

Special Report / Viewpoint

Problems and Prospects For State and Local Governments

by Brian Knight, Andrea Kusko, and Laura Rubin

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This report and the other special report this week were prepared for a conference, "State Fiscal Crisis: Causes, Consequences, Solutions," held by the Tax Policy Center, a joint venture of the Urban Institute and the Brookings Institution, and by Northwestern University's Kellogg School of Management and Institute for Policy Research; the conference was held in Washington on April 3. (For coverage of the conference, see State Tax Notes, Apr. 14, 2003, p. 150; 2003 STT 46-1; or Doc. 2003-8738 (2 original pages).) The report was revised May 6.

The authors would like to thank Sarah Lanson for her research assistance. The views presented are solely those of the authors and do not necessarily represent those of the Board of Governors or the staff of the Federal Reserve System.

Reports from the fiscal crisis conference that appear here may also be found at <http://www.taxpolicycenter.org>.

Once again, states and localities are facing severe budgetary pressures and are being forced to take actions to get their fiscal houses in order. Indeed, as measured in the National Income and Product Accounts (NIPA), the sector ran a deficit of about \$50 billion in its aggregate operating budget in 2002, compared with surpluses of about \$40 billion in the late 1990s. In this report, we discuss the major factors contributing to this deterioration, drawing in part on the results of a high-employment budget measure we developed for the state and local sector in the early 1990s and have recently updated. We also compare the current situation with the budget crises of the early 1980s and early 1990s.

I. Recent State and Local Developments

Media reports of deteriorating state and local finances began to break in early 2001, and the stories have continued, taking on a more urgent tone over time. Business cycle and financial market developments have crimped the revenues of many governments, and most states and many localities are facing serious financial difficulties. These difficulties have been compounded by a series of tax reductions in the second half of the 1990s, along with rapid increases in Medicaid outlays in recent years and the relatively slow adjustment of overall spending to the new fiscal realities.

The most comprehensive data for the state and local sector are from the NIPA, which are aggregated across all governmental units and published on a quarterly basis by the Bureau of Economic Analysis.¹ According to the NIPA, state and local governments were running sizable and growing surpluses in their aggregate operating budgets (excluding social insurance funds) in the second half of the 1990s. The surpluses emerged in 1994 and topped out at roughly \$40 billion, on average, in 1998 and 1999 (Chart 1, next page, upper panel). They subsequently shrank to \$18 billion in 2000 and were followed by deep deficits in 2001 and 2002. When measured as a percentage of GDP, the deficit in 2002 was the largest on record (Chart 1, middle panel).

The marked deterioration in state and local budgets over the past couple of years has partly reflected a dramatic shortfall in revenues, which have been damped by weak incomes, a falling stock market, and legislated tax reductions.

The National Conference of State Legislatures (NCSL) and the National Association of State Budget Officers (NASBO) also provide timely information on the sector's fiscal condition, but their focus is on the states' general fund budgets, which are the states' primary operating budgets.² States' general fund

(Text continued on p. 429.)

¹ The main underlying source data for the NIPA are the Bureau of Governmental Finance, which are available with varying lags. When the NIPA underwent their last annual revision (in July 2002), the most recent information on state revenues was for fiscal 2000 (which ended in June 2000), for most states; estimates pending was for fiscal 2000, and on local government revenues and spending was for fiscal 1999. The NIPA estimates for subsequent quarters are based on monthly employment and construction data, information on income tax collections from the Census's Quarterly Summary of State and Local Government Tax Revenue, and extrapolations of historical patterns when no specific high-frequency indications are available.

² In the NIPA, the surplus/deficit for the state and local sector is the difference between the sector's current receipts and current expenditures. In the NCSL/NASBO framework, a government is considered to be in surplus as long as the sum of its current receipts plus accumulated surplus receipts from prior years covers its current expenditures, and to experience a shortfall if this is not the case. A state with a deficit of \$20 million as measured by the NIPA, consequently could use \$20 million of prior surplus receipts to bring the bottom line in the general fund up to \$10 million.

Readings In State And Local Government Problems And Prospects

Raymond Robert Ammarell



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Readings in State and Local Government David C. Saffell, Harry Basehart, 1994 Designed to match the formats of state and local courses this reader develops a problems and prospects theme one which defines the current realities and then examines possible solutions An introductory essay begins each chapter placing readings in context and filling gaps in student understanding A summary following each piece highlights key points The Lanahan Readings in State & Local Government John R. Baker, 2001 **Readings in Unemployment** United States. Congress. Senate. Committee on Unemployment Problems, 1960 Organization Theory and Governance for the 21st Century Sandi Parkes Pershing, Eric K. Austin, 2014-08-21 Applying organization theory to public and governance organizations Organization Theory and Governance for the 21st Century presents readers with a conscious and thoughtful awareness of the history and evolving nature of organizations Authors Sandra Parkes Pershing and Eric Austin address emerging theories rarely touched upon in competing titles and take a deeper look into assumed theories to give the student a chance to critically consider the consequences these embedded assumptions have for organizational practice By providing a consistent theoretical grounding and a clear focus on post traditionalist thinking the book gives students the background they need to analyze organizational settings and take effective action in the unique setting of contemporary governance **Personnel Management in State and Local Governments** United States Civil Service Commission. Library, 1974 Government by the People James MacGregor Burns, Jack Walter Peltason, 1969 **New York Libraries**, 1918 *New York Libraries. a Quarterly Devoted to the Interests of the Libraries of the State*, 1919 *Workbook and Study Outline for Problems of American Democracy* Raymond Robert Ammarell, 1928 *Resources in Education*, 1993 *The Practice of Citizenship in Home, School, Business and Community* Roscoe Lewis Ashley, 1922 List of Books for School Libraries of the State of Oregon, 1917 **The Johns Hopkins University Circular** Johns Hopkins University, 1922 Includes University catalogues President s report Financial report registers announcement material etc *Announcement* Johns Hopkins University. Summer Session, 1911 **State and Local Government Administration** Rabin, 1985-07-30 Addressing the major issues of state and local government administration this introductory core textbook is ideal for courses in State and Local Government Administration State Government Municipal Government Labor Relations Public Budgeting and Decision Making Policy Making and Personnel Administration Offering reliable up to date information this text provides a thorough understanding of state and local government administration and its current general trends Written by leading experts in their respective fields this work contains in depth authoritative examinations of four crucial areas organization and management including management structures at various levels of government such as counties and special districts and leadership functions budgeting decision making and financial management discussing state budgeting functions and limitations and internal and external control mechanisms policy making and policy implementation demonstrating patterns within the executive and legislative branches

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