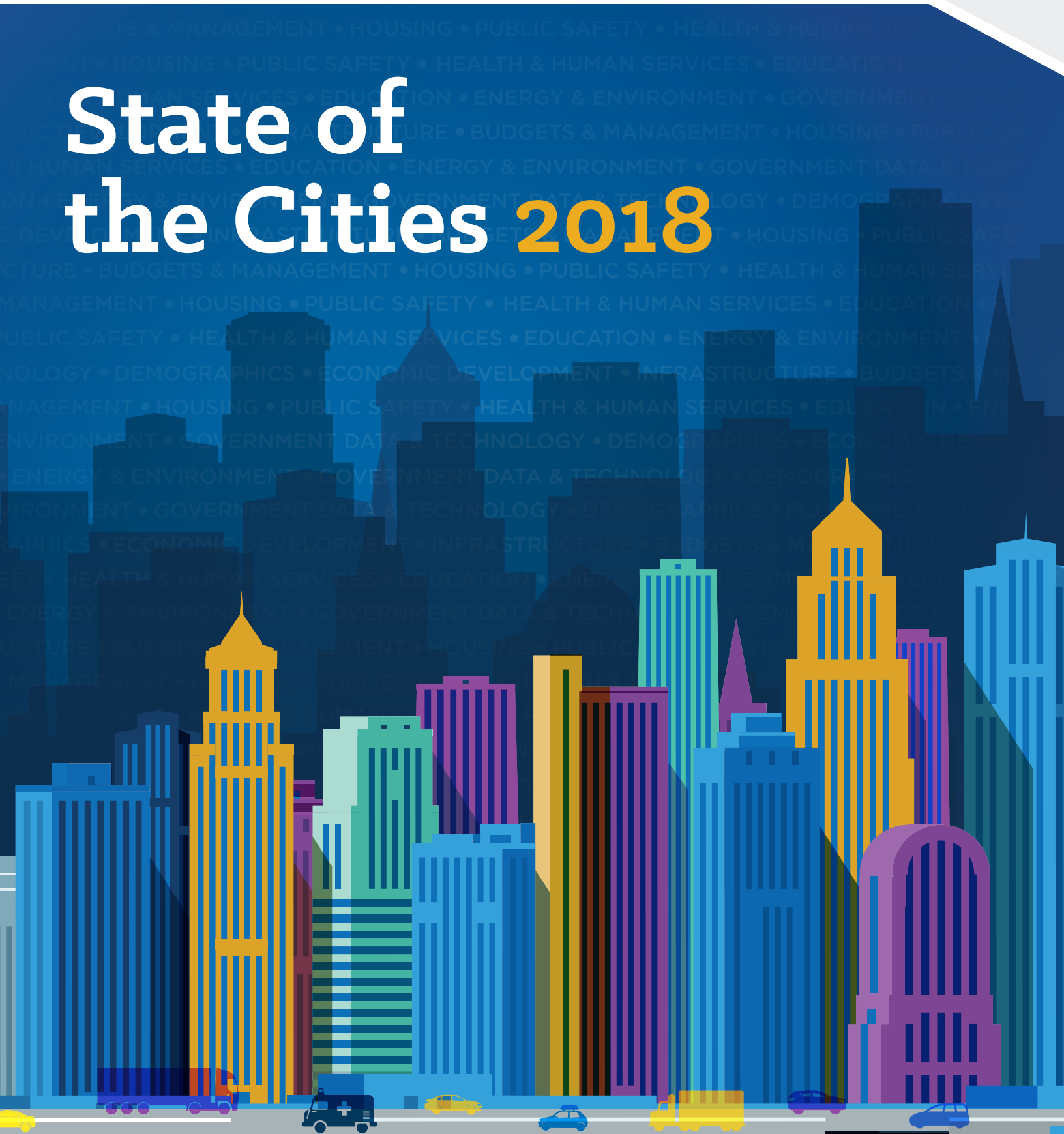


# State of the Cities 2018





# State of the Cities 2018

## About the National League of Cities

The National League of Cities (NLC) is the nation’s leading advocacy organization devoted to strengthening and promoting cities as centers of opportunity, leadership and governance. Through its membership and partnerships with state municipal leagues, NLC serves as a resource and advocate for more than 19,000 cities and towns and more than 218 million Americans. NLC’s Center for City Solutions provides research and analysis on key topics and trends important to cities and creative solutions to improve the quality of life in communities.

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## Acknowledgements

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## Introduction

Each year, mayors across the nation detail their vision for their city’s future in a seminal address—their state of the city speech. These speeches have taken on new significance as mayors emerge as focal points in the intergovernmental context. Where many state and federal partners are mired in political gridlock or actively disinvesting in cities, mayors consistently demonstrate the capacity and willingness to solve complex problems that are shaped by local realities and have broad national implications.

Given the current environment, how do mayors perceive their role? Which issues are most important now, compared to the past? How are they preparing to meet their goals?

Now in its fifth year, the National League of Cities’ annual State of the Cities report provides an in-depth analysis of mayoral speeches. The analysis pinpoints specific tactics and policies, as well as broader major policy directions, and finds that:

**1** Economic development is the most prevalent major policy issue across mayoral speeches, and has been for the past five years. Fifty eight percent of mayors discussed economic development at length.

**2** Infrastructure, budgets and housing rise in importance this year, overtaking public safety. Mayors offered more detailed infrastructure plans this year, while presenting a narrower scope of discussion on public safety.

**3** Economic development, infrastructure, budgets, housing and public safety are consistently the top issues for the fifth year in a row.

The 2018 report is based on a content analysis of 160 mayoral speeches delivered between January and April 2018 and includes cities across population sizes and geographic

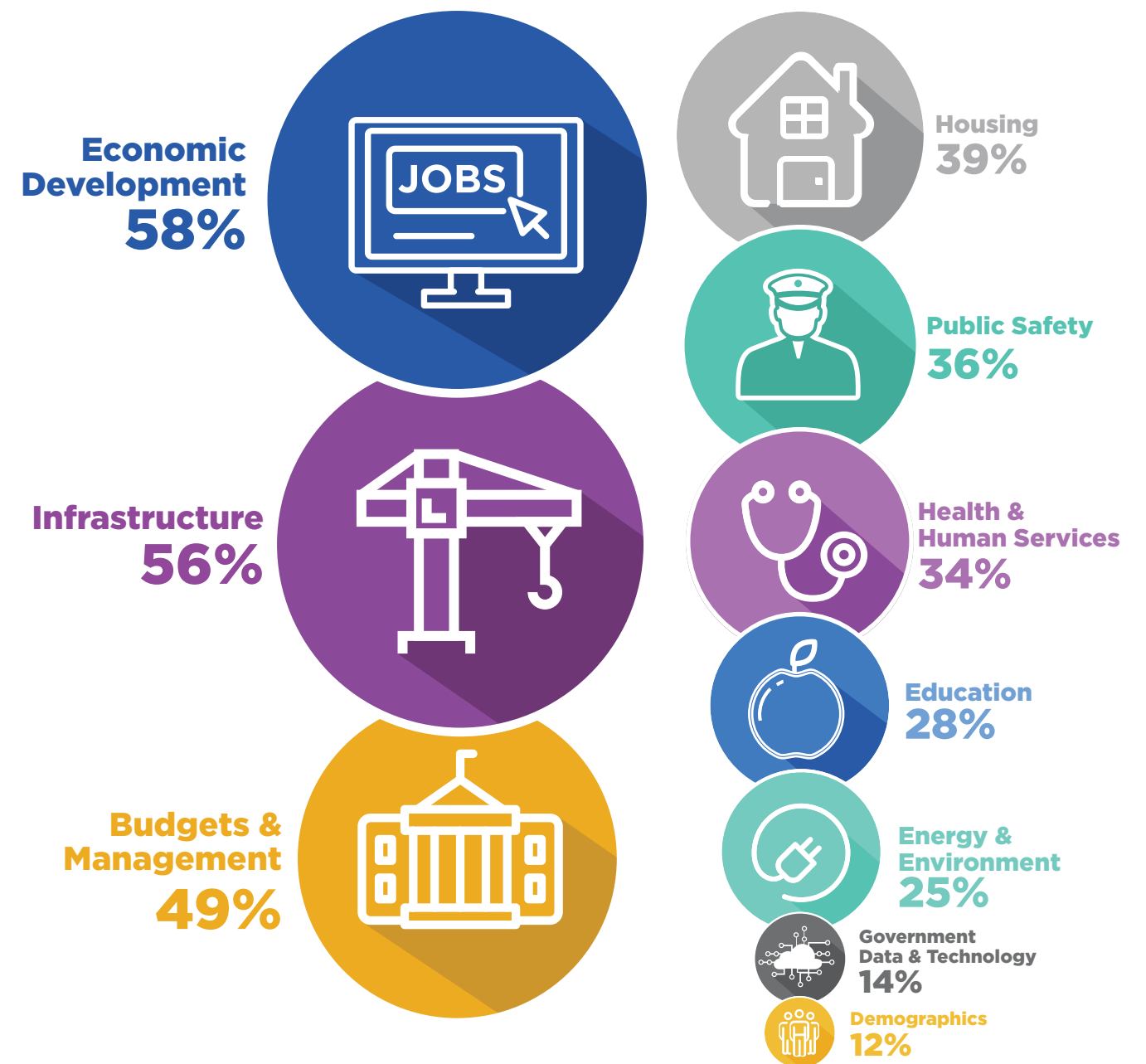
regions. The report presents both major topics and subtopics. Subtopics are the parts of mayors’ speeches that are intended to articulate their plans, goals and desired impacts for very specific projects, programs and city departments. These parts are each coded as one of 182 detailed subtopics, such as downtown development or public transit. Mayors this year discussed between two and 43 subtopics within their speeches, with an average of 17 subtopics per speech.

Each subtopic is assigned to one of 10 major topics - economic development, infrastructure, budgets and management, housing, public safety, health and human services, education, energy and environment, government data and technology, and demographics. Speeches are coded as having covered a major topic if the word count for subtopics within that major topic constitutes at least 10 percent of the speech. For example, this year 39 percent of speeches significantly covered housing, or talked about housing-related subtopics for at least 10 percent of the speech. Overall, each mayor discussed between one and six major topics, with an average of four major topics per speech.

Given the relative consistency of major topics across cities, subtopics provide an interesting and more nuanced framework through which to understand the movement of major issues

## Top 10 Issues

By percent of speeches that significantly\* covers each topic.



\*Significant = 10 percent of speech devoted to topic

Next, consider infrastructure, which jumped to the number two spot on the top 10 list this year. Which specific infrastructure issues are top of mind for mayors? For this, we turn to subtopics and find that the most popular infrastructure subtopic is a category including roads, streets and signs. Over half of the mayors in our sample (53%) discuss roads, streets and signs — a vital issue for local government. From a regional perspective, this subtopic is one of three top issues for mayors in the Midwest, South and Northeast. And from a size perspective, it is the number one issue for mayors from cities with populations under 50,000. While mayors from cities with populations greater than 300,000 are much less likely to talk about roads, they are likely to talk about infrastructure in general. They tend to dis-

Health and human services jumped not one, but two places since last year. This is largely attributable to the parks and recreation subtopic, which is discussed by 57 percent of mayors. Mayors talk about enhancing their parks as a way to improve the health and well-being of their residents. For example, Iowa City, Iowa recently adopted a new parks plan to help the city build a more vibrant and walkable urban core, to foster healthy neighborhoods throughout the city. Parks and recreation is the top subtopic in the West and Northeast, and among the top five for the South and Midwest.

Despite variations over time and among mayors from different types of cities, one thing that this analysis makes clear is that mayors are inherently problem-solvers with keen insights into how they can effect change within their communities. As a nation of cities, then, it is imperative that we elevate the voices of our city leaders.

## West



## Less than 50,000



## 50,000 - 99,999



**100,000 - 299,999**



**300,000 or more**







BIRMINGHAM, AL







Cities are enhancing the arts scene and supporting innovation, recognizing that attracting big employers is not enough to spur economic growth.

ARTS & CULTURE

Arts and culture is the most popular economic development topic among mayors this year. In Clarksville, Tenn., Mayor Kim McMillan championed a downtown performing arts center that would enhance the entertainment scene as well as provide meeting space for conferences and other events. Similarly, Mayor Shawn Morse of Cohoes, N.Y. noted the expansion of a park would both serve as a modern gathering and event space and broaden programming to spur additional visitation, recreation, and investment in the downtown area. But support for the arts does not just mean support for creative paintings, murals, installations and the like. It might also mean economic development in the traditional sense of job creation. In Buffalo, N.Y., Mayor Byron Brown noted a new development project would assist in training stagehands and theatrical employees who work in all forms of live theater, motion picture and television production.

And what is economic development without creative development of the community and a place for artists and residents alike to hang their hats? “That’s why I’m proud to reveal that soon, through a partnership with ArtsNow, we will be installing four unique “Welcome to Akron” sculptures, handcrafted by local artisans, at four central gateways into our city,” says Mayor Daniel Horrigan of Akron, Ohio.

BUSINESS RETENTION, EXPANSION & ATTRACTION

While many cities are implementing policies to attract businesses, some mayors further recognize that there is more to be done to create equitable access to economic opportunities within all of their communities. Mayor Daniel Horrigan of Akron, Ohio says, “I too often hear that if we could just hook that one big employer and get them to come to Akron and hire thousands of people that everything would be alright again. While I understand and respect this position, it’s simply not enough.” The mayor announced the creation of an innovation hub that would support innovation, entrepreneurship, and investment in Akron’s start-up, corporate research, and academic communities.

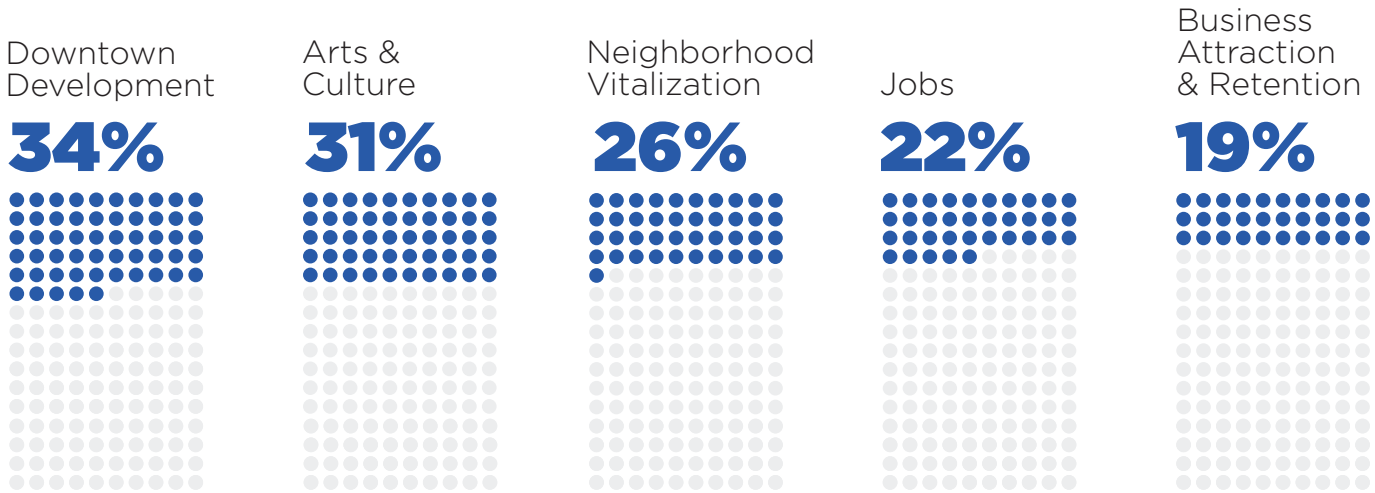


58%

of state of the city speeches included significant coverage of economic development issues.



TOP 5 ECONOMIC DEVELOPMENT SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



My goal is for every neighborhood in Birmingham to become ... a place that people actively choose to live [in].

Mayor Randall Woodfin  
Birmingham, AL



Mayors are focused on improving water infrastructure and providing equitable access to public transit and high-speed Internet access.

WATER INFRASTRUCTURE

One of the most important responsibilities of local government is maintaining and improving infrastructure – transportation, water and sewer, technology and communications – that benefits all residents. And this year, water and sewer infrastructure ranked highly. In Beech Grove, Ind., Mayor Dennis Buckley touted upgrades to the city’s sanitary sewer system, while in Bessemer, Ala., Mayor Kenneth Gulley announced upgrades to the city’s water filtration plant and water lines. Stating that partnerships with other water providers would improve water delivery, Mayor Stan Ridgeway of Eagle, Idaho says, “The city continues to be committed to providing quality water service to our residents.”

EQUITABLE ACCESS

The work of cities requires attention to both existing transportation networks and infrastructure as well as emerging trends that will shape the future. Some cities are working with their state and regional partners to identify ways to expand public transportation. “We must continue to provide transit options for our working families and build on the largest expansion of MARTA in its history,” says Atlanta’s newly elected Mayor Keisha Bottoms. Recognizing the importance of community, Mayor Mike Duggan of Detroit says, “We’ve got a whole lot of jobs coming into the city and I’m going make darn sure we’re running a first-class bus system so...we can move people into the city and... finally see that we’re a region.”

HOTSPOTS

Technology emerged as a rising topic; wireless access received multiple mentions this year, with mayors laying out plans to increase the geographic reach of wireless connectivity. Mayor Noam Bramson of New Rochelle, N.Y. announced the impending installation of 24 digital kiosks on city streets to enhance access to free high-speed Internet. Several other cities mentioned their efforts to deliver wireless access to residents for free in public locations, including Congress Park in Saratoga Springs, N.Y. and beachfront piers in Sunny Isles Beach, Fla.

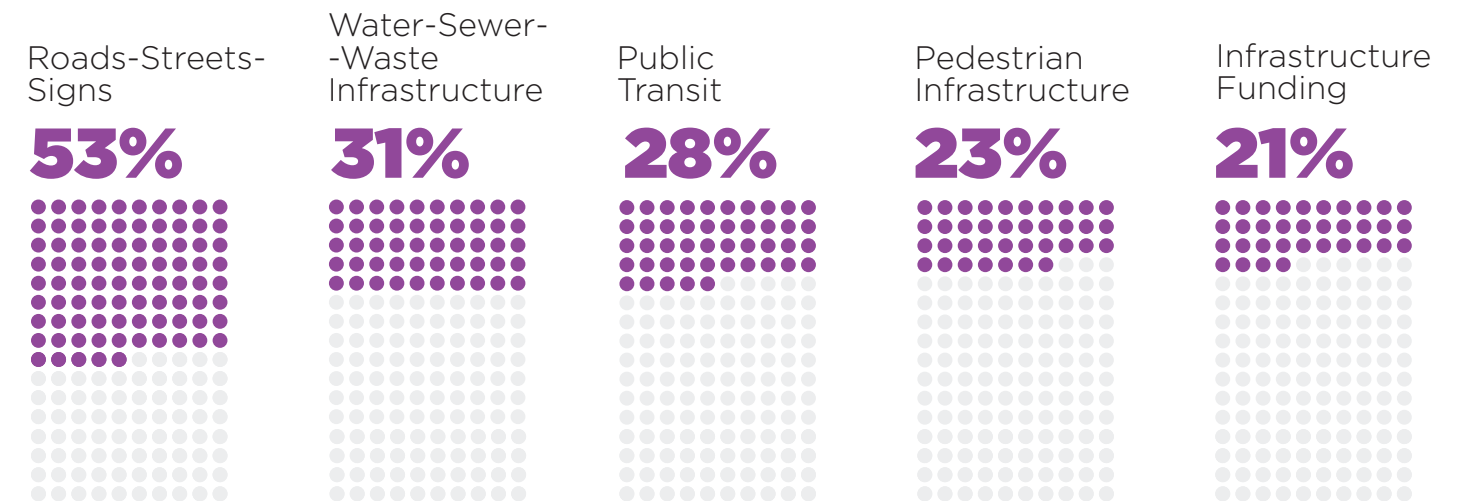


56%

of state of the city speeches included significant coverage of infrastructure issues.



TOP 5 INFRASTRUCTURE SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



Our nation's infrastructure is structurally deficient ... So, nationwide, cities have turned to the federal government asking for a true partner.

Mayor Mark Stodola  
Little Rock, AR



# Budgets & Management

**M**ayors empower their residents by sharing information transparently and exploring sustainable alternative revenue sources, while managing their own relationships with state and federal governments.

## BUDGET TRANSPARENCY

Budgeting means making choices and setting priorities. More cities are bringing this process and information to the public. "...we will be transparent in showing that your money is really going to work, and I will keep that promise. So, we will be posting a comprehensive list of the roads that have been fixed, and the cost of those fixes..." says Mayor Andy Schor of Lansing, Mich. Some cities are also showing added benefits to citizens. "The 2018 General Fund Operating Budget increased 1.3 percent to account for additional services to residents and rising personnel costs, while the tax rate has again remained stable," says Mayor Meg Kelly of Saratoga Springs, N.Y.

## INTERGOVERNMENTAL RELATIONS

Many mayors this year voiced concerns about the relationship between local and state government, particularly state overreach and fiscal constraints. In North Ridgeville, Ohio, Mayor David Gillock says new state laws that set back estimated income tax payment due dates “interfere with the authority of Ohio municipalities to administer, collect, audit and receive critical municipal tax dollars.”

Despite the concerns, some cities hope for an improved relationship between state and local government. "Property taxes shouldn't have to fill the gaps. Therefore, I will continue to advocate with our state leaders to step up their 'mandated' funding to the levels needed," says Mayor Tammy de Weerd of Meridian, Idaho. And in Port Jervis, N.Y., Mayor Kelly Decker is exploring the creation of sustainable alternative revenues despite restrictive policies at the state level. "We have increased revenues through taxes, yes, but we are also beginning to tap into those alternative income sources with the development of vacant properties, solar energy, and the sale of city-owned properties," he says.



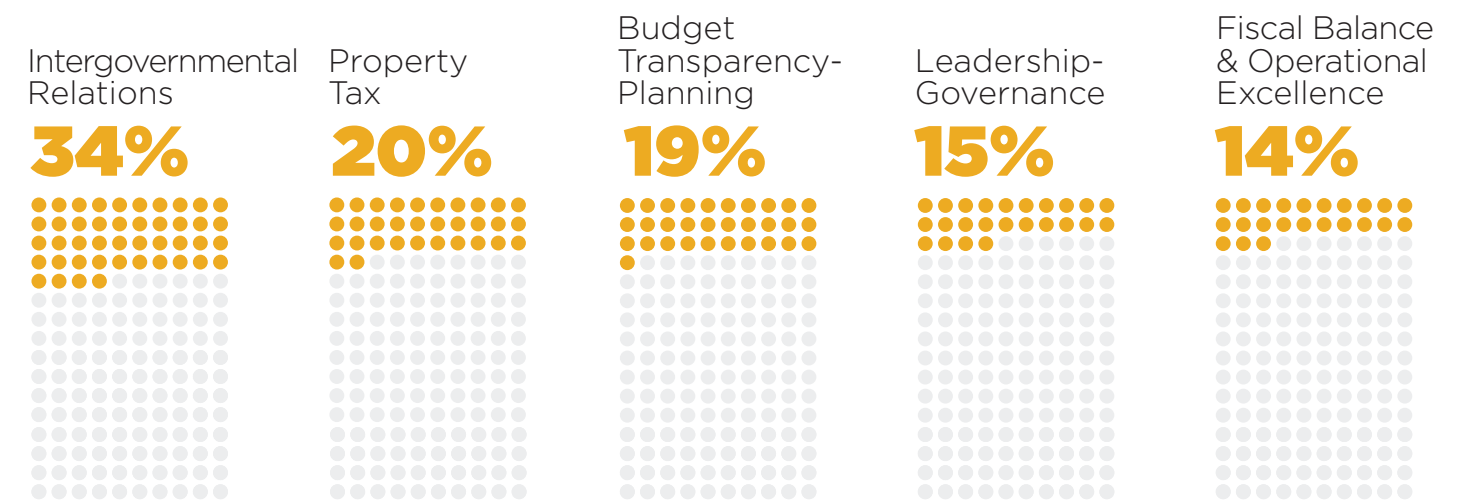
49%

of state of the city speeches  
included significant coverage  
of budgets & management issues.



## TOP 5

## BUDGETS & MANAGEMENT SUBTOPICS



*Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.*



*As we work with Council on adopting the 2018 budget, it will be important that we seriously look at the imbalance in capital needs and available funds.*

**Mayor Kirsten Gail**  
Euclid, OH



# Housing

Cities support the construction of affordable housing, with a focus on mixed-use development.

### HOMELESSNESS AND AFFORDABLE HOUSING

Mayors across the United States recognize that there isn't enough affordable housing to go around. "We have more to do to work our way out of the affordable housing crisis," says Mayor Miro Weinberger of Burlington, Vt. City leaders and homebuyers alike wonder why builders won't build more housing available in a wider range of incomes, particularly middle- and lower-income households. "Regardless of what your income level is — we all need access to good, quality housing that we can afford," says Mayor Steve Noble of Kingston, N.Y.

Of course, sometimes city regulations make such construction expensive and not economically viable. But several mayors are finding ways to do more, despite less overall federal funding for affordable housing. "Recent legislation will dramatically impact housing at the local level," says Mayor Lily Mei of Fremont, Calif. Noting the importance of using public land downtown to leverage affordable housing, Mayor Steve Schewel of Durham, N.C. says, "And two months ago, the council voted to provide two free acres of land next to the Durham Station and up to \$3.8 million to support the construction of 80 affordable units on this key downtown site."

### HOUSING SUPPLY AND DEVELOPMENT

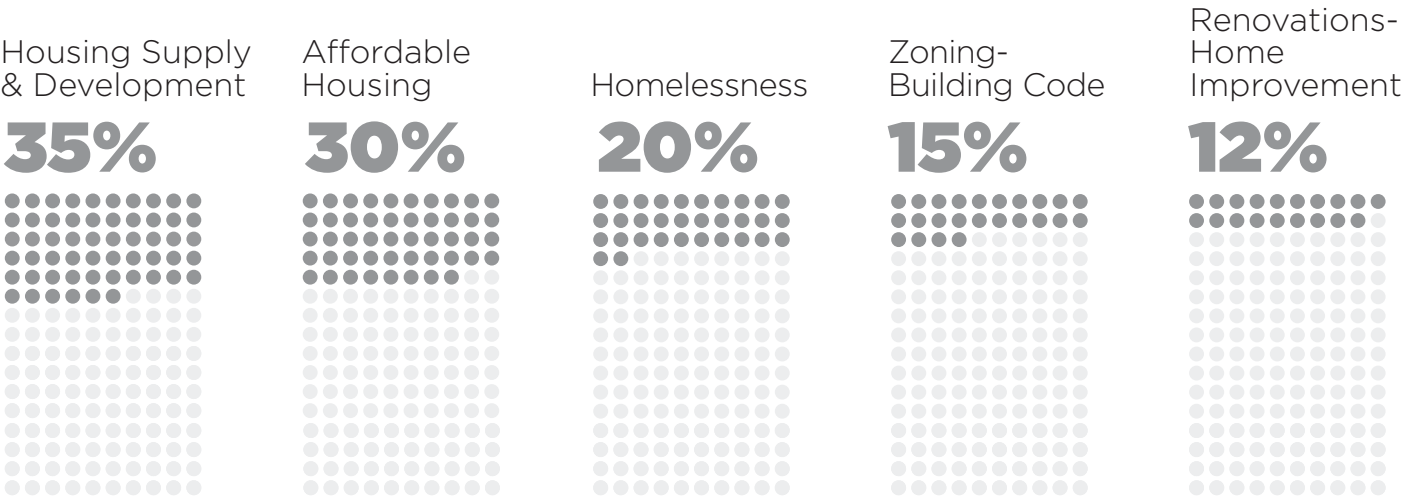
Cities are recognizing how to manage their housing supply to create more demand and to alter the overall housing dynamic for the good. And key to that discussion appears to be mixed-use development, which more or less allows retail and commercial units to be in the same building as residential units. "In the future, our growth will be redevelopment — adding density and moving away from single-story buildings and expansive surface parking lots, to mid-sized and mid-rise buildings that are designed for mixed use," says Mayor Mary Lou Pauly of Issaquah, Wash. Mayor Rick Davis of Tonawanda, N.Y. also mentioned the possibility of adding mixed-use buildings in the city's downtown area. In Reno, Nev., Mayor Hillary Schieve says a new mixed-use community "will serve residents and visitors throughout the region creating a true urban village of the live/work lifestyle."



39% of state of the city speeches included significant coverage of housing issues.



## TOP 5 HOUSING SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.

**Note: 'Homelessness'** includes subtopics Homelessness, Shelters and Transitional Housing.



“Homelessness represents nothing short of a humanitarian crisis. It is unacceptable to me, and I hope to you.”

Mayor Ted Wheeler  
Portland, OR



Cities are working to make their communities safer, especially when it comes to gun-related violence, and are calling on federal and state lawmakers to take action.

GUN VIOLENCE IN SCHOOLS

This year, several mayors discussed the prevalence of gun violence in schools. “Millions of students, including those here in Yonkers, chose to say enough is enough when it comes to school shootings,” says Mayor Mike Spano of Yonkers, N.Y. Others mentioned this year’s school shooting in Parkland, Fla. “Our nation’s children are providing us another lesson after yet one more school shooting,” says Mayor Adam Paul of Lakewood, Colo. Some mayors called on state and federal policymakers to act. “I stand with the students from Florida’s Marjory Stoneman Douglas High School. We need action at the federal and state level to reduce gun violence. It is beyond disturbing that those in power fail to address the need for background checks,” says Mayor Tom Barrett of Milwaukee, Wis.

Despite inaction at upper levels of government, many mayors have taken proactive steps. In Bentonville, Ark., for instance, Mayor Bob McCaslin stated that in response to growing concerns, police and fire dispatchers are offering presentations based on a nationally-recognized active-shooter training program to better educate and prepare staff and community members. In Washington, D.C., Mayor Muriel Bowser recently introduced legislation that would ban the sale and possession of firing-speed enhancements such as bump stocks.

EQUITY AND COMMUNITY ENGAGEMENT

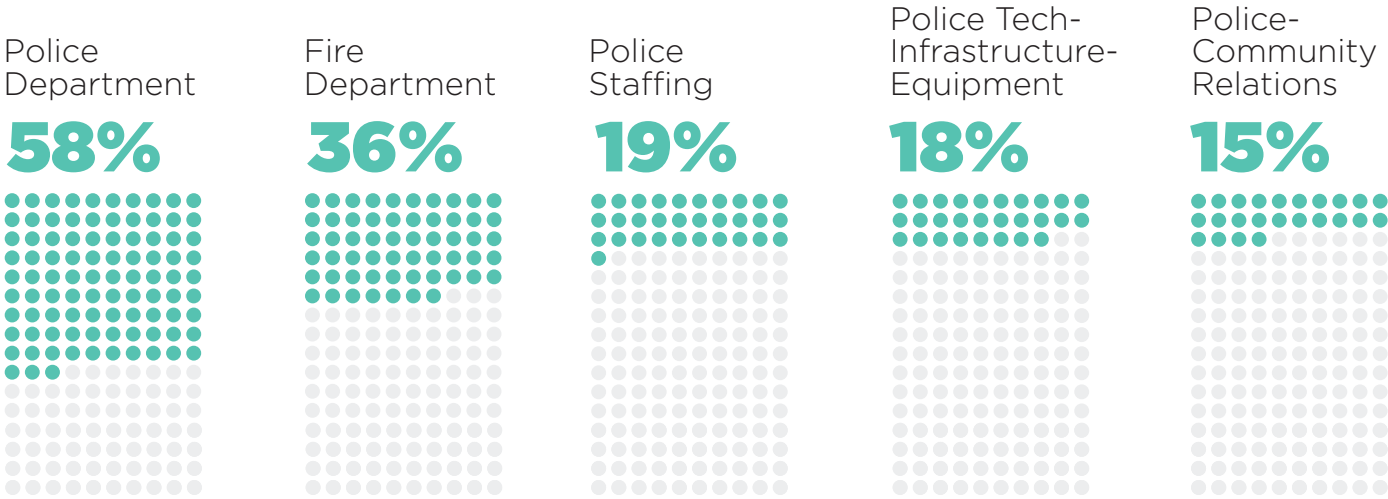
Several cities are improving their community engagement efforts to ease tensions among law officers and the communities they serve. In Plainfield, N.J., Mayor Adrian Mapp stated that his city’s community policing concept is an essential part of its daily routine to drive down crime. One way to both promote public safety and reclaim trust is to offer vouchers for auto repairs rather than give tickets. Mayor Dan Roe of Roseville, Minn. says, “The reasoning ... is to try to prevent vehicle equipment issues from becoming a recurring entrance into a cycle of tickets, unpaid tickets, warrants, and criminal records that can be very challenging for folks of limited means to exit.”



36%  
of state of the city speeches  
included significant coverage  
of public safety issues.



TOP 5  
PUBLIC SAFETY SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.

Note: ‘Police Department’ includes subtopics Police Stations, Police-Community Relations, Police-Staffing, Officer Training, Body Cameras and Police Tech - Infrastructure - Equipment



“  
As your mayor, I will make damn sure that I do everything in my power to help heal that pain and strengthen police-community relations.  
Mayor Jacob Frey  
Minneapolis, MN



Mayors representing cities of all sizes propose to improve the health of the local citizens by offering wellness initiatives including improvements to parks systems and programs to better manage healthcare costs.

PARKS AND RECREATION

Last year, some of the nation’s most influential mayors helped establish an ambitious objective — that all Americans should live within a 10-minute walk (or about a half-mile) of a high-quality park or green space. In keeping with that goal, many mayors this year highlighted the importance of improving their parks systems and how they should be a service to all neighborhoods. “We will continue to nurture our parks system and recreational programs to make certain that there is something for every age group and activity level,” says Mayor Lioneld Jordan, Fayetteville, Ark.

Mayors feel strongly that parks and recreation services in cities around the country should pay particular attention to enhancing services in underserved areas, connecting parks and recreation services to youth and other community programs. “We will also make improvements to Audubon Park this year, including the addition of a multi-purpose area that will provide a better space for the community to come together for markets, performances and events,” says Mayor Steve Fulop, Jersey City, N.J.

ACCESS TO HEALTHCARE & MANAGING COSTS

Wellness initiatives are becoming more prevalent as a way for cities to manage healthcare costs for residents, increase productivity and show residents the city cares. As a preventive measure, wellness programs are typically moderate-to-low cost, thereby posing little to no direct threat to cities’ current fiscal conditions. In Palm Coast, Fla, Mayor Milissa Holland challenged residents to walk 30 miles in 30 days. In Bethlehem, Pa., Mayor Robert Donchez conducts “Dare to Care” community walks.

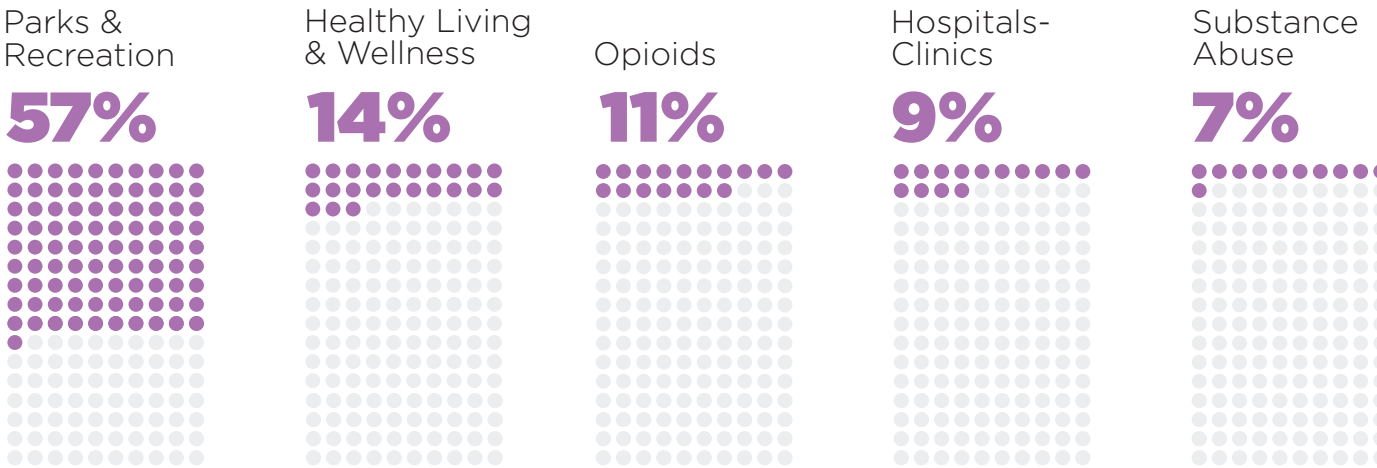
However, preventative care is not always a choice for residents, particularly those in poverty. In Lynchburg, Va., Mayor Joan Foster is helping to break down cost barriers. “The Community Action Network has led the way in creating a network of healthcare providers and organizations that prioritize health and compassion over bottom lines. The new community health center on Fifth Street is a game changer for healthcare, especially for our citizens in poverty,” she says.



34%  
of state of the city speeches included significant coverage of health & human services issues.



## TOP 5 HEALTH & HUMAN SERVICES SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



“  
Today, the lines have begun to blur between physical safety and public health, especially where addiction and mental health are concerned.  
Mayor Pete Buttigieg  
South Bend, IN





Cities are devoted to providing equitable educational opportunities for their youth and preparing the workforce for the future.

### COLLEGE PROMISE PROGRAMS

Mayors across the U.S. lament that college education has become an unattainable goal for many due to rising tuition costs. But some cities are trying to reverse this trend. “We’ve got to make sure every kid in Seattle public schools has the opportunity to go to college free. Because just like real education does not start at age 5 – it doesn’t end in high school,” says Mayor Jenny Durkan of Seattle, Wash.

College enrollment and completion rates vary based on demographic characteristics such as family income, race/ethnicity and parents’ education, further increasing the divide. One strategy that cities are using to increase educational attainment is the “College Promise” program, which incentivizes college completion. In Birmingham, Ala., Mayor Randall Woodfin plans to launch a program that “will provide debt-free tuition for every graduating high school student in the Birmingham City Schools who wants to attend a community college in Jefferson County.” Additionally, in Detroit, Mich., every child who graduates from high school is guaranteed to have college paid for by the city.

### CAREER TRAINING

To support those youth not destined for college, career training and readiness programs help promote success. Students’ success, in turn, can help sustain a city’s economy. We’re “pushing hard to make sure that every young person can get their foot in the door... Especially in our city’s signature industries,” says Mayor Eric Garcetti of Los Angeles, Calif. Many cities are committing to promote skills needed to succeed in a global economy. “Thanks to partnerships ... which bring people together across sectors to focus on common goals, our young people will find no shortage of opportunity for post-secondary education that builds a skilled workforce ready to boost local companies and local families,” says Mayor Javier Gonzales of Santa Fe, N.M. Anaheim, Calif. is introducing an entrepreneurialism curriculum and teaching students about finance and business. Cities like Evanston, Ill. and Fort Wayne, Ind. provide mentoring and training for students pursuing vocational and technical careers. These opportunities allow even the most disengaged youth “to advance beyond low-wage jobs that can’t cover the rent or put enough food on the table,” says Mayor Mark Stodola of Little Rock, Ark.

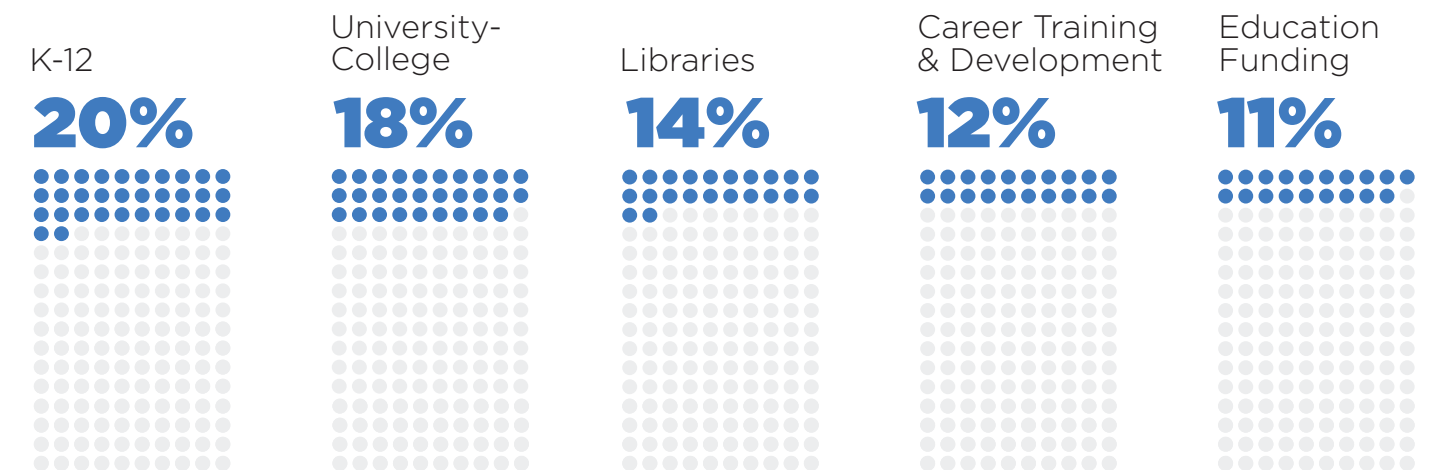


# 28%

of state of the city speeches included significant coverage of education issues.



## TOP 5 EDUCATION SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



*I will work with stakeholders across the city to create a citywide Children’s College Savings account...to make sure that all of our young people have an equal and fair chance.*

**Mayor Keisha Lance Bottoms**  
Atlanta, GA

Mayors are promoting the use of renewable energy and infrastructure upgrades to ensure their cities are —and remain—sustainable and resilient.

**RENEWABLE ENERGY**  
Cities are promoting the development and use of clean, renewable energy sources such as solar and wind. In New Bedford, Mass., Mayor Jon Mitchell is preparing for the arrival of companies that will develop these resources. “Federal regulations require that offshore wind developers engage in a dialogue with the fishing industry. New Bedford will be the epicenter of where the two industries will interact in the United States.”

The growth of renewable energy means savings for residents. “Through community choice aggregation and renewable energy credits, we’re delivering 100 percent renewable power to ... residents and businesses, while saving money on the average electric bill,” says Mayor Noam Bramson of New Rochelle, N.Y. The transition to renewable energy isn’t just for those who can afford to install solar panels. In San Jose, Calif., Mayor Sam Liccardo is launching a “community choice energy” program to give less affluent residents the choice of renewable sources for electricity at competitive rates. In Las Cruces, N.M., Mayor Ken Miyagishima is connecting the desire for renewal energy to job creation. “Besides saving taxpayers money, we want to play a leadership role in our region’s transition to renewable energy, creating high paying jobs and solid careers for local workers.”

**FLOODING**  
The images of devastating floods in Houston from Hurricane Harvey have motivated mayors throughout the nation to address their infrastructure systems. “...we will continue to move forward aggressively with hundreds of millions of dollars in large-scale drainage projects that are already underway or in development,” says Mayor John Tecklenburg of Charleston, S.C.

Other cities prone to environmental issues are working harder than ever to prevent problems. “In 2018, we will be as aggressive as possible in both the U.S. and Mexico to keep our beaches clean, as well as plan for ways to protect our homes and businesses from more frequent coastal flooding and long-term sea level rise,” says Mayor Serge Dedina of Imperial Beach, Calif.

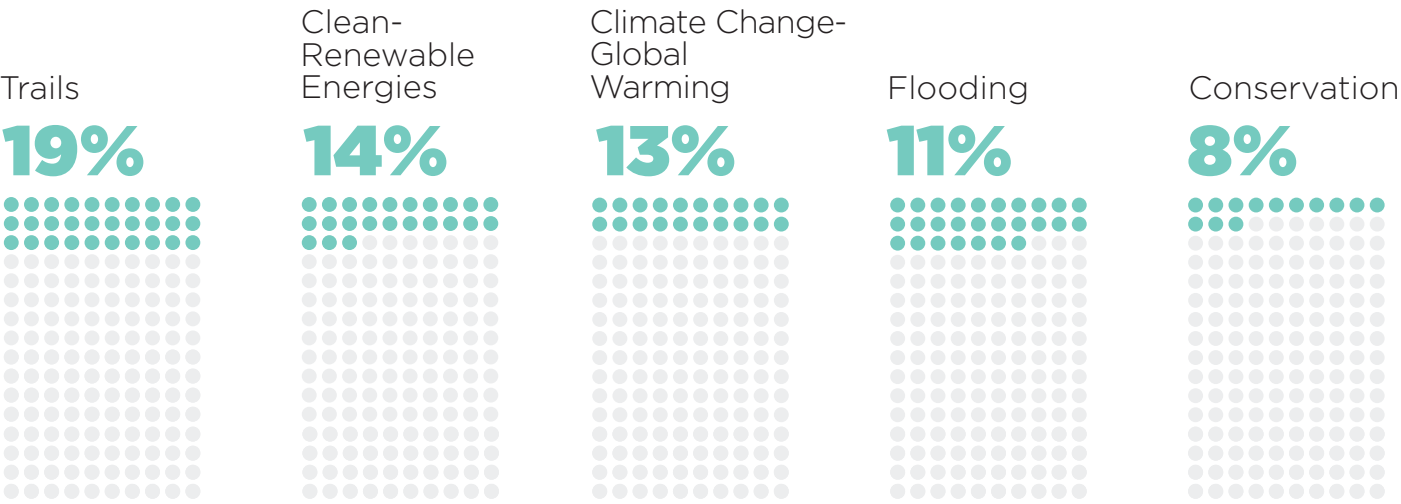


25%  
of state of the city speeches included significant coverage of energy & environment issues.



# TOP 5

## ENERGY & ENVIRONMENT SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



“  
*As we recruit new business, we will continue to prioritize our city’s clean energy goals.*  
Mayor Jackie Biskupski  
Salt Lake City, UT



Cities are upgrading their data platforms to increase transparency.

**DATA GOVERNANCE AND SOCIAL MEDIA**

Cities are leveraging technology to update and improve transparency policies. An idea that is growing in popularity is the sharing of public data online to increase municipal transparency and improve efficiencies in fulfilling public information requests. “I am so proud of the dashboard in place for citizens to get real time data on this work,” says Mayor Nan Whaley of Dayton, Ohio.

Having that data is making cities more efficient. “When done in 2019, this system will make sharing data between departments easier. This will help us interact with the public more efficiently,” said Mayor Steve Chirico of Naperville, Ill. One example of efficiency is the reduced call time city residents experience thanks to information available online. “During snow events, anyone in the city can now monitor, online and in real time, what roads have been plowed, what roads are being plowed and what roads will be plowed next,” says Mayor Mark Myers, Greenwood, Ind.

These processes are also helping city employees become more informed. “Looking to the future, a new onboarding system for a more detailed and effective onboarding process for new city employees is on deck. A benchmarking study will also take place after the New Year to compare city employee health benefits with other government agencies,” says North Port, Fla. City Manager Peter Lear.



14%

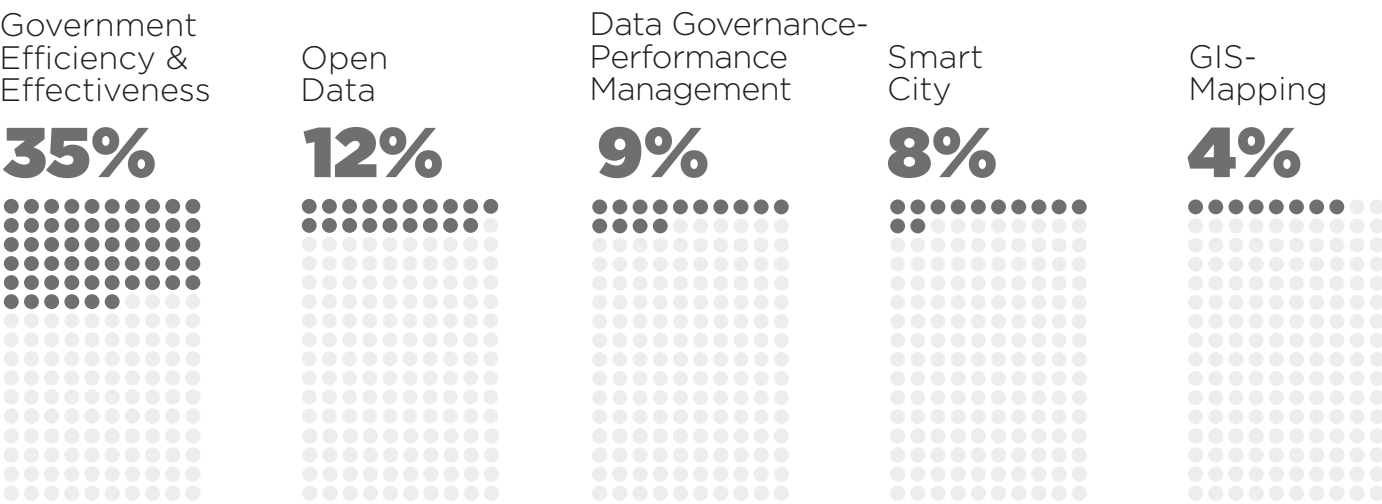
of state of the city speeches included significant coverage of government data & technology issues.



Credit: Justin Sullivan/Getty Images.

# TOP 5

## GOVT. DATA & TECHNOLOGY SUBTOPICS



Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.



“

Today, that critical connection to the wider world isn’t just physical – it’s digital.

Mayor Jim Gray  
Lexington, KY



**M**ayors are building more equitable and inclusive communities by encouraging residents to embrace diversity and the collective riches of different cultures, experiences, and perspectives.

## CIVIC ENGAGEMENT

Across the board, mayors seem to agree that broad participation by residents in government and public life strengthens democracy and governance at the local level. This results in a more informed and collaborative community built on trust that can more effectively meet the needs of all stakeholders. In Gloucester, Mass., Mayor Sefatia Theken encourages residents to become part of local government. “I urge all of our residents to continue to get involved. Whether it is by filling vacancies on City committees, joining or forming a neighborhood group or association, attending public meetings or input sessions, or engaging in other future opportunities.”

## DIVERSITY

As the nation becomes more wrought with tensions over immigration policy, cities are banding together to encourage resident involvement and support cultural diversity. “As the federal government rejects the ideals to which our nation has always aspired, we’ll continue to be a welcoming city that finds beauty and strength in our diversity,” says Mayor Luke Bronin of Hartford, Conn. Many mayors say cities just want to connect with their residents. In Valparaiso, Ind., Mayor Jon Costas says a new leadership position recently created “will help us connect closely with our neighborhoods, expand our hiring efforts to better reflect our growing diverse citizenry and enhance our commitment to be an open and welcoming city.”

Cities across the nation are implementing programs that foster inclusivity and acceptance, like in Eugene, Ore. where Mayor Lucy Vinis is encouraging residents to learn about different cultures. She says, “... as a community, we will honor 20 different cultures in monthly themes – restaurants offering food; venues offering music, dance or theater; museums sharing history and art; schools engaging students in learning about other cultures and languages.” And Mayor Ethan Strimling of Portland, Maine is helping create pathways for marginalized residents to find optimal employment through an “office of economic opportunity which serves immigrants, people of color and other underserved populations.”



# 12%

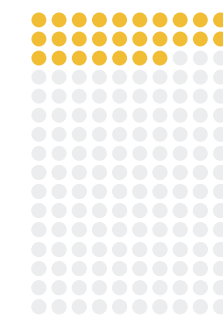
of state of the city speeches included significant coverage of demographics issues.



## TOP 5 DEMOGRAPHICS SUBTOPICS

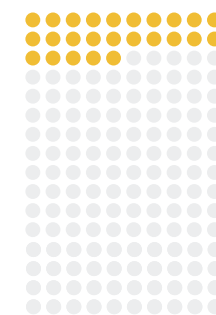
Youth

**17%**



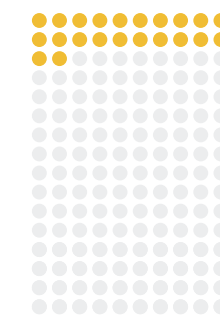
Seniors

**16%**



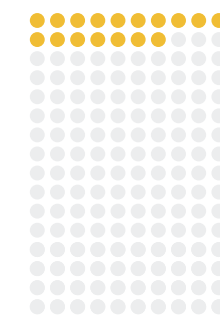
Civic Engagement

**14%**



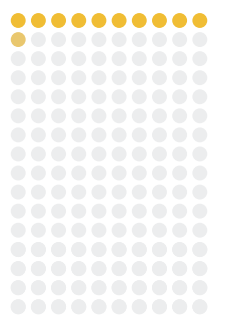
Diversity

**11%**



Economic Inequality-Poverty

**7%**



*Subtopic percentages are the percent of speeches that include plans, goals and/or desired impacts related to the subtopic.*



*A great City takes care of young and old, and those who may be dealing with challenges and hard times.*

**Mayor Kim McMillan**  
Clarksville, TN









# Conclusion

Cities are where innovation thrives, and the best ideas rise from the ground up. Mayors across America—from cities of all sizes—are focused on getting the job done and leading with a positive agenda for growth, equity and opportunity. City leaders create partnerships between sectors and across levels of government to effectively collaborate and elevate community members' priorities.

There is a growing concern in cities, however, that these partnerships with state and federal government are not being reciprocated. Instead, they are increasingly working against each other rather than collaborating to uplift solutions-oriented goals in the best interest of Americans.

The topic of intergovernmental relations rose to the fore in this year's State of the Cities report. As a subtopic within budgets and management—increasing to the number three issue for mayors in 2018—intergovernmental relations keyed in on broad policy conflicts between state, federal, and local government as well as specific concerns on tax and revenue tensions. On the broad policy front, state preemption has increased in recent years, impacting a swath of critical areas for cities. The concerns for local control, home rule and the best interests of community members are paramount and top of mind for many local leaders.

“This year I warn of another concern and ask for your assistance. Our leaders in Tallahassee have lost their way. Members of the Florida House and Senate have chosen leadership, party, lobbyists and their own selfish interests over the constituents that elected them. Their overt attempts to preempt home rule and create one-size-fits-all legislation is beyond

dangerous, it is borderline unconstitutional," says Mayor Steve Leary of Winter Park, Fla.

Climate concerns are rising as sea levels continue their rapid ascent and mayors are facing the problem in real time. The nature of climate change is that it is not local—but its effects are felt in cities everywhere. It is a global problem and strong partnerships are necessary for success. With the national government largely ceding this issue and at times working toward different goals, cities have been exhibiting leadership the best they can.

"And we are taking matters into our own hands. We understand clearly, we have to protect our own people from global warming when our national government fails to do so, and we have to aim higher than ever before. So, we're going to speed up," says Mayor Bill de Blasio of New York, N.Y.

Accessing the tax revenue to properly prepare for these shifts is another ongoing challenge cities face. This is clearly seen in Charleston, S.C., where the scourge of extreme weather meets strict limitations on the city's ability to properly fund solutions.

"In 2018, six million tourists are expected to visit our city, and like the 140,000 of us who are

fortunate enough to call Charleston home, they too have a large stake in the future of this beautiful and historic community. But under current state law, we simply don't have the authority or the flexibility to ask our six million visitors to contribute in a significant way to keep Charleston safe from flooding and extreme weather in the years ahead," says Mayor John Tecklenburg.

These tax and revenue tensions between local, state and federal governments are by no means new, but they have been growing more acutely in recent years. As cities take on an ever-increasing responsibility of governing—while others waste time and deal solely with politics—local taxing authority has not been modernized and updated to meet these realities.

Tucson, Ariz. Mayor Jonathan Rothschild explained this conundrum in his speech. "At the same time, we have a state legislature that

keeps chipping away at the city's tax base. There's a bill right now—SB 1392 and its companion bill HB 2479—that would create new exemptions for digital transactions that have been taxed for decades. If it passes, it would cost Tucson \$2.3 million in sales tax, with that figure increasing annually—more than wiping out any gains we've made by consolidating services.”

Ultimately, these challenges can be overcome, and city government is inherently solutions-oriented. The concept of city government is a great American experiment wisely built on a federal structure. For this structure to work best, we need to all work together—cities, state governments and federal government. We must all come together to govern—economic development, public safety, infrastructure, and management are key issues that drive this nation's agenda. This great country must better reflect that America is a nation of cities.



# Methodology

For the 2018 State of the Cities analysis, we included online transcripts of state of the city speeches and inaugural addresses given between January 1 and April 18, 2018. In total, we studied 160 speeches, an increase of 33 percent from 2017. The speeches were obtained from cities in four population categories (less than 50,000; 50-99,999; 100-299,999; 300,000 or more) and four geographic regions (Northeast, Midwest, South, West).

The report presents both major topics and subtopics. In prior years, we coded major topics (e.g., economic development, infrastructure) and subtopics (e.g., jobs, public transit) separately. A speech was considered to have significant coverage of a major topic if the mayor dedicated at least three full paragraphs (or a roughly equivalent portion of text) exclusively to that topic. A speech was considered to have coverage of a subtopic if the mayor mentioned the issue as relevant to city operations and the budget. Additionally, a review of past accomplishments was included in prior analyses as long as the mayor suggested the issue would continue to be a priority in the future.

Given the subjectivity involved with assessing and coding speeches, we made an effort this year to develop more detailed guidelines and methodology. We made three key adjustments to meet this goal. First, we reviewed the list of subtopics and parsed them out with additional detail and nuance. For example, in 2017 we had “business growth” as a subtopic. In 2018 we have “business improvement district and opportunity zones,” “community development,” and “economic transformation.” In 2017 we had 162 subtopics,

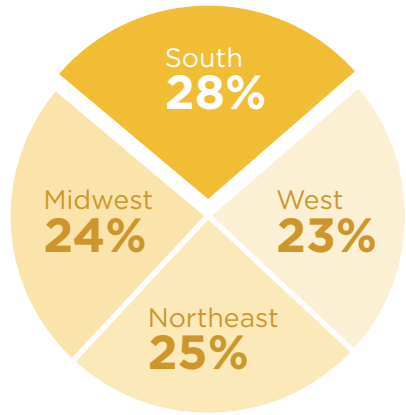
while in 2018 we have expanded to include 182. This allows us to more accurately and definitively categorize a mayor’s words given the context in which they are said (go to [www.nlc.org/SOTC](http://www.nlc.org/SOTC) for full listing of major topics and their composite subtopics).

Second, we coded words in a speech only if a mayor indicated a specific plan, goal or impact for 2018 and/or the future (where a plan is indicated by a reference to money spent on, roadmap to, or timeline of, a project; a goal is indicated by reference to what a mayor hopes for the future; and an impact is indicated by a reference to a direction, suggestion or action for the future). Past accomplishments alone are no longer coded as either topics or subtopics.

Lastly, we coded subtopics only, which are used to define major topics, instead of coding major topics and subtopics separately. In order to maintain our trend analysis, we took special care to ensure that the 2018 major topic results are comparable to the 2017 and prior results. To achieve this, we translated the “three-paragraph rule” (used in prior State of the Cities reports) for coding major topics to an average percentage across speeches to identify a common “major topics” threshold. In general, a speech is considered to have significant coverage of an issue if at least 10 percent of the coded words in a speech are dedicated to subtopics under that specific major topic. For example, our analysis found that Mayor Mark Stodola of Little Rock, Ark. spoke about the subtopic youth for approximately 16 percent of the speech, signifying significant coverage of the topic demographics.

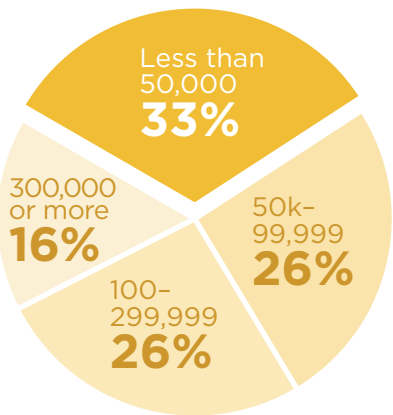
Sample breakdown by region

160 Total Speeches



Sample breakdown by population

160 Total Speeches



May not add to 100% due to rounding



- 1 Police Department
- 2 Park and Recreation
- 3 Roads-Streets-Signs
- 4 Fire Department
- 5 Housing Supply & Development
- 6 Government Efficiency & Effectiveness
- 7 Downtown Development
- 8 Intergovernmental Relations
- 9 Water-Sewer-Waste Infrastructure
- 10 Arts & Culture
- 11 Affordable Housing
- 12 Public Transit
- 13 Neighborhood Vitalization
- 14 Pedestrian Infrastructure
- 15 Jobs
- 16 Infrastructure Funding
- 17 Bicycle Infrastructure
- 18 Homelessness
- 19 K-12
- 20 Property Tax
- 21 Budget Transparency-Planning
- 22 Trails
- 23 Business Attraction & Retention
- 24 University-College
- 25 Community Development

CITY	SPEECH DATE	MAYOR	CITY	SPEECH DATE	MAYOR
Akron, OH	2/28/2018	Daniel Horrigan	Dayton, OH	2/14/2018	Nan Whaley
Alpena, MI	2/19/2018	Greg Sundin*	Detroit, MI	3/6/2018	Mike Duggan
Anaheim, CA	2/6/2018	Tom Tait	District of Columbia, DC	3/15/2018	Muriel Bowser
Atlanta, GA	1/2/2018	Keisha Lance Bottoms	Duluth, MN	3/15/2018	Emily Larson
Austin, TX	2/20/2018	Steve Adler	Durham, NC	2/5/2018	Steve Schewel
Beaverton, OR	1/11/2018	Denny Doyl	Eagle, ID	3/7/2018	Stan Ridgeway
Beech Grove, IN	2/8/2018	Dennis Buckley	Easton, PA	3/15/2018	Salvatore J. Panto, Jr
Bentonville, AR	1/23/2018	Bob McCaslin	Euclid, OH	2/20/2018	Kirsten Holzheimer Gail
Bessemer, AL	1/29/2018	Kenneth E. Gulley	Eugene, OR	1/4/2018	Lucy Vinis
Bethlehem, PA	2/22/2018	Robert Donchez	Evanston , IL	3/9/2018	Stephen H. Hagerty
Biloxi, MS	1/30/2018	Andrew "FoFo" Gilich	Everett, WA	1/24/2018	Cassie Franklin
Binghamton, NY	2/22/2018	Richard C. David	Fargo, ND	1/11/2018	Dr. Tim Mahoney
Birmingham, AL	1/15/2018	Randall L. Woodfin	Fayetteville, AR	1/16/2018	Lioneld Jordan
Boston, MA	1/1/2018	Martin Walsh	Fernley, NV	2/7/2018	Roy Edgington
Bowie, MD	2/7/2018	G. Frederick Robinson	Fitchburg, MA	2/7/2018	Stephen L. Dinatale
Buffalo, NY	2/22/2018	Byron W. Brown	Folsom, CA	1/18/2018	Steve Miklos
Burlington, VT	4/2/2018	Miro Weinberger	Fort Wayne, IN	1/24/2018	Tom Henry
Carson City, NV	1/31/2018	Robert L. "Bob" Crowell	Fort Worth, TX	3/29/2018	Betsy Price
Cary, NC	2/16/2018	Harold Weinbrecht	Fremont, CA	3/28/2018	Lily Mei
Charleston, SC	1/23/2018	John T. Tecklenburg	Fremont, NE	1/22/2018	Scott Getzschman
Chesapeake, VA	2/22/2018	Richard W. "Rick" West	Garden Grove, CA	2/5/2018	Steven R. Jones
Clarksville, TN	1/11/2018	Kim McMillan	Gloucester, MA	1/1/2018	Sefatia Romeo Theken
Cohoes, NY	2/15/2018	Shawn M. Morse	Grand Forks, ND	2/14/2018	Michael R. Brown
Columbia, SC	1/30/2018	Stephen K. Benjamin	Greenwood, IN	2/1/2018	Mark W. Myers
Culver City, CA	3/22/2018	Jeffrey Cooper	Gresham, OR	3/15/2018	Shane T. Bemis
Cuyahoga Falls, OH	2/21/2018	Don Walters	Harlingen, TX	2/2/2018	Chris Boswell







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