

REPORT OF THE DEPARTMENT OF HIGHWAY FINANCE

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A SUMMARY OF FINANCIAL SURVEYS IN NINE STATES¹

SYNOPSIS

A summary of the types and sources of taxes levied for highway purposes in nine states and the expenditure of these taxes on the various systems of rural roads and on city streets presents a picture of current methods of highway finance and a set of factual data which may be of value in the economic planning of highways. Important findings of the surveys are tabulated by individual states and in summary tables for the group. A number of suggestions are made for future programs of planned highway finance as suggested by these data and by the immediate problems which exist.

Determination of the policies which ought to prevail in the financing of highways rests to some extent upon the discovery and exposition of facts concerning the character of the highway bill and the sources and disposition of highway funds. Sound recommendations for a planned highway economy necessitate an understanding of current practice.

We now have the results of detailed tax studies in the nine states of Colorado, Illinois, Michigan, Minnesota, New Hampshire, New Mexico, New York, Wisconsin and Wyoming. In these regions there was offered a wide variety of conditions with which to sample highway affairs: differences in population, area, topography, climate, economic development, vehicle registrations, highway programs and taxing policies. A fairly

broad picture has been formed, therefore, of highway transactions pertaining to the period 1930-33.

It was found in the nine states that in general highway users contributed a very considerable portion of the funds expended on state highways, that they paid a lesser part of the county road bill, and that their contributions to local roads and streets were very small. Total expenditures on the several road systems of each state are tabulated according to sources of funds. Direct expenditures, which exclude federal aid, loans and reserves, are also given in the summary tables.

To review briefly the picture of highway financing in nine states, the total spent for highways and streets was \$642,786,286, which was 22.7 per cent of all government disbursements. Of this amount 61.3 per cent was for rural roads and 38.7 per cent for urban streets.

The state highway bill of \$224,487,200 was 34.9 per cent of the grand total. Direct expenditures were approximately \$149,000,000, and 93 per cent of these were motor vehicle taxes. The remaining sum of less than \$10,000,000 were taxes on property, except for a negligible

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amount of miscellaneous general imposts in New Mexico. Three states levied no property taxes for state highways, and more than half the property tax total was accounted for by one state, New York. Loan and reserve funds totaled 42 millions, almost all of which were borrowings to be repaid out of future motor vehicle tax receipts. Federal aid in the nine states amounted to \$33,000,000.

On county roads the \$109,718,500 spent in eight states² consisted of \$99,000,000 in direct expenditures, motor vehicles contributing 29 per cent of this sum, and property taxes 70.3 per cent. The small remainder was made up of miscellaneous general funds.

The township or local road bill in six states³ was approximately 57 millions, 54 of which were direct expenditures financed 89 per cent by property. Motor vehicle taxes were allotted to local township roads in only three states, and most of the \$3,196,000 total was accounted for in New York and Wisconsin.

Of the total expenditure of \$394,000,000 on all rural roads in the nine states, direct expenditures from current taxes were \$305,000,000. This sum included 57 per cent motor vehicle taxes, 31.3 per cent property taxes, and 11.7 per cent miscellaneous general revenue.

Urban⁴ streets accounted for expenditures aggregating \$248,000,000, of which \$186,000,000 were from current taxes and \$156,000,000 were property taxes. Of this contribution from property, 111 millions were in the form of special assessments. This fact raises the question of whether, in the consideration of highway finance, we should take into account

urban streets improved for property service. In the district of Columbia, for example, large expenditures for highway construction in the last few years have been for the development of residential real estate. Such improvements, perhaps, should be considered in the same way as the building of sewers, lighting installations, or the extension of water mains. These are distinctly services to property rather than transportation.

Motor vehicle taxes used for city streets in the nine states totaled 16 millions, and miscellaneous general funds accounted for 14 millions.

It is perhaps too early to draw definite conclusions from these data because what has been done is merely the introduction to a comprehensive study of highway finance. Much more information must be assembled to complete the picture. There are, however, certain implications in the use of taxes for highway purposes that may be of interest and concern to us in the future. One is that with increasing need for the development of highways in metropolitan areas we are bound to use a very much larger percentage of the highway income obtained from gas taxes and motor vehicle revenues for this purpose.

Immediately this raises the question of who shall have the supervision of the expenditure of these funds. We have been operating under the federal aid plan since 1916. In 1921 in conjunction with the state highway departments we laid out a system of main roads, but it was not until the emergency that we were permitted to spend any part of the federal appropriations in cities. Some of the most interesting and beneficial improvements made with emergency funds during the past few years have been inside of the city and metropolitan areas. It now appears that we are moving further in the direction of spending more money in the cities, and that we are facing a political drive for more funds for the

² Omitting New Hampshire, which has no county road system.

³ Omitting Colorado, New Mexico and Wyoming, which have no township road systems.

⁴ The term urban as used in these surveys designates incorporated places.

secondary and even third class roads from the same sources of income. The problem of devoting money to the needs is one question, therefore, and the problem of who shall administer the funds is quite another. From the studies that have been made there is support for the thesis that it is not desirable to break down the administration of the funds from the road user taxes into a large number of divisions, and that we ought to set our faces resolutely to the support of the general administration of these funds by the state highway departments, whether they are devoted to the building of the main rural highways, the secondary roads or to roads within the cities. This does not mean that we should go so far as to leave the engineering organizations of either the cities or the counties out of the picture, where they are competent. It does mean, however, that if we are to have adequate highways in the future, without a vastly increased tax bill on the motorist and on property, we must resolve to place the administration in the hands of a competent single body within the state.

It is hoped that the planning surveys now under way in forty states will form the basis for a logical and efficient administration of the highway program. In behalf of these surveys we solicit the support and cooperation of research workers, and the influence they can bring to bear within the states toward a full utilization of the findings.

SOURCES AND SCOPE OF DATA

The surveys of highway finance here analyzed have been cooperative undertakings of the various State highway departments with the U S Bureau of Public Roads and, in Colorado, New Mexico and Wyoming, with the additional cooperation of the Rocky Mountain Research Council. Facilities for compilation of the data were provided by the University of Wisconsin.

First of the financial studies was that in Wisconsin for 1930, followed by investigations for the same year in Illinois and Michigan. Studies for 1932 included Colorado, Minnesota, New Hampshire, New York and Wyoming, and, for 1932-33, New Mexico. Information was obtained concerning the entire fiscal affairs of the states and their political subdivisions,⁵ with special emphasis on the financing of highways, highway revenues the types of taxes through which they were raised, and the incidence of payments upon rural and urban motor vehicle owners, property holders and the general community, highway expenditures: the amounts, purposes and location of disbursements on the several highway systems and city streets according to the sources of funds. In Colorado, Minnesota, New York and Wisconsin, road-use surveys⁶ established a measure of the services performed by the several road systems and the benefits received by the various classes of drivers.

GENERAL STATISTICS⁷

From the most populous state in the Union, New York, to one of the least, New Mexico, the group had a combined population in 1930 of 32,713,970. The range of population density extended from 264.2 persons per square mile in New York to only 2.3 in New Mexico. In area the largest state, Colorado, was more than ten times the size of New Hampshire, the smallest. Topographically there were such extremes as Illinois, third flattest state in the country, and the Rocky Mountain States; climatically there was dry and sunny New Mexico and the severe winters of northern Michigan and New Hampshire.

Taxable property in the nine states had a combined valuation of sixty-one

⁵ Summary Table A

⁶ See Table 4 for each of these states

⁷ See Table 2 for all states

and a half billion dollars, and motor vehicle registrations numbered 7,338,813. Rural areas, or those territories lying outside incorporated places, accounted for 22.2 per cent of the population, 18.7 per cent of the assessed valuation, and 24.4 per cent of motor vehicle registrations. There was considerable variation in these percentages for the several states. The population of New York, for example, was concentrated 86.4 per cent in urban communities, while the urban population of New Mexico was but 33 per cent of the total. Rural taxable property, which was 73 per cent of the state total in New Mexico, was but 10.1 per cent in New York, urban valuations ranging in accordance from 27 to 89.9 per cent of the total. In Illinois the number of vehicles registered in rural areas was only 13.4 per cent of the total, while Wisconsin's rural vehicles made up 41.4 per cent and New Mexico's 51.7 per cent of registrations in those states. Such altering circumstances as these cannot be omitted from consideration when financial comparison is being made among the several states.

STATE HIGHWAYS

Total expenditures on the nine state highway systems⁸ included \$181,484,200 of motor vehicle imposts, and together with \$42,226,000 of motor vehicle tax reserves and of borrowings to be repaid almost exclusively out of motor taxes, this source of income provided for 80.8 per cent of the state road outlay. Federal aid comprised a further 14.8 per cent of total expenditures, and the remaining 4.4 per cent of the bill was charged to property, with the exception of a negligible amount of miscellaneous imposts appropriated in one state from general funds.

Federal aid allotments varied in amount from as little as \$371,400 in

⁸ Summary Table B and Table 1 for each state

New Hampshire to \$11,401,700 in New York. Expressed as a percentage of total state highway disbursements, these federal payments, which were only 6 per cent of all state road money in New Hampshire, were 41.3 per cent of the total in New Mexico.

Property taxes were not used for state highways in Illinois, Michigan or Minnesota, while in the remaining six states they were but a small part of the total outlay, the largest sum, \$5,632,700 in New York, financing but 8.3 per cent of the New York program. New Mexico was the only state to use money from general funds to meet state highway expenses, but the sum of \$126,100 thus appropriated in place of a specific property tax levy was only 1.8 per cent of total funds.

Loan and reserve funds, most of which were loans, accounted for a considerable part of the money spent on state highways. There were no borrowings in Colorado and Michigan, but in the other seven states this method of financing varied in extent from 16.7 per cent of the total in New York and Wisconsin to 43.2 per cent in Minnesota. It is important to note that future receipts from gasoline taxes or registration fees are used in the repayment of most of the loans made for state highways.

Data concerning direct expenditures on state highways from current taxes (omitting federal aid, loans and reserves) show that of the \$149,087,900 spent, \$139,258,200 were motor vehicle payments, or 93 per cent. Current property and miscellaneous taxes financed the remaining 7 per cent of the program. (Summary Table C.)

Rural residents in the nine states combined paid 24.2 per cent and urban residents 75.8 per cent of the state highway bill. Urban payments were greater than rural in eight of the nine states, the highest proportions being 86.5 per cent of the whole in Illinois and 83.1 per

cent in New York. Only in New Mexico did rural collections exceed urban, being 57.1 per cent of the total.

Road mileages⁹ on the state systems were an approximate 10 per cent of the total rural highway mileage in a majority of the nine states, although the proportion of these roads was as high as 30.3 per cent in New Mexico and as low as 6.1 per cent in Minnesota. The largest mileage of state roads was 12,402 in New York, but three other states, New Mexico, Wisconsin and Illinois each had more than 10,000 miles. The entire state highway systems in New Hampshire and New York had some type of surfacing

COUNTY ROADS

Total expenditures on county roads in eight states were \$109,718,500, or 17 per cent of all street and highway disbursements. Property taxes were the chief source of these funds, but large sums were also available from allotments of state motor vehicle imposts to the counties. Property contributed \$69,654,400, or 64.1 per cent of county road expenditures, the largest of these funds being applied to the New York county system, where \$29,333,000 comprised 76.8 per cent of all such expenditures. Other states financing more than 70 per cent of the county road bill through property levies were Minnesota and New Mexico, while property taxes in Wyoming were but 3 per cent of such disbursements.

Motor vehicle imposts as a source of county road revenue varied from one-fourth to one-third of all expenditures in six states, and were as high as 42.9 per cent of the total in Wyoming and 55.5 per cent in Colorado.

Miscellaneous imposts were appropriated from the general fund for county roads in three states, but were of negligible importance in two of these. In the third, Wyoming, they accounted for 43.1 per cent of total disbursements, and were

used in place of specific highway taxes on property.

Four states, Illinois, Michigan, Minnesota and Wisconsin, used borrowed funds for county road construction, but only in the first two were such funds of any magnitude. Omitting these loans and small amounts of federal aid used in Colorado and Wyoming, the largest proportion of direct expenditures from motor vehicle imposts was 56.2 per cent on Colorado county roads, while all but one state financed more than a fourth of their county road systems with vehicle charges. The smallest proportion of these user taxes expended was 22.3 per cent in New York (Summary Table D).

Urban residents in the eight states paid slightly more than two-thirds of all county road expenditures. In four states there was no extreme spread between the percentages of rural and urban contributions, but in Illinois, Michigan and New York urban taxpayers financed more than 70 per cent of county road expenditure. Urban New Mexicans, on the other hand, paid for less than one-third of that state's county system. Only in this latter state, and in Wyoming, did rural contributions exceed urban.

There were no county roads in New Hampshire, but in Colorado, Wyoming and New Mexico these roads included all rural mileages other than state and federal aid highways. County roads in these three states were accordingly of considerable extent, Colorado, for example, maintaining 40,336 miles. Minnesota, in addition to a large township road system, had 32,126 miles of county roads. More than 90 per cent of Wyoming county roads were unimproved, whereas all of the New York system had some type of surface.

TOWNSHIP ROADS

In the six states having township road systems there was spent a total of

⁹ Table 3 for each state

\$56,947,700, this being 88 per cent of the expenditures on all highways in the nine states. New York spent the largest amount on local rural roads, a total of \$22,531,100, while the second highest sum was \$13,910,900 spent by Wisconsin.

The prime source of township road money was the property tax: general levies and special assessments. The percentage such funds were of the total was as high as 98.8 in Minnesota, 97.1 in Illinois, and 92.0 in New York. Only three states, New Hampshire, New York and Wisconsin, allotted any motor vehicle tax money for local rural roads, these sums ranging from 6.9 per cent to 11.4 per cent of total expenditures. Five of the states borrowed money for township roads, but except for Michigan, where borrowings were 36 per cent of the total, this item was of little importance. Miscellaneous imposts were appropriated from general funds in three states, the only considerable sum, however, being in Wisconsin, where \$2,311,300 was 16.6 per cent of all township road expenditures.

Concerning the incidence of township road taxes on rural and urban taxpayers, rural residents paid the entire bill in Minnesota, and rural payments in Michigan, New Hampshire and New York were more than 90 per cent of the whole. The highest proportion of urban contributions was 21.2 per cent in Illinois.

Figures of direct expenditures from property, vehicle, and miscellaneous taxes on township or local rural roads reveal that in the six states property taxes were the source of 89.1 per cent of all funds expended, miscellaneous funds being 5.0 per cent and motor vehicle imposts 5.9 per cent. (Summary Table E.) In Illinois, Michigan and Minnesota all township expenditures were from property taxes, in Michigan a large part of these being rural special assessments.

The smallest township road system was in New Hampshire, 7,717 miles, 94.6

per cent of which was unsurfaced. Each of the other states had at least 5 times as many such roads, and Minnesota had nearly 10 times as many. Between 60 and 80 per cent of these larger township systems had some type of surfacing.¹⁰

EXPENDITURES ON URBAN STREETS

On the city and village streets of the nine states more funds were spent than on any other road system. Urban street expenditures exceeded those on the state highway systems by about 24 million. In Illinois the urban street bill was \$100,100,200, while Wyoming spent only \$271,100.

Urban streets are financed largely through special assessments against property on the theory of benefits derived from improvements. It has not been possible to segregate general property taxes and special assessments in the expenditure accounts, but the fact that a very large part of the expenditures from property contributions were in the nature of special assessments can be deduced from figures of special assessments levied for collection during the years of the surveys. Total expenditures from property taxes and special assessments were \$155,936,744, and special assessment levies were \$111,653,700, or 71.6 per cent of the total. Without considering whether or not these assessments were collected in full, it is possible to state that the total was of very considerable significance.

In addition to property taxes, which were 83.8 per cent of all direct street expenditures, somewhat less than 14 million dollars were appropriated from general funds, accounting for 7.5 per cent of direct expenditures. (Summary Table G.) Further financial support from allotments of motor vehicle imposts furnished a little over 16 million, or 8.7 per cent of the total. Four states,

¹⁰ Summary Table F combines direct expenditure figures for all rural roads.

however, used no such taxes for urban streets. Although for six states the mileage of urban streets was not known, figures for New York were 16,360 miles, for Wisconsin, 6,560 miles, and for Colorado, 3,073 miles.

size of the community, but that the smaller percentage of through traffic on the streets of large cities accounts for a larger total vehicle mileage. Hence, in Minnesota cities and villages having less than 2,500 population, 67.8 per cent of all

COLORADO—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932

Sources of Funds	Disposition of Funds					Totals
	Federal Aid System	Other State Highways	All State Highways	County Roads	Urban Streets	
Federal Aid ¹						
Rural Areas	\$799,064	\$4,826	\$803,890	\$14,060		\$817,950
Urban Areas	1,303,736	7,874	1,311,610	22,940		1,334,550
Sum	2,102,800	12,700	2,115,500	37,000		2,152,500
Property Taxes ²						
Rural Areas	65,200	183,300	248,500	795,400		1,043,900
Urban Areas	110,500	264,200	374,700	510,600	\$666,400	1,551,700
Sum	175,700	447,500	623,200	1,306,000	666,400	2,595,600
Registration Fees						
Rural Areas	224,070	112,394	336,464	186,460		522,924
Urban Areas	538,073	259,966	798,039	447,760		1,245,799
Sum	762,143	372,360	1,134,503	634,220		1,768,723
Gasoline Tax						
Rural Areas	699,030	338,606	1,037,636	282,540		1,320,176
Urban Areas	1,823,927	894,034	2,717,961	752,240		3,470,201
Sum	2,522,957	1,232,640	3,755,597	1,034,780		4,790,377
Other Imposts & Balances ³						
Urban					1,359,100	1,359,100
Sum					1,359,100	1,359,100
Loans						
Urban					10,000	10,000
Sum					10,000	10,000
Summation						
Rural Areas	1,787,364	639,126	2,426,490	1,278,460		3,704,950
Urban Areas	3,776,236	1,426,074	5,202,310	1,733,540	2,035,500	8,971,350
Grand Total	5,563,600	2,065,200	7,628,800	3,012,000	2,035,500	12,676,300

¹ Distributed on population basis

² Include special assessments. Tax administration costs included as overhead expenditure

³ Municipal taxes not levied specifically for highways

Some data were compiled regarding the amount of through traffic on urban streets. Estimates made from careful sampling reveal that the percentage that through traffic is of total traffic on city streets increases with a decrease in the

travel was in connection with through traffic on the state or county system, while in Minneapolis through traffic was only 27.7 per cent of the whole. Nevertheless, whereas the annual vehicle mileage in the small towns where streets

were maintained by the state was 122-900,000, Minneapolis streets, financed by the city, carried 133,800,000 vehicle miles of through traffic. On New York city streets there was a total of 618,500,000 vehicle miles of through travel, and the

which was on village streets constructed and maintained as part of the state highway system. Such data indicate the need for a policy of State motor vehicle tax awards to municipalities for the maintenance of streets serving through traffic.

COLORADO—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations 1934	Taxable Valuation 1931	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	393,299	84,368	\$566,204,800	\$3,556,400	\$10,640,800	\$3,704,950
Urban	642,492	201,492	710,552,900	8,448,400	2,035,500	8,971,350
Total	1,035,791	285,860	1,276,757,700	12,004,800	12,676,300	12,676,300

COLORADO—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
Federal Aid	3,571	6.8	776	22.8
Other State	5,614	10.7	3,452	62.4
County	40,356	76.5	34,654	85.9
Urban	3,073	6.0		
Total	52,614	100.0	38,882	78.9

I COLORADO, 1932

Second largest in area of the nine states surveyed, and varying in climate and topography from the southern plains to the rocky mountains, Colorado is endowed by nature with a diversity of road building problems. A total population of 1,035,791 or 9.1 persons per square mile owns taxable property assessed at \$1,276,757,700. Rural areas account for 38 per cent of the inhabitants, 29.5 per cent of motor vehicles, and 44.3 per cent of assessed valuations.

Of the total tax bill levied by all units of government for all purposes in Colorado, totalling \$63,195,300, 19 per cent was for highway purposes, or \$12,004,800. Of this sum 63.3 per cent were motor vehicle imposts, the largest part of which were receipts from the 4 cent gasoline tax. Urban areas contributed 70.4 per cent of highway taxes, 70.8 per cent of highway expenditures and 76.7 per cent of total travel.

Expenditures of \$12,676,300 on Colorado streets and highways were 22.2 per cent of all expenditures made by the various governmental agencies. Eighty-four per cent of this amount was spent on rural highways of which 38,882 miles were unsurfaced. This earth-road mile-

COLORADO—TABLE 4
PERCENTAGE DISTRIBUTION
OF TRAFFIC

Origin	Highway System				
	Federal Aid	State	County	Local City Streets	All Highways
Rural Residents	21.6	45.4	63.0	3.7	23.3
Urban Residents	78.4	54.6	37.0	96.3	76.7
Total	100.0	100.0	100.0	100.0	100.0

state awarded to the city more than 5 million dollars of gasoline taxes and registration fees, while on other city and village streets in New York State the total through traffic was 2,154,100,000 vehicle miles, less than one-fourth of

age was 78.9 per cent of all highways and streets

II ILLINOIS, 1930

Third flattest state in the Union and one of extreme temperature range, Illinois

square mile Eighty-two per cent of all persons live in urban places, owning 86.6 per cent of Illinois' 1,642,628 vehicles and 74 per cent of its \$7,718,657,700 property values

Total taxes levied by the taxing jur-

ILLINOIS—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1930

Sources of Funds	Disposition of Funds					Totals
	State Highways	County Roads	Township Roads	Urban Streets	Tax Administration Costs	
Federal Aid ¹						
Rural Areas	\$1,517,353					\$1,517,353
Urban Areas	2,572,547					2,572,547
Sum	4,089,900					4,089,900
Property Taxes ²						
Rural Areas		\$3,051,700	\$6,831,700			9,883,400
Urban Areas		3,812,100	1,840,800	\$47,451,700		53,104,600
Sum		6,863,800	8,672,500	47,451,700		62,988,000
Registration Fees						
Rural Areas	1,876,514				\$82,712	1,959,226
Urban Areas	13,256,666				584,324	13,840,990
Sum	15,133,180				667,036	15,800,216
Gasoline Tax ³						
Rural Areas	1,694,686	467,800			7,103	2,169,589
Urban Areas	16,358,934	4,788,700			72,702	21,220,336
Sum	18,053,620	5,256,500			79,805	23,389,925
Wheel Taxes						
Urban				7,174,500		7,174,500
Sum				7,174,500		7,174,500
Loans and Reserves						
Rural Areas	389,905	1,257,826	208,555			1,856,286
Urban Areas	2,754,495	3,461,974	56,445	45,474,000		51,746,914
Sum	3,144,400	4,719,800	265,000	45,474,000		53,603,200
Summation						
Rural Areas	5,478,458	4,777,326	7,040,255		89,815	17,385,854
Urban Areas	34,942,642	12,062,774	1,897,245	100,100,200	657,026	149,659,887
Grand Total	40,421,100	16,840,100	8,937,500	100,100,200	746,841	167,045,741

¹ Distributed on population basis

² Include urban special assessments.

³ Includes \$280,700 oil inspection fees

has a total rural highway system of 97,234 miles With 7,630,654 inhabitants mostly concentrated in the southern part of the State and in urban places, population density is high at 115.7 persons per

square mile dictions of Illinois were \$582,407,100 in 1930, of which more than 150 million dollars were imposed specifically for highways Property taxes accounted for 63.9 per cent of this total, the balance

being imposts on motor vehicles. Allocating these sums to rural and urban tax payers, the former contributed 11.3 per cent of the total, the latter 88.7 per cent.

Illinois expenditures for all purposes were approximately 550 million dollars, \$167,045,741 of which went for streets and highways. This was 30.3 per cent of the total. Sixty-six and a half per cent of highway expenditures were made on rural roads, and 11.3 per cent were the contributions of rural residents. Of the total rural highway system 71,732 miles were unsurfaced.

upper peninsula and the more temperate south. Total population of the state was 4,842,325 and property valuations amounted to \$8,447,141,100, rural areas accounting for 25.7 per cent of the former and 21 per cent of the valuation.

Taxes of \$111,853,900 levied for Michigan highways and streets were 29 per cent of all taxes imposed by all units of government for all purposes. Special assessments in this state were levied on rural property as well as urban, a fact which was found to exist elsewhere only in New Mexico, and there in relatively

ILLINOIS—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	1,343,659	220,639	\$2,006,851,002	\$16,996,900	\$66,945,541	\$17,385,854
Urban	6,286,995	1,421,989	5,711,806,698	133,269,800	100,100,200	149,659,887
Total	7,630,654	1,642,628	7,718,657,700	150,266,700	167,045,741	167,045,741

ILLINOIS—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
State	10,098	10.4	2,268	22.4
County	17,369	17.9	11,060	63.7
Township	69,767	71.7	58,404	83.7
Total	97,234	100.0	71,732	74.0

insignificant amounts. Of all governmental expenditures, totalling \$417,899,500, 25.4 per cent were for Michigan's 85,409 miles of rural roads and an undetermined mileage of city streets. There were 44,336 miles of rural roads unsurfaced, or 52 per cent of the total. Expenditures on rural roads were 64.8 per cent and rural contributions were 20.7 per cent of all highway expenditures.

III MICHIGAN, 1930

With both agricultural and manufacturing enterprise concentrated in southern sections, and with summer recreational attractions luring the out-of-state visitor to the less developed north, Michigan highway requirements vary appreciably. Topographically the entire state is of level or rolling glacial surface with no hills of any height, but climatic conditions allow for no such similarity between the heavy snow areas of the

IV MINNESOTA, 1932

With 111,475 miles of rural roads, Minnesota has a greater highway mileage than any of the other nine states. Except for a few ranges of hills the state is comparatively level. Winters are quite severe, and the normal annual temperature range is 110 degrees. Of the 2,563,953 residents, 37.7 per cent live in rural areas, but the population throughout the state is quite unevenly distributed, 25 per cent of the total area containing only 5 per cent of the population. The

distribution of wealth also varies considerably in various sections Although 42.9 per cent of the total valuation was Large areas of sub-marginal lands lower the taxable valuation to \$1,884,238,200 Highway taxes of \$39,682,100 were

MICHIGAN—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1930

Sources of Funds	Disposition of Funds					
	State Highways	County Roads	Township Roads	Urban Streets	Tax Administration Costs	Total
Federal Aid ¹						
Rural Areas	\$1,420,100					\$1,420,100
Urban Areas	1,513,900					1,513,900
Sum	2,934,000					2,934,000
Property Taxes ²						
Rural Areas		\$5,812,400	\$3,675,900			9,488,300
Urban Areas		11,083,900	337,200	\$25,026,500		36,447,600
Sum		16,896,300	4,013,100	25,026,500		45,935,900
Registration Fees ¹						
Rural Areas	3,504,668	720,811			\$226,670	4,452,149
Urban Areas	13,033,672	2,792,909			842,530	16,669,111
Sum	16,538,340	3,513,720			1,069,200	21,121,260
Gasoline Tax						
Rural Areas	2,644,332	543,889			7,866	3,196,087
Urban Areas	11,108,328	2,172,391			33,534	13,314,253
Sum	13,752,660	2,716,280			41,400	16,510,340
Loans and Reserves						
Rural Areas		1,385,700	2,059,939			3,445,639
Urban Areas		3,673,300	191,361	12,475,900		16,340,561
Sum		5,059,000	2,251,300	12,475,900		19,786,200
Summation						
Rural Areas	7,569,100	8,462,800	5,735,839		234,536	22,002,275
Urban Areas	25,655,900	19,722,500	528,561	37,502,400	876,064	84,285,425
Grand Total	33,225,000	28,185,300	6,264,400	37,502,400	1,110,600	106,287,700

¹ Distributed on population basis

² Include rural and urban special assessments

MICHIGAN—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	1,245,950	338,950	\$1,773,958,100	\$25,224,400	\$68,785,300	\$22,002,275
Urban	3,596,375	1,039,264	6,673,183,000	86,629,500	37,502,400	84,285,425
Total	4,842,325	1,378,214	8,447,141,100	111,853,900	106,287,700	106,287,700

in rural areas, as much as 45 per cent was owned within 3 counties comprising only 9 per cent of the total area of the state.

obtained from property and motor vehicle owners in nearly equal amounts Rural contributions were 42.5 per cent, urban

MICHIGAN—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
State	7,790	9 1	246	3 1
County	17,302	20 3	415	2 4
Local Rural	60,317	70 6	43,675	72 5
Total	85,409	100 0	44,336	52 0

57 5 per cent The total was 23 4 per cent of all taxes imposed for all purposes

Funds expended on highways and streets amounted to \$56,113,700 or 32 per cent of the \$175,488,500 of public funds disbursed during 1932 Of this highway money 87 6 per cent was spent on rural roads, whereas rural areas contributed 36 3 per cent of the funds and 29 4 per cent of all highway travel The

MINNESOTA—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932

Sources of Funds	Disposition of Funds					Totals
	State Highways	County Roads	Township Roads	Urban Streets	Tax Administration Costs	
Federal Aid ¹						
Rural Areas	\$1,680,400					\$1,680,400
Urban Areas	2,776,800					2,776,800
Sum	4,457,200					4,457,200
Property Taxes ²						
Rural Areas		\$4,830,000	\$3,850,800			8,680,800
Urban Areas		4,460,600		\$2,710,100		7,170,700
Sum		9,290,600	3,850,800	2,710,100		15,851,500
Registration Fees						
Rural Areas	2,434,200				\$124,413	2,558,613
Urban Areas	4,746,500				242,587	4,989,087
Sum	7,180,700				367,000	7,547,700
Gasoline Tax						
Rural Areas	1,829,100	917,300			3,877	2,750,277
Urban Areas	4,821,900	2,418,200			10,223	7,250,323
Sum	6,651,000	3,335,500			14,100	10,000,600
Other Imposts ³						
Urban Areas				4,257,600		4,257,600
Sum				4,257,600		4,257,600
Loans						
Rural Areas	3,390,000	16,300				3,406,300
Urban Areas	6,610,000	78,300				6,688,300
Sum	10,000,000	94,600				10,094,600
Reserves						
Rural Areas	1,274,100		43,500			1,317,600
Urban Areas	2,586,900					2,586,900
Sum	3,861,000		43,500			3,904,500
Summation						
Rural Areas	10,607,800	5,763,600	3,894,300		128,290	20,393,990
Urban Areas	21,542,100	6,957,100		6,967,700	252,810	35,719,710
Grand Total	32,149,900	12,720,700	3,894,300	6,967,700	381,100	56,113,700

¹ Distributed on population basis

² Include urban special assessments

³ Appropriations from municipal general funds

58,848 miles of unsurfaced Minnesota rural roads were 52.8 per cent of the total

V NEW HAMPSHIRE, 1932

Less than one-fifth the size of any of the other nine states, New Hampshire had a population of 465,293, more than 25 per cent of which is located in rural

land is of little or no economic value, revenues from property taxes are thereby diminished, but in the summer months vacationers, accounting for as much as half the traffic on the main roads, are the source of considerable highway revenue

Of the total tax bill of \$27,089,600

MINNESOTA—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	966,819	280,602	\$808,338,188	\$16,880,000	\$49,146,000	\$20,393,990
Urban	1,597,134	424,294	1,075,900,012	22,802,100	6,967,700	35,719,710
Total	2,563,953	704,896	1,884,238,200	39,682,100	56,113,700	56,113,700

MINNESOTA—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
State	6,772	6.1	66	1.0
County	32,126	28.8	8,852	27.5
Town	72,577	65.1	49,930	68.8
Total	111,475	100.0	58,848	52.8

MINNESOTA—TABLE 4
PERCENTAGE DISTRIBUTION OF TRAFFIC

Origin	Highway System Used			
	State	County	Local Roads & Streets	All Highways
Rural Residents	28.0	61.8	13.3	29.4
Urban Residents	72.0	38.2	86.7	70.6
Total	100.0	100.0	100.0	100.0

sections Of the \$623,381,900 assessed valuation of its taxable property, 29.4 per cent was rural Physical characteristics of the state exert important influence upon highway problems, construction being made difficult by severe topography, and maintenance being affected by rigorous winters Because much of the

imposed by all the units of government in New Hampshire, 30.2 per cent or \$8,202,300 were taxes for highways This sum includes motor vehicle imposts of \$4,757,000, which were the only specific highway levies, and 41 per cent of property taxes and miscellaneous general imposts such as poll taxes, insurance taxes, and railroad taxes This is the only state studied which levied no special assessments

Expenditures on all highways and streets totalled \$9,209,800, which was 33.5 per cent of all expenditures by all units of government Of these highway funds 83.4 per cent were spent on rural roads, rural residents paying 32.7 per cent of all funds Of New Hampshire's 11,750 miles of highways, 70 per cent or 8,246 miles were unsurfaced There were no county roads

VI NEW MEXICO, 1932-33

Fourth largest in area in the United States, and the largest of the group investigated, New Mexico had a population of 423,317 in 1930, or 3.5 per sq mi Here also was found the largest proportion of rural inhabitants, 67 per cent living in unincorporated areas Taxable property was assessed at \$315,074,300, and 73 per cent of the total was situated

NEW HAMPSHIRE—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932

Sources of Funds	Disposition of Funds						
	State Highways	State-Aid Highways	All State Highways	Local Roads	Urban Streets	Tax Administration Costs	Total
Federal Aid¹							
Rural Areas	\$95,700		\$95,700				\$95,700
Urban Areas	275,700		275,700				275,700
Sum	371,400		371,400				371,400
Property Taxes²							
Rural Areas	10,100	\$233,500	243,600	\$978,400			1,222,000
Urban Areas	1,700	43,900	45,600		\$1,252,800		1,298,400
Sum	11,800	277,400	289,200	978,400	1,252,800		2,520,400
Registration Fees³							
Rural Areas	157,700	238,900	396,600	39,300		\$18,788	454,688
Urban Areas	473,200	716,800	1,190,000	121,900		58,212	1,370,112
Non-Residents	76,400	115,800	192,200				192,200
Sum	707,300	1,071,500	1,778,800	161,200		77,000	2,017,000
Gasoline Tax							
Rural Areas	200,500	244,500	445,000			835	445,835
Urban Areas	659,000	811,300	1,470,300			2,765	1,473,065
Non-Residents	109,100	134,700	243,800				243,800
Sum	968,600	1,190,500	2,159,100			3,600	2,162,700
Other Imposts⁴							
Rural Areas				153,400			153,400
Urban Areas					282,600		282,600
Sum				153,400	282,600		436,000
Loans							
Rural Areas	205,400		205,400				205,400
Urban Areas	681,400		681,400				681,400
Non-Residents	113,200		113,200				113,200
Sum	1,000,000		1,000,000				1,000,000
Reserves							
Rural Areas	89,500	40,900	130,400	116,500			246,900
Urban Areas	281,800	128,900	410,700				410,700
Non-Residents	30,700	14,000	44,700				44,700
Sum	402,000	183,800	585,800	116,500			702,300
Summation							
Rural Areas	758,900	757,800	1,516,700	1,287,600		19,623	2,823,923
Urban Areas	2,372,800	1,700,900	4,073,700	121,900	1,535,400	60,977	5,791,977
Non-Residents	329,400	264,500	593,900				593,900
Grand Total	3,461,100	2,723,200	6,184,300	1,409,500	1,535,400	80,600	9,209,800

¹ Distributed on population basis

² No special assessments in New Hampshire.

³ \$395,000 of miscellaneous motor vehicle fees (drivers' licenses, fines, transfer fees etc) are included in Registration Fees

⁴ Taxes on savings banks, insurance, intangibles, railroads, etc , and \$91,000 of motor vehicle permit fees not possible to segregate otherwise Balance of permit fees (\$422,000) was credited to general fund

in rural areas. Of all street and highway taxes totalling \$3,001,800, 89.1 per cent was provided by motor vehicle imposts and the balance from property, the total sum being paid in approximately equal amounts by rural and urban residents. The funds collected for highway purposes were 13.9 per cent of all tax levies, there also being additional sums of vehicle taxes diverted to other than highway purposes.

Expenditures on the 33,708 miles of rural highways and an undetermined mileage of city streets was \$7,691,600, or 35.6 per cent of total public expenditures of \$21,583,100. Over 95 per cent of the money spent on highways was in rural areas, which were charged with

been a barrier to road construction demanded by pleasure drivers.

Property in the state is assessed at over 35 billion dollars, 80.5 per cent being urban.

The \$127,723,200 of highway taxes levied in New York amounted to only 10.5 per cent of the total tax bill of \$1,212,571,800, and motor vehicle owners contributed 63.9 per cent of such taxes. The balance was obtained from general property taxes and special assessments. Rural areas paid 20.4 per cent of all highway tax levies.

Current expenditures for highways and streets, \$215,583,200, were 15.8 per cent of all government disbursements. These sums were spent on 100,593 miles of roads

NEW HAMPSHIRE—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	120,259	26,911	\$183,277,600	\$2,150,000	\$7,674,400	\$2,823,923
Urban	345,034	77,472	440,104,300	5,561,900	1,535,400	5,791,977
Total	465,293	104,383	623,381,900	7,711,900	9,209,800	8,615,900*

* Balance from non-residents

54.9 per cent of the bill. Of the rural highway mileage, 291,128 miles or 86.4 per cent were unsurfaced.

VII NEW YORK, 1932

Overshadowing all other highway problems in the state of New York is the concentration within its boundaries of more than one-tenth the total population of the United States. The fact that fifty per cent of the 12,588,066 inhabitants live within the units of New York city and that altogether 86.4 per cent are in urban places makes New York first among the states studied in the proportion of its population which is urban. Second most influential in highway affairs are the Catskills and Adirondacks, where rugged topography has

NEW HAMPSHIRE—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
State	1,596	13.6		
State-Aid	1,437	12.2		
Town	8,717	74.2	8,246	94.6
Total	11,750	100.0	8,246	70.0

and streets, of which 42,959 miles of local roads were unsurfaced. Expenditures on rural roads were 59.8 per cent of the total highway bill, rural residents paying 20.6 per cent of all these funds expended and contributing 18.2 per cent of all highway travel.

NEW MEXICO—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932-33

Sources of Funds	Disposition of Funds			
	State Highways	County Roads	Urban Streets	Totals
Federal Aid¹				
Rural Areas	\$1,923,905			\$1,923,905
Urban Areas	947,595			947,595
Sum	2,871,500			2,871,500
Property Taxes²				
Rural Areas	113,700	210,400		324,100
Urban Areas	42,000	79,800	345,800	467,600
Sum	155,700	290,200	345,800	791,700
Registration Fees				
Rural Areas	177,405	51,600		229,005
Urban Areas	216,735	55,000		271,735
Sum	394,140	106,600		500,740
Gasoline Tax				
Rural Areas	1,094,395			1,094,395
Urban Areas	1,139,065		2,000	1,141,065
Sum	2,233,460		2,000	2,235,460
Other Imposts				
Rural Areas	84,400	4,300		88,700
Urban Areas	41,700	2,500	11,000	55,200
Sum	126,100	6,800	11,000	143,900
Loans and Reserves				
Rural Areas	562,667			562,667
Urban Areas	585,633			585,633
Sum	1,148,300			1,148,300
Summation				
Rural Areas	3,956,472	266,300		4,222,772
Urban Areas	2,972,728	137,300	358,800	3,468,828
Grand Total	6,929,200	403,600	358,800	7,691,600

¹ Distributed on population basis

² Include urban special assessments Tax administration costs included as overhead expenditure

NEW MEXICO—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	283,708	39,000	\$229,961,900	\$1,486,000	\$7,332,800	\$4,222,772
Urban	139,609	36,426	85,112,400	1,515,800	358,800	3,468,828
Total	423,317	75,426	315,074,300	3,001,800	7,691,600	7,691,600

NEW MEXICO—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
Federal Aid	3,507	10 4	876	25 0
Other State	6,773	20 1	6,336	93 5
County	23,428	69 5	21,916	93 5
Total	33,708	100 0	29,128	86 4

VIII WISCONSIN, 1930

Selected to be the first state for a study of highway finance because it is representative of the middle west and of decentralized highway development, Wisconsin has such characteristics of consequence in road building as a rolling topography, heavy snowfall, a single large urban community, and a climate and lake region attractive to summer

NEW YORK—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932

Sources of Funds	Disposition of Funds				
	State Highways	County Roads	Local Roads	Urban Streets	Totals
Federal Aid					
Rural Areas	\$1,550,631				\$1,550,631
Urban Areas	9,851,069				9,851,069
Sum	11,401,700				11,401,700
Property Taxes ¹					
Rural Areas	1,780,000	\$9,269,200	\$20,436,700		31,485,900
Urban Areas	3,852,700	20,063,800	283,556	\$75,226,744	99,426,800
Sum	5,632,700	29,333,000	20,720,256	75,226,744	130,912,700
Registration Fees ²					
Rural Areas	3,491,650	702,434	163,291	856,376	5,213,751
Urban Areas	17,684,636	3,453,983	814,500	4,271,628	26,224,747
Sum	21,176,286	4,156,417	977,791	5,128,004	31,438,498
Gasoline Tax					
Rural Areas	1,964,450	665,966	90,706	475,707	3,196,829
Urban Areas	10,959,564	3,729,917	506,047	2,653,945	17,849,473
Sum	12,924,014	4,395,883	596,753	3,129,652	21,046,302
Other Imposts					
Rural Areas		120,900	236,300		357,200
Urban Areas		278,200		3,189,000	3,467,200
Sum		399,100	236,300	3,189,000	3,824,400
Loans and Reserves					
Rural Areas	2,713,536				2,713,536
Urban Areas	14,246,064				14,246,064
Sum	16,959,600				16,959,600
Summation					
Rural Areas	11,500,267	10,758,500	20,926,997	1,332,083	44,517,847
Urban Areas	56,594,033	27,525,900	1,604,103	85,341,317	171,065,353
Grand Total	68,094,300	38,284,400	22,531,100	86,673,400	215,583,200

¹ Include urban special assessments Property taxes spent on state highways arise from county participation in state road maintenance

² On state roads registration fees include miscellaneous motor vehicle imposts Tax administration costs included as overhead expenditure

visitors The population of the state was 2,939,006, motor vehicle registration 794,404, and assessed valuation \$5,896,513,000 Of these items rural areas account for 37.1 per cent, 41.4 per cent and 37 per cent respectively

The incidence of highway levies was 43.3 per cent rural and 56.7 per cent urban, and the total was 25.1 per cent of all levies by all government units within the state Total Wisconsin public expenditures were \$202,377,000 of which

NEW YORK—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	1,712,065	448,446	\$3,558,877,300	\$26,051,200	\$128,909,800	\$44,517,847
Urban	10,876,001	1,847,617	31,542,328,300	101,434,200	86,673,400	171,065,358
Total	12,588,066	2,296,063	35,101,205,600	127,485,400	215,583,200	215,583,200

NEW YORK—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced miles	
	Total	Per Cent	Total	Per Cent
State	12,402	12.3	2	
County	11,805	11.7		
Local Rural	60,025	60.0	42,958	71.5
Urban	16,360	16.0		
Total	100,592	100.0	42,960	51.0 ¹

¹ Per cent of rural mileage unsurfaced

NEW YORK—TABLE 4
PERCENTAGE DISTRIBUTION OF TRAFFIC

Origin	Highway System			
	State	County	Local	All Highways
Rural Residents ¹	28.1	43.7	6.2	18.2
Urban Residents	71.9	56.3	93.8	81.8
Total	100.0	100.0	100.0	100.0

¹ Includes "strictly rural" and "suburban"

Highway taxes levied in Wisconsin in 1930 totalled \$53,186,000, of which 60 per cent were on property and 40 per cent on motor vehicles Shares of the motor vehicle taxes were distributed to all highway systems and to urban streets

\$62,147,945 was spent on roads and streets, or 30.7 per cent Seventy-nine per cent of highway expenditures were on rural roads, rural residents contributing 42.2 per cent of all highway funds expended and 31.9 per cent of all highway travel

There were 89,539 miles of roads and streets in the state, of which 76.6 per cent were unsurfaced

IX WYOMING, 1932

Wyoming is the least populous of the nine states studied, having 225,565 residents, or 2.3 per sq mile The population was distributed between rural and urban areas in approximately equal numbers Wealth, however, was not so evenly shared, rural areas accounting for 70.6 per cent of the \$270,969,200 value of taxable property Urban residents, on the other hand, owned 60.2 per cent of the 56,939 motor vehicles

Highway taxes of \$2,654,400, 79.8 per cent of which were motor vehicle contributions, were 18.2 per cent of all Wyoming taxes Rural areas paid only 31 per cent of these imposts for roads and streets

The sum of \$6,030,300 was spent on highways and streets during the year

WISCONSIN—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1930

Sources of Funds	Disposition of Funds					Totals
	State Highways	County Roads	Township Roads	Urban Streets	Tax Administration Costs	
Federal Aid ¹						
Rural Areas	\$1,131,438					\$1,131,438
Urban Areas	1,918,262					1,918,262
Sum	3,049,700					3,049,700
Property Taxes						
Rural Areas	1,616,400	\$3,114,900	\$9,070,700			13,802,000
Urban Areas	1,315,100	2,534,200	928,700	\$3,114,600		7,892,600
Sum	2,931,500	5,649,100	9,999,400	3,114,600		21,694,600
Registration Fees ²						
Rural Areas	3,095,157	648,560	305,477	140,419	\$308,150	4,497,763
Urban Areas	6,040,447	1,265,690	596,196	273,985	543,094	8,719,412
Sum	9,135,604	1,914,250	901,673	414,404	851,244	13,217,175
Gasoline Tax ³						
Rural Areas	1,917,243	401,740	189,223	86,981	4,890	2,600,077
Urban Areas	3,741,653	784,010	369,304	169,715	11,411	5,076,093
Sum	5,658,896	1,185,750	558,527	256,696	16,301	7,676,170
Other Imposts ⁴						
Rural Areas			2,311,300			2,311,300
Urban Areas				4,736,800		4,736,800
Sum			2,311,300	4,736,800		7,048,100
Loans ⁵						
Rural Areas	1,403,648	385,700	126,980			1,916,328
Urban Areas	2,739,352	314,300	13,020	4,479,200		7,545,872
Sum	4,143,000	700,000	140,000	4,479,200		9,462,200
Summation						
Rural Areas	9,163,886	4,550,900	12,003,680	227,400	303,040	26,248,906
Urban Areas	15,754,814	4,898,200	1,907,220	12,774,300	564,505	35,899,039
Grand Total	24,918,700	9,449,100	13,910,900	13,001,700	867,545	62,147,945

¹ Distributed on population basis

² Vehicle and drivers' license fees, bus and truck permits, and ton-mile taxes included in registration fees

³ Gasoline inspection tax included in gasoline tax

⁴ Income taxes and other imposts not levied specifically for highways

⁵ Include urban special assessments

WISCONSIN—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	1,090,371	332,379	\$2,181,709,810	\$23,035,200	\$49,118,067	\$26,248,906
Urban	1,848,635	462,025	3,714,803,190	30,150,800	13,029,878	35,899,039
Total	2,939,006	794,404	5,896,513,000	53,186,000	62,147,945	62,147,945

WISCONSIN—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
State	10,218	11 4	858	8 4
County	13,827	15 4	4,549	32 9
Town	58,934	65 9	37,953	64 4
Urban	6,560	7 3		
Total	89,539	100 0	43,360	52 2¹

¹ Per cent of rural mileage unsurfaced

1932, this being 34 5 per cent of all expenditures Over 95 per cent of the total was used for rural roads, residents of rural areas being charged with 41 7 per cent of the bill There were 37,428 miles of rural roads in Wyoming, and 33,947, or 90 7 per cent, were not surfaced

WISCONSIN—TABLE 4
PERCENTAGE DISTRIBUTION OF TRAFFIC

Place of Ownership	State Roads	County Roads	Local Roads	Urban Streets	All Highways
Rural	35 7	51 6	63 5	3 8	31 9
Urban	64 3	48 4	36 5	96 2	68 1
Total	100 0	100 0	100 0	100 0	100 0

WYOMING—TABLE 1
HIGHWAY EXPENDITURES AND SOURCES OF FUNDS, 1932

Sources of Funds	Disposition of Funds					Totals
	Federal Aid System	Other State Highways	All State Highways	County Roads	Urban Streets	
Federal Aid ¹						
Rural Areas	\$905,434		\$905,434	\$44,348		\$949,782
Urban Areas	976,966		976,966	47,852		1,024,818
Sum	1,882,400		1,882,400	92,200		1,974,600
Property Taxes ²						
Rural Areas	46,700		46,700	15,200		61,900
Urban Areas	24,600		24,600	10,200	\$142,100	176,900
Sum	71,300		71,300	25,400	142,100	238,800
Registration Fees						
Rural Areas	206,524	\$4,624	211,148			211,148
Urban Areas	304,675	6,821	311,496			311,496
Sum	511,199	11,445	522,644			522,644
Gasoline Tax						
Rural Areas	360,076	8,076	368,152	118,800		486,952
Urban Areas	692,025	15,479	707,504	235,700		943,204
Sum	1,052,101	23,555	1,075,656	354,500		1,430,156
Other Imposts ³						
Rural Areas				250,600		250,600
Urban Areas				100,600	129,000	229,600
Sum				351,200	129,000	480,200
Loans and Reserves						
Rural Areas	558,004	1,090	559,094			559,094
Urban Areas	823,196	1,610	824,806			824,806
Sum	1,381,200	2,700	1,383,900			1,383,900
Summation						
Rural Areas	2,076,738	13,790	2,090,528	428,948		2,519,476
Urban Areas	2,821,462	23,910	2,845,372	394,352	271,100	3,510,824
Grand Total	4,898,200	37,700	4,935,900	823,300	271,100	6,030,300

¹ Distributed on population basis

² Include rural and urban special assessments

³ Estimated amounts from general budget appropriations Tax administration costs included as overhead expenditure

WYOMING—TABLE 2
GENERAL STATISTICS

	Population	Motor Vehicle Registrations	Taxable Valuation	Highway Taxes Paid	Highway Expenditures Received	Highway Expenditures Contributed
Rural	108,601	22,640	\$191,267,400	\$841,500	\$5,759,200	\$2,519,476
Urban	116,964	34,299	79,701,800	1,812,900	271,100	3,510,824
Total	225,565	56,939	270,969,200	2,654,400	6,030,300	6,030,300

WYOMING—TABLE 3
HIGHWAY MILEAGE

System	Miles		Unsurfaced Miles	
	Total	Per Cent	Total	Per Cent
Federal Aid	3,219	8 6	607	18 8
Other State	170	0 5	100	59 3
County	34,039	90 9	33,240	97 7
Total	37,428	100 0	33,947	90 7

SUMMARY TABLES

- A Highway Taxes and Expenditures and their Relation to all Government Taxes and Expenditures
- B Total Expenditures by Highway Systems
- C Direct Expenditures on State Highways by Sources of Funds
- D Direct Expenditures on County Roads by Sources of Funds
- E Direct Expenditures on Township or Local Roads by Sources of Funds
- F Direct Expenditures on All Rural Roads by Sources of Funds
- G Direct Expenditures on Urban Streets by Sources of Funds
- Note "Direct Expenditures" exclude federal aid, loans and reserves

SUMMARY TABLE A

TOTAL OF ALL TAXES LEVIED AND ALL FUNDS EXPENDED¹ BY ALL UNITS OF GOVERNMENT IN NINE STATES, AND THE RELATION OF THESE TO SPECIFIC HIGHWAY TAXES AND TOTAL HIGHWAY EXPENDITURES

State	Taxes Levied			Funds Expended		
	For All Purposes	For Highways	Per Cent for Highways	For All Purposes	For Highways	Per Cent for Highways
Colorado	\$63,195,300	\$12,004,800	19 0	\$57,103,100	\$12,676,300	22 2
Illinois	582,407,100	150,266,700	25 8	551,249,500	167,045,741	30 3
Michigan	384,732,300	111,853,900	29 0	417,899,500	106,287,700	25 4
Minnesota	169,742,600	39,682,100	23 4	175,488,500	56,113,700	32 0
New Hampshire	27,089,600	8,202,300	30 2	28,298,000	9,209,800	33 5
New Mexico	21,568,400	3,001,800	13 9	21,583,100	7,691,600	35 6
New York	1,212,571,800	127,723,200	10 5	1,362,616,300	215,583,200	15 8
Wisconsin	211,679,900	53,186,000	25 1	202,377,000	62,147,945	30 7
Wyoming	14,557,000	2,654,400	18 2	17,506,600	6,030,300	34 5
Total	2,687,544,000	508,575,200	19 0	2,834,121,600	642,786,286	22 7

¹ Exclusive of principal payments on bonds and loans

SUMMARY TABLE B
TOTAL EXPENDITURES BY HIGHWAY SYSTEMS

	State Highways	County Roads	Township Local Roads	All Rural Roads*	Urban Streets
Colorado	\$7,628,800	\$3,012,000	2	\$10,640,800	\$2,035,500
Illinois	40,421,100	16,840,100	\$8,937,500	66,945,541	100,100,200
Michigan	33,225,000	28,185,300	6,264,400	68,785,300	37,502,400
Minnesota	32,149,900	12,720,700	3,894,300	49,146,000	6,967,700
New Hampshire	6,184,300	1	1,409,500	7,674,400	1,535,400
New Mexico	6,929,200	403,600	2	7,332,800	358,800
New York	68,094,300	38,284,400	22,531,100	128,909,800	86,673,400
Wisconsin	24,918,700	9,449,100	13,910,900	49,118,067	13,029,878
Wyoming	4,935,900	823,300	2	5,759,200	271,100
Total	224,487,200	109,718,500	56,947,700	394,311,908	248,474,378
Per Cent	34 9	17 0	8 8	61 3	38 7
From Rural Residents	54,309,701	36,286,834	50,888,671	142,250,962	1,569,031
Per Cent	24 2	33 0	89 4	36 1	0 6
From Urban Residents	169,583,599	73,431,666	6,059,029	251,467,046	246,905,347
Per Cent	75 5	67 0	10 6	63 8	99 4
From Non-Residents	593,900			593,900	
Per Cent	0 3			0 1	

* Motor Vehicle Tax Administration Costs Included

¹ No County Roads

² No Township Roads

SUMMARY TABLE C
DIRECT EXPENDITURES ON STATE HIGHWAYS BY SOURCES OF FUNDS

State	Property Taxes		Motor Vehicle Imposts		Total	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Colorado	\$623,200	11 3	\$4,890,100	88 7	\$5,513,300	100 0
Illinois			33,186,800	100 0	33,186,800	100 0
Michigan			30,291,000	100 0	30,291,000	100 0
Minnesota			13,831,700	100 0	13,831,700	100 0
New Hampshire	289,200	6 8	3,937,900	93 2	4,227,100	100 0
New Mexico	281,800*	9 7	2,627,600	90 3	2,909,400	100 0
New York	5,632,700	14 2	34,100,300	85 8	39,733,000	100 0
Wisconsin	2,931,500	9 0	14,794,500	91 0	17,726,000	100 0
Wyoming	71,300	4 4	1,598,300	95 6	1,669,600	100 0
Total	9,829,700	7 0	139,258,200	93 0	149,087,900	100 0

* Includes \$126,100 of miscellaneous general taxes

SUMMARY TABLE D
DIRECT EXPENDITURES ON COUNTY ROADS BY SOURCES OF FUNDS

State	Property Taxes		Miscellaneous Funds		Motor Vehicle Imposts		Total	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Colorado	\$1,306,000	43 8			\$1,669,000	56 2	\$2,975,000	100 0
Illinois	6,863,800	56 6			5,256,500	43 4	12,120,300	100 0
Michigan	16,896,300	73 0			6,230,000	27 0	23,126,300	100 0
Minnesota	9,290,600	73 5			3,335,500	26 5	12,626,100	100 0
New Mexico	-290,200	71 9	\$6,800	1 7	106,600	26 4	403,600	100 0
New York	29,333,000	76 6	399,100	1 1	8,552,300	22 3	38,284,400	100 0
Wisconsin	5,649,100	64 6			3,100,100	35 4	8,749,100	100 0
Wyoming	25,400	3 5	351,200	48 0	354,500	48 5	731,100	100 0
Total	69,654,400	70 3	757,100	0 8	28,604,400	28 9	99,015,900	100 0

SUMMARY TABLE E
DIRECT EXPENDITURES ON TOWNSHIP OR LOCAL ROADS BY SOURCES OF FUNDS

State	Property Taxes		Miscellaneous Funds		Motor Vehicle Imposts		Total	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Illinois	\$8,672,500	100 0					\$8,672,500	100 0
Michigan	4,013,100	100 0					4,013,100	100 0
Minnesota	3,850,800	100 0					3,850,800	100 0
New Hampshire	978,400	75 7	\$153,400	11 8	\$161,200	12 5	1,293,000	100 0
New York	20,720,256	92 0	236,300	1 0	1,574,544	7 0	22,531,100	100 0
Wisconsin	9,999,400	72 6	2,311,300	16 8	1,460,200	10 6	13,770,900	100 0
Total	48,234,456	89 1	2,701,000	5 0	3,195,944	5 9	54,131,400	100 0

SUMMARY TABLE F
DIRECT EXPENDITURES ON ALL RURAL ROADS BY SOURCES OF FUNDS

State	Property Taxes		Miscellaneous Funds		Motor Vehicle Imposts		Total	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Colorado	\$1,929,200	22 7			\$6,559,100	77 3	\$8,488,300	100 0
Illinois	15,536,300	28 4			39,190,141	71 6	54,726,441	100 0
Michigan	20,909,400	35 7			37,631,600	64 3	58,541,000	100 0
Minnesota	13,141,400	42 8			17,548,300	57 2	30,689,700	100 0
New Hampshire	1,267,600	22 6	\$153,400	2 7	4,179,700	74 7	5,600,700	100 0
New Mexico	445,900	13 5	132,900	4 0	2,734,200	82 5	3,313,000	100 0
New York	55,685,956	55 4	635,400	0 6	44,227,144	44 0	100,548,500	100 0
Wisconsin	18,580,000	45 2	2,311,300	5 6	20,194,067	49 2	41,085,367	100 0
Wyoming	96,700	4 0	351,200	14 7	1,952,800	81 3	2,400,700	100 0
Total	127,592,456	31 3	3,584,200	11 7	174,217,052	57 0	305,393,708	100 0

SUMMARY TABLE G
DIRECT EXPENDITURES ON URBAN STREETS BY SOURCES OF FUNDS

State	Property Taxes		Miscellaneous Funds		Motor Vehicle Imposts		Total	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Colorado	\$666,400	32 9	\$1,359,100	67 1			\$2,025,500	100 0
Illinois	47,451,700	86 8			\$7,174,500	13 2	54,626,200	100 0
Michigan	25,026,500	100 0					25,026,500	100 0
Minnesota	2,710,100	38 9	4,257,600	61 1			6,967,700	100 0
New Hampshire	1,252,800	81 5	282,600	18 5			1,535,400	100 0
New Mexico	345,800	96 6	11,000	2 9	2,000	0 5	358,800	100 0
New York	75,226,744	86 7	3,189,000	9 5	8,257,656	3 8	86,673,400	100 0
Wisconsin	3,114,600	36 4	4,736,800	55 4	699,278	8 2	8,550,678	100 0
Wyoming	142,100	52 4	129,000	47 6			271,100	100 0
Total	155,936,744	83 8	13,965,100	7 5	16,133,434	8 7	186,035,278	100 0

DISCUSSION

MR. FRED LAVIS, *New York* Perhaps some emphasis may be placed on one or two points in Mr McDonald's statement. There has been for many years a good deal of controversy as to who pays the costs of highways, and it has been quite generally claimed by the railways that they are taxed to support transportation over these competitive routes. Mr McDonald's statement, however, tends to show that the main trunk line highways are, to quite a considerable extent, built and maintained from the proceeds of motor vehicle taxes and not from the proceeds of general taxes or property taxes.

The second point of interest is the large proportion of general property taxes used for the development and maintenance of urban streets. The policy adopted in the Village of Scarsdale where I live is to require the developers of real estate to build their own roads, thereby making the first cost a charge against the prop-

erty being developed. It is the practice of this community also to require these owners, if they expect the Village to take over the roads for maintenance by the Village, to build them according to specifications prepared by and under the close inspection of the Village Engineer. While the term Village sounds rather rural, Scarsdale is a suburb of New York with a population of 12,000 and assessed valuation of \$80,000,000 and is, therefore, entirely urban in character.

It is a not uncommon practice to permit developers of real estate to build ill-designed or poorly constructed roads and then turn them over to the town, village or city authority for maintenance and, all too often, reconstruction, or even to have them built originally at the general expense of the tax-payers. It seems to the speaker that the practice developed in Scarsdale is a fair one and might well become general.