Online Appendices
Appendix A

Data analyzed and presented in Tables 1, 2, and 3, and in the figures displayed

within Appendixes B and C, were collected as part of a much larger research effort to

assess city government capacity across the United States. As with any large-N, multi-year

analysis of American cities, the collection of consistent, verifiable, annual data is a major

challenge. We are nearing the end of year 1 of a multi-year, multi-pronged process. Not

surprisingly, the sample analyzed and presented is driven in large measure by data

availability. To be included, (1) city officials must have made a "sufficient" number of

Comprehensive Annual Financial Reports (CAFR) available on the city government

website, and (2) they must have included a "sufficient" amount of Full Time Equivalent

(FTE) data within the CAFRs. Conceptually, "sufficient" means: enough data to

effectively map patterns and annual change, from the early 2000s to the mid-2010s.

Operationally, we grabbed all cities who made available at least 12 years of annual FTE

data between 2000 and 2016 (or roughly 70 percent).

The second main criterion we applied to city selection for this paper is

population-based, and the third is based on regional comparison. Cities with sufficient

data were selected based on population size categories used by ICMA. We included cities

with mean population between 250,000 and 1,000,000 for the analysis presented in Table

1 and Figure 1, and between 100,000 and 250,000 for the analysis presented in Table 2

and Figure 2. Each city we analyzed is in a Midwest state (census region 2), with the

exception of two: Pittsburgh and Allentown, two Pennsylvania cities. We excluded cities

from all other Northeastern states (census region 1), even those in the "Rust Belt", due to

the relationship between many city governments – particularly in the more urbanized

states (e.g., Massachusetts, Connecticut, New York) – and school districts. Simply put, many city governments in these states "run" city schools. In the Midwest, we know of only one city government, Chicago city government, that runs its city school district. Rather than subtract school district personnel from our city government capacity measure, we chose to exclude cities in these states altogether. This fundamental difference, based on state policy, inspired us to include Pennsylvania cities into our sample as Pennsylvania cities do not administer city schools. Ultimately, we grabbed all Midwestern cities between 250,000 and 1,000,000, with the exception of five – St. Louis, Columbus, Indianapolis, Milwaukee, and St. Paul do not make FTE data available in their CAFRs. This is a coverage rate of 62 percent. We added Pittsburgh and Buffalo, New York, to round out the sample as these cities have very similar economic histories as Detroit.

Our coverage of mid-sized cities – those between 100,000 and 250,000 – is 50 percent. In other words, 32 Midwestern cities have a 2000-2016 average annual population that fit this population category; we have acceptable data for 16 of them. A simple pairwise comparison of population means of the two groups, yields no meaningful difference between the cities for which we have FTE data and the cities who do not report FTE data in their CAFRs (t = -0.72, p = 0.475).

Figure B1. FTEs per 10,000 Residents (loess, bandwidth=.25), 2000-2016, for Midwestern Cities with Mean Population between 250,000 and 1,000,000.
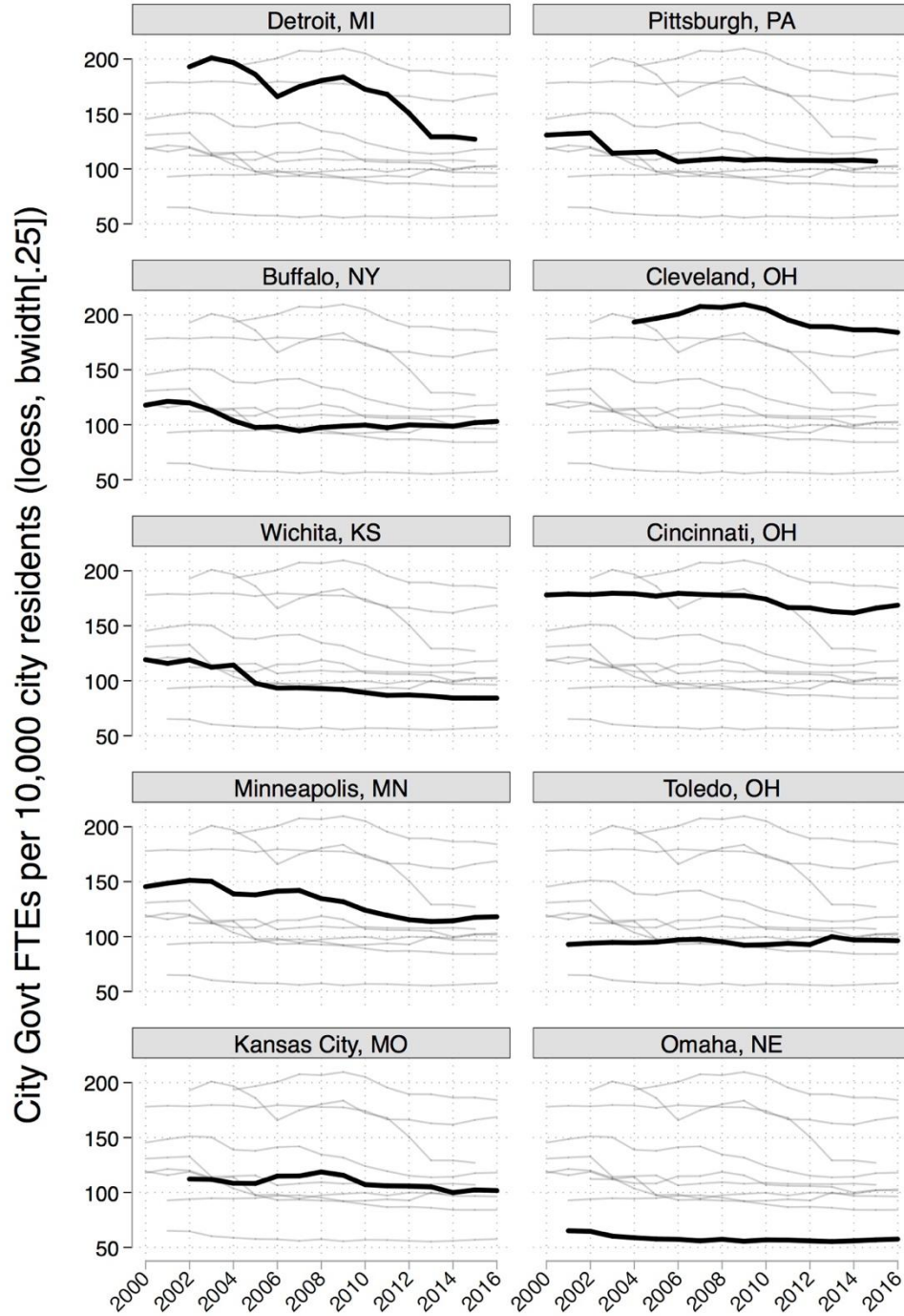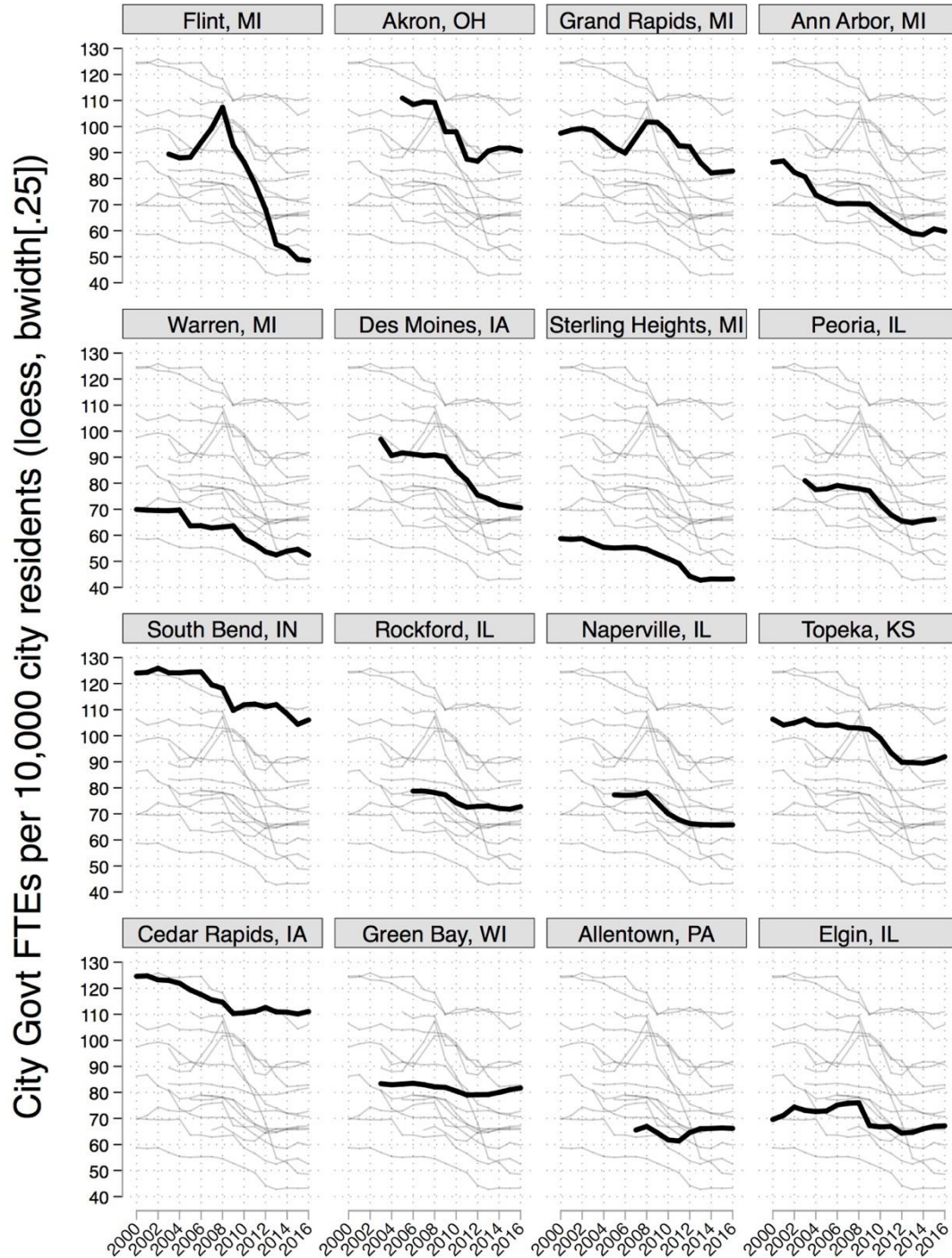

Notes
Panels are sorted by mean annual percent change in City Government FTEs.

Figure C1. FTEs per 10,000 Residents (loess, bandwidth=.25), 2000-2016, for Midwestern Cities with Mean Population between 100,000 and 250,000.

Notes

Panels are sorted by mean annual percent change in City Government FTEs.

Table D1. Coding the Specific Function/Program Categories Listed in Each City's CAFR.

Functional Category [a]	Detroit CAFR Function/Program [b]	Flint CAFR Function/Program [b]
Community and Economic Development	Civic Center	Community & Economic Development/Major Grants
	Workforce Development	
	Planning & Development	
	Housing	
General Government	36th District Court	68th District Court
	Administrative Hearings	Administration
	Auditor General	Assessment
	Board Of Zoning Appeals	Budget Management
	Budget	City Administration
	City Clerk	City Clerk's Office (Including Election Workers)
	City Council	City Council
	Communication & Creative Services	City Market

	Consumer Affairs	Civil Service Commission
	Elections	Equal Opportunity/Contract Compliance
	Finance	Finance Department/Payroll/Retirement
	Human Resources	Human Relations Commission
	Information Technology Services	Human Resources-Personnel & Labor Relations
	Inspector General	Information Services/Data Processing
	Law	Insurance Risk & Benefits Management
	Mayor's Office	Inventory Control/Stockkeepers
	Ombudsman	Legal Department
		Mayor's Office
		Mayor's Office on Human Services
		Ombudsman's Office
		Public Service Attendants
		Treasury/Customer Service/Income Tax
		Union Representatives
Health and Welfare	Environmental	n/a

	Health & Wellness Promotion	
	Human Services	
	Senior Citizens	
	Youth	
Parks, Recreation, and Culture	Arts	Administration
	Cultural Affairs	Facilities Maintenance/Grounds
	General Services	Forestry Division
	Historical	Golf Division
	Library	IMA Sports Arena
	Recreation	Recreation Division
	Zoological Institute	
Public Safety	Fire	Civilians
	Building & Safety	Emergency 9-1-1
	Homeland Security	Fire Department
	Human Rights	Jail-Security Guards/Admin
	Police	Public Works & Utilities Administration
		Sworn Officers

Public Works	Airport	Building Inspections/ Development/Demolition
	Department of Transportation	Engineering
	Municipal Parking	Fleet Management
	Public Lighting	Sewer Maintenance
	Public Works	Street Maintenance
	Water & Sewage Disposal	Traffic Engineering
		Transportation-Director/ Administration
		Utilities Administration
		Waste Collection/Sanitation
		Water Plant
		Water Pollution Control
		Water Service Center

Notes

Cell entries are the functions and programs used to classify and enumerate all Full-time Equivalent Government Employees in each city. We report these functions and programs exactly as they appear in the Operating Information section of each city's CAFR.

[a] Functional categories are sorted alphabetically in ascending order

[b] Functions and programs are sorted alphabetically in ascending order