98.5	100.0
Selected Services	109.5	102.1	116.9	109.6
Food stores	103.6	104.4	107.0	99.3
Groceries and meats	105.3	103.3	110.8	101.8
Eating and drinking pl.	100.1	104.1	102.0	94.2
Dairies and other foods	103.4	111.5	99.3	99.5
Equipment	89.9	89.5	90.7	80.4
Building material	89.0	97.9	89.6	79.4
Hardware dealers	99.1	96.7	104.3	96.4
Farm equipment	64.6	52.4	77.5	63.8
Home equipment	101.4	96.1	91.7	116.5
Automotive stores	87.6	103.0	79.8	80.0
Automotive dealers	84.6	102.7	75.8	75.2
Service stations	94.8	103.9	95.7	84.8
Miscellaneous stores	110.4	108.6	102.0	120.5
General merchandise	104.5	101.4	101.6	110.6
Variety stores	110.6	124.0	106.3	101.4
Apparel stores	131.8	117.9	101.4	176.1
Luxury goods stores	105.5	106.1	102.7	107.7
Drug stores	100.4	102.9	98.2	100.2
Other stores	99.5	104.2	103.4	90.8

Hooker, Grant, Dawes, Cherry, and Sheridan Counties *Outside Principal City ****Not including Selected Services



Figures on this page are not adjusted for seasonal changes nor for price changes. Building activity includes the effects of past as well as present building permits, on the theory that not all building is completed in the month the permit is issued. E. L. H.

6. CITY BUSINESS INDICATORS

Percent of Same Month a Year Ago									
DEC City	City Index	Bank Debits	Building Activity	Retail Sales	Electricity Consumed	Gas Consumed	Water Pumped	Postal Receipts	Newspaper Advertising
The State	101.3	105.8	90.7	100.8	105.8	100.0	100.3	104.1	98.6
Beatrice	95.2	95.4	107.0	102.6	93.8	91.7	100.0	89.1	76.9
Omaha	102.4	104.3	86.3	106.8	104.5	103.7	99.4	96.5	102.3
Lincoln	102.6	126.0	75.2	99.3	112.3	99.1	99.8	131.8	97.5
Grand Island	102.6	103.6	115.4	97.4	105.5	104.8	99.8	102.2	94.8
Hastings	100.2	97.4	50.6	98.6	108.1	97.9	98.9	105.4	117.9
Fremont	101.3	106.5	92.1	97.5	108.0	NA	93.7	107.5	NA
North Platte	106.9	106.6	148.1	112.0	112.0	72.7	136.5	89.5	96.9
Kearney	99.9	98.6	42.1	99.8	108.3	101.4	109.0	97.4	NA
Scottsbluff	103.7	109.3	112.6	90.8	102.5	100.9	122.8	102.0	81.3
Norfolk	106.3	101.8	251.1	87.2	109.7	108.4	105.3	127.5	101.3
Columbus	95.4	102.1	87.5	92.5	97.0	99.3	92.9	104.9	92.0
McCook	95.1	98.6	35.5	89.5	105.4	92.4	NA	94.3	108.1
Sidney	105.0	107.3	133.3	103.3	104.2	103.5	67.4	129.1	NA
Alliance	98.6	89.7	32.8	98.9	102.5	102.1	107.4	91.1	108.5
Nebraska City	96.2	38.6	582.6	90.7	102.0	96.4	81.6	101.4	NA
So. Sioux City	NA	NA	NA	102.7	129.1	NA	NA	119.1	NA
York	98.4	95.3	126.4	88.8	112.3	96.1	101.1	97.9	98.4
Falls City	95.8	98.9	37.6	94.8	103.3	87.8	94.7	100.1	94.8
Fairbury	89.8	102.7	86.8	84.1	94.1	NA	88.4	105.9	76.9
Holdrege	106.4	89.6	222.6	83.8	116.0	86.5	117.6	102.5	130.7
Chadron	96.8	104.9	71.3	92.1	104.9	104.0	93.5	92.9	NA
Broken Bow	104.7	120.6	230.9	90.9	103.2	102.7	107.6	105.2	91.1

Percent of Preceding Month (Unadjusted)									
DEC City	City Index	Bank Debits	Building Activity	Retail Sales	Electricity Consumed	Gas Consumed	Water Pumped	Postal Receipts	Newspaper Advertising
The State	107.4	117.2	96.7	108.4	106.5	105.0	101.9	126.1	109.6
Beatrice	109.4	106.2	92.1	117.4	147.3	102.6	111.5	135.8	82.1
Omaha	101.9	120.1	86.5	103.1	107.3	95.7	101.4	123.0	92.7
Lincoln	110.2	140.8	118.8	101.8	108.7	97.4	101.5	169.3	111.4
Grand Island	113.6	108.6	87.3	112.7	111.8	144.1	114.3	115.7	122.5
Hastings	111.5	114.6	88.3	128.0	109.1	118.3	99.1	103.9	128.5
Fremont	104.6	110.4	78.4	104.9	110.8	NA	98.3	104.7	NA
North Platte	117.9	114.9	127.7	200.0	115.8	91.3	114.5	109.7	126.5
Kearney	118.4	122.9	104.0	142.4	108.9	123.5	100.2	151.3	NA
Scottsbluff	107.8	107.7	102.3	110.5	85.2	115.5	110.8	127.0	96.2
Norfolk	125.5	118.5	140.0	123.5	85.1	127.7	99.2	152.2	132.2
Columbus	106.2	111.3	78.8	126.2	93.0	108.1	102.1	103.4	133.0
McCook	106.7	103.0	71.9	137.7	104.7	103.9	76.7	187.6	115.2
Sidney	116.5	109.2	73.0	175.1	117.9	122.5	50.5	147.3	NA
Alliance	121.2	88.2	113.3	158.3	113.5	133.0	104.8	125.0	135.7
Nebraska City	107.8	51.5	234.4	115.0	102.2	111.8	87.7	109.3	NA
So. Sioux City	NA	NA	NA	119.0	83.4	154.7	NA	126.8	NA
York	106.8	109.1	92.8	101.8	108.4	118.7	95.3	142.5	108.0
Falls City	120.6	119.3	122.1	145.8	107.7	132.3	108.1	132.4	108.7
Fairbury	108.6	114.8	73.7	116.5	102.4	NA	69.3	118.8	108.5
Holdrege	113.3	97.2	86.2	142.2	99.4	117.8	92.8	162.7	138.7
Chadron	108.7	88.2	67.9	119.1	105.8	113.4	106.9	132.8	NA
Broken Bow	112.0	105.1	88.1	117.5	103.2	123.7	102.0	122.2	122.9

REVIEW REPORTS

REVENUE SHARING

Based on the premise that the ability to perform needed services at the right level of government is a critical ingredient for an effective Federal system of divided responsibilities, the Commission on Intergovernmental Relations has developed a plan for a massive rearrangement of financial responsibilities among Federal, state, and local governments.

Recognizing that revenue sharing of itself is no panacea but maintaining that it is an important component of a comprehensive program to restore fiscal balance to our Federal system, the Commission calls for:

Sharing a percentage of the Federal income tax with states and localities (revenue sharing).

Assumption by the Federal government of all costs of public welfare and medicaid.

Assumption by state government of substantially all local costs of elementary and secondary education.

Encouragement of high-quality, high-yield state tax systems through a Federal income tax credit for state income taxes paid.

Creation of a more manageable and streamlined categorical aid system through consolidation and joint funding of existing Federal grant programs.

Graphics are used effectively to show that, although state and local governments continue to increase their tax efforts, they are becoming increasingly dependent on Federal conditional aids (which are rapidly proliferating) and that Federal assistance is necessary to equalize and assure provision for essential needs throughout the nation.

As is customary in the Commission reports, both sides of the question are examined. All major allegations against the feasibility of the revenue-sharing plan are raised, including the frequently-heard objections that it divorces taxation and spending, increases state and local dependency, reduces Federal budgetary flexibility, and is secondary to more pressing national priorities. Cogent and detailed arguments are marshaled to answer each objection.

The Commission warns that powerful political and jurisdictional considerations argue against the contention, voiced by many opponents to the plan, that a mere reduction of the Federal income tax could obviate the need for revenue sharing.

One of the most thought-provoking views on the need for early enactment of the revenue-sharing principle is that of Robert E. Merriam, chairman of the Commission:

The greatest value of revenue sharing, however, may be psychological. The enactment . . . would provide the most persuasive evidence that national policy makers have confidence in our system of federalism, in general, and in state and local governments, in particular. In a time of cynicism and discontent, it is more important than ever to reaffirm our confidence in our basic institutions, state and local governments, and in the American people they are designed to serve.

DOROTHY SWITZER

Published December, 1970, this information report of the Advisory Commission on Intergovernmental Relations entitled *Revenue Sharing—An Idea Whose Time Has Come* may be obtained at 30 cents per copy from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

RESHAPING GOVERNMENT IN METROPOLITAN AREAS

The structure of government in the metropolitan areas of Nebraska—Douglas, Lancaster, Sarpy, and Dakota Counties—has a profound impact on the daily lives of more than two-fifths of the population of the state, because according to 1970 Census data 42.8 percent of the population of Nebraska now resides in these areas.

In principle a governmental system for metropolitan areas must recognize the need for both a community level and a metropolitan level of government. There are many different governmental arrangements which will meet this need; some may require greater emphasis on consolidation of local units; some may require greater emphasis on creating units which will enhance community participation.

Because the present governmental system in such areas throughout the nation has proved to be inadequate, the Research and Policy Committee of the Committee for Economic Development (CED) has studied the matter in some detail and has come up with a recommendation for a two-level governmental system designed to gain the advantages of both centralization and decentralization.

Under this proposal some functions would be assigned in their entirety to the areawide government, others to the local level, but most would be assigned in part to each level. More important than the division of function, however, is the proposed sharing of power. Local communities would be assigned some power over functions placed at the areawide level of government; the Federal government and state governments would be involved in most functions.

Proponents of the plan believe that reorganization of government in metropolitan areas will make it possible to increase overall fiscal resources. They contend that the existing system of overlapping local governments results in a poor match between needs and resources and perpetuates waste, inefficiency, and confusion.

The report suggests that where the metropolitan area is contained within one county (as in Lancaster County) a reconstituted county government should be used as the basic framework for a new areawide government. This might, but need not, include consolidation of a large dominant central city with the county government in which it is located. In cases where the metropolitan area spreads over several counties or towns, a new jurisdiction is proposed to embrace all the territory.

In addition to an areawide level, the report recommends that modern metropolitan government should contain a community-level government system comprised of "community districts." These units might consist of existing local governments, with functions readjusted to the two-level system, together with new districts in areas where no local unit exists.

The report also recommends that both state and Federal aid systems be restructured in order to put resources where they are most needed and that such aid should be used as an incentive to promote the kind of restructured government that is proposed.

DOROTHY SWITZER

Single copies of the report, which includes "memoranda of comment, reservation, or dissent" by several members of the committee, may be obtained without cost from the Committee for Economic Development, 477 Madison Avenue, New York, N.Y. 10022.