LIFE IN THE BIG CITY: WHAT IS CENSUS DATA TELLING US ABOUT URBAN AMERICA? ARE POLICYMAKERS REALLY LISTENING?

HEARING

BEFORE THE

SUBCOMMITTEE ON FEDERALISM
AND THE CENSUS

OF THE

COMMITTEE ON
GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED NINTH CONGRESS

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LIFE IN THE BIG CITY: WHAT IS CENSUS DATA TELLING US ABOUT URBAN AMERICA? ARE POLICYMAKERS REALLY LISTENING?

TUESDAY, MAY 10, 2005

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FEDERALISM AND THE CENSUS,
COMMITTEE ON GOVERNMENT REFORM,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 2154, Rayburn House Office Building, Hon. Michael R. Turner (chairman of the subcommittee) presiding.

Present: Representatives Turner, Shays, and Dent.

Staff present: John Cuaderes, staff director; Ursula Wojciechowski, professional staff member; Juliana French, clerk; Neil Siefring, Representative Turner's legislative director; Peter Neville, fellow; David McMillen, minority professional staff member; and Cecelia Morton, minority office manager.

Mr. TURNER. This hearing on the Subcommittee on Federalism and the Census will come to order.

Welcome to the subcommittee's oversight hearing entitled, "Life in the Big City: What is Census Data Telling Us About Urban America? Are Policymakers Really Listening?" The subcommittee will review Census Bureau surveys that collect demographic and economic data pertaining to urban areas and how that data is applying to urban planning.

Federal, State and local policymakers are faced with the daunting task of delivering various programs and services to the citizens they represent. County and city departments need to zone for new residences, develop new public works projects, plan transportation infrastructures, ensure health care services, and locate new schools. As a former mayor, I recognize the challenges American cities face today.

Metropolitan areas, including those with low population growth, are rapidly changing in their demographic composition. In most cities, ethnic profiles are shifting, poverty is becoming more decentralized, the suburbs are aging, and commutes are lengthening. Accurate demographic and economic data are necessary to understand local trends so that policymakers can adequately manage and plan the various services they offer. The social welfare of our citizens rests on large part on the ability of government officials, as well as public interest groups and local communities, to meet these challenges with informed policies. How and to what degree policy-

makers apply census data determines how effective the programs are. Further, coordination among neighborhoods, cities, counties, and regions promises smart financing, successful planning, smooth adjustments to change, and fewer challenges in the future. Undeniably, those that utilize the information provided by the Census Bureau will outperform those who rely on guesswork.

Proper urban planning involves consideration of the area's economic base and population demographics. The Census Bureau provides such essential information through periodic censuses and ongoing surveys. The new American Community Survey [ACS], provides long-form characteristic data annually. Additionally, the Bureau is developing new data products to support the decisionmakers through the Longitudinal Employer/Household Dynamics Program, which produces regularly updated workforce job and location indicators for each partner State.

I am eager to hear from our first panel about these programs. We welcome remarks from the Honorable Charles Louis Kincannon, Director of the U.S. Census Bureau, and Deputy Assistant Secretary Thomas Dowd of the Employment and Training Administration at the U.S. Department of Labor.

Our second panel of witnesses fully recognizes and will discuss the importance of census data for near and long-term planning. First, we will hear from Mr. Marc Morial, president of the National Urban League; second, we will hear from Mr. Paul Farmer, the executive director and chief executive officer of the American Institute of Certified Planners and the American Planning Association; and, third, we will hear from Mr. Mitchell Silver, the deputy director of long-range planning in the District of Columbia's Office of Planning. Finally, we will hear from Dr. Audrey Singer, a fellow that focuses on immigration issues at the Center on Urban and Metropolitan Policy of the Brookings Institute.

I look forward to the expert testimony and our distinguished panel of witnesses today. I want to thank you for your time, and I appreciate the efforts that you are putting forward to participate today.

[The prepared statement of Hon. Michael R. Turner follows:]

SUBCOMMITTEE ON FEDERALISM AND THE CENSUS
Congressman Michael R. Turner, Chairman

OVERSIGHT HEARING
STATEMENT BY MICHAEL R. TURNER, CHAIRMAN

Hearing topic: ***"Life In The Big City: What is Census Data Telling Us About Urban America and Are Policymakers Really Listening?"***

Tuesday, May 10, 2005
10:00 a.m.
Room 2154, Rayburn House Office Building

OPENING STATEMENT

Welcome to the Subcommittee's oversight hearing entitled "Life In The Big City: What is Census Data Telling Us About Urban America and Are Policymakers Really Listening?" The Subcommittee will review Census Bureau surveys that collect demographic and economic data pertaining to urban areas and how that data is applied to urban planning.

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I look forward to the expert testimony our distinguished panel witnesses will provide today. Thank you all for your time today and welcome.

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Mr. TURNER. I would like to now yield to Mr. Shays for any comments.

Mr. SHAYS. Thank you, Mr. Chairman. Thank you for holding these hearings.

I think that it is very clear, at least in my part of the country, that we are seeing folks consider moving back into our urban areas. It is very exciting. And they are coming back because that is where you are starting to see restaurants open up, you are seeing cultural activities expanded.

I had a young woman in a more suburban rural part of my district who is a reporter for a newspaper. I asked her where she lived; and she said, I live in Stanford, which was the opposite end of my district. Now, the district is only 35 miles, but still it is the opposite end. And I said, why are you there? She said, because Stanford is a cool place. People have moved back. You have the theater. You have the arts. You have lots of restaurants and a lot of young kids, frankly, who are having a great time at night, and older folks as well.

I would also just comment that you have a wonderful panel of witnesses, and I thank them all for participating. I would say to those who are in the panel and to the audience that the chairman of this committee has done an extraordinary job to get this Republican Congress to start to focus in on urban areas and what's happening in our cities. And he has not only the ear of the Speaker but he has the ear of the other leadership and he has the respect of all our colleagues. He's done in just a short period of time what I hoped would have happened years ago, and I congratulate him, and I just think that it's terrific that you all are here for this hearing.

Mr. TURNER. Thank you.

We will now start with the witnesses. Each witness has kindly prepared written testimony which will be included in the record of this hearing. Witnesses will notice that there is a timer with a light at the witness table. The green light indicates that you will begin your prepared remarks, and the red light indicates that your time has expired.

It is the policy of this committee that all witnesses be sworn in before they testify, so if you would please rise and raise your right hands.

[Witnesses sworn.]

Mr. TURNER. Let the record show that all witnesses responded in the affirmative.

Mr. Kincannon, we are going to begin with you.

STATEMENTS OF CHARLES LOUIS KINCANNON, DIRECTOR, U.S. CENSUS BUREAU; AND THOMAS M. DOWD, DEPUTY ASSISTANT SECRETARY, EMPLOYMENT AND TRAINING ADMINISTRATION, U.S. DEPARTMENT OF LABOR, ACCOMPANIED BY TONY DAIS, CHIEF, OFFICE OF EMPLOYMENT SERVICES, EMPLOYMENT AND TRAINING ADMINISTRATION, U.S. DEPARTMENT OF LABOR

STATEMENT OF CHARLES LOUIS KINCANNON

Mr. KINCANNON. Good morning and thank you, Mr. Chairman. I want to thank you and Mr. Shays and Ranking Member Clay and the whole Subcommittee on Federalism and the Census for the opportunity to testify this morning.

The Census Bureau provides comprehensive and in-depth statistics for cities and communities throughout the United States. The 2010 Decennial Census Program includes the 2010 Census and the American Community Survey, and it is the foundation for the Nation's data infrastructure and the principle denominator of our population statistics.

Data from the decennial census are used to detect potential opportunities for social and economic development, and particularly this is true in urban areas. These data are a rich, consistent source of information that may be used with other information including the economic census. By using data from both the economic census and the decennial census, an entrepreneur, a business owner, a municipal government can provide a profile with rich detail to encourage investors.

In addition to the decennial and economic census, the Census Bureau also collects other data, providing information about a range of topics from public finances to housing conditions. With these surveys, cities can assess their performance in key policy areas such as housing and education against other cities in their State as well as the Nation. Yet we also know that city planners are facing increasing demands for more timely data to respond to rapidly changing needs.

The Longitudinal Employer-Household Dynamics program [LEHD] as we refer to it, will help cities and communities as they confront 21st century economic and social needs. LEHD is based on a voluntary partnership between State labor market information agencies and the Federal Government. Currently, 38 States have entered into partnerships and 27 States are actually operational in the program; and an agreement with the State of Ohio, I am happy to report, is in the works.

In addition, the Census Bureau is also working with Federal agencies, most notably the Department of Labor's Employment and Training Administration and the Bureau of Labor Statistics. Without such cooperation we would not be able to report on our successes to date. The States supply administrative records. The Census Bureau merges these records with demographic data to produce key labor market measures such as employment, hiring, separations, job gains and losses, turnover, and earnings over time by industry, age, gender, and county. These Quarterly Workforce Indicators measure the performance of the local economy and answer

questions such as what are the local high-growth and high-demand industries?

In addition to the Quarterly Workforce Indicators and other local labor market information, the Census Bureau is working with several States as it develops a pilot Local Labor Market Mapping program funded by the Employment and Training Administration. The mapping tool will show where workers live, their workplace destinations, transit corridors, schools and day care centers, and how different industries are represented within a particular location.

They say a picture is worth 1,000 words, and we think these maps are a powerful planning asset that can literally show the relationship between jobs and workers, where they work and where they live, the need for better transportation routes, and many other facets of a rapidly changing economy. The mapping tool, along with the Quarterly Workforce Indicators and other local workforce information from LEHD, supports a range of policy and decisionmaking needs as no other data product has. Workforce Investment Boards, local planners, Federal agencies, and other analysts are using LEHD data now to determine how local economies are being redirected and reinventing, and how the local workforce is responding to these changes.

The LEHD program will provide accurate and timely data that will empower local decisionmaking and improve the quality of services and opportunities for millions of Americans.

Thank you, Mr. Chairman; and I look forward to answering your questions.

Mr. TURNER. Thank you.

[The prepared statement of Mr. Kincannon follows:]

PREPARED STATEMENT OF

CHARLES LOUIS KINCANNON
DIRECTOR
US CENSUS BUREAU

"Life in the Big City: What is Census Data Telling Us About Urban America? Are Policy Makers Really Listening?"

Before the House Subcommittee on Federalism and the Census
US House of Representatives

10 May 2005

Good morning. I want to thank Chairman Turner, Ranking Member Clay, and the Subcommittee on Federalism and the Census for the opportunity to discuss the wealth of information the Census Bureau provides to inform policy discussions and decision-making in urban America. The Census Bureau provides comprehensive and in-depth statistics for cities and communities throughout the United States. This morning I will discuss the range of demographic and economic information available from the Decennial Census, the Economic Census, and highlight some of the other surveys we collect. In addition, I would like to focus on a proposed new initiative, the Longitudinal Employer-Household Dynamics (LEHD) program. LEHD provides a new source of economic information for local communities, including urban areas, indicating where the jobs are, what industries are growing, and where workers can go to find jobs.

The Decennial and Economic Censuses

The *2010 Decennial Census Program* includes the *2010 Census*, which is a census of population, and the *American Community Survey*; and it is the foundation for the nation's data infrastructure and the principal denominator for our population statistics. The 2010 Census is the great national catalogue of the population collected every 10 years. The American Community Survey complements the 2010 Census and provides detailed information annually about the socio-demographic characteristics of the population.

The Decennial Census is the only consistent, comprehensive, detailed source of information for small geographies throughout the United States. It includes every neighborhood, every street, and every household. It is, therefore, a crucial element in urban planning. The 2010 Census will provide population totals and key demographic information, such as race, Hispanic origin, and age, not only for every city in the United States, but also for every census tract and census block. Census tracts are the building blocks in creating data for neighborhoods, community districts, wards, and precincts, as well as land use and

other planning areas. Small area data are important for social services planning, because they enable planners and political leaders to establish services in the locations where they are needed, rather than out of the way locations.

In New York City, for instance, there are 59 community districts, with populations ranging from 35,000 to 200,000, comprised of hundreds of neighborhoods and thousands of census tracts. The City of New York established community districts to illustrate the diversity of the city's land uses and population, and to function as key planning districts. They use data from the census to show population size and diversity. The American Community Survey will show important details such as educational attainment, income levels, and other population characteristics. The city combines other data, such as public and private schools, parks, public safety, health and other social service facilities, to support planning efforts to reach the needs of residents.

Data from the Decennial Census are used to detect potential opportunities for social and economic development, especially in urban areas. These data are a rich, consistent source of information that may be used with many other sources of information, including the Economic Census. The Economic Census shows the number of businesses, employment, and sales for businesses at the state, county, city, and often ZIP-code level.

The Economic Census is conducted every five years, for years ending in '2 and '7. We are currently disseminating information from the most recent census, the 2002 Economic Census. The Economic Census catalogues the nation's economy by collecting business information, including the number of employees, payroll, receipts, and product line revenues. The Economic Census is a detailed profile of the U.S. economy — from the national level to the local level, and from one industry to another industry. The Economic Census provides information on over 23 million businesses and 96 percent of the nation's economic activity, including data for over 1000 different industries, including 8000 manufactured products and 3000 merchandise, commodity and service lines. These data inform economic and financial decisions in the private sector, as well as the federal, state, and local levels.

By using data from both the Economic Census and the Decennial Census, an entrepreneur, business owner, or municipal government can provide a profile with rich detail to encourage investors. The Economic Census indicates number of employees and annual sales by industry. Data from the Decennial Census can be used to create a profile of potential customers or workers. For someone in Dayton looking to open a new grocery store or restaurant in a neighborhood such as Wolf Creek or Walnut Hills, the Decennial Census would be helpful in determining how much of the potential customer base has children, their household income, and the number of housing units in their neighborhood.

Census Bureau Surveys

In addition to the Decennial and Economic Censuses, the Census Bureau also collects other data, providing information about a range of topics, from public finances to housing conditions. Data from these censuses and surveys inform policy decisions not only at the federal level, but also state and municipal levels. For instance, the *Census of Governments*, which coincides with the Economic Census (and is, therefore, also collected in years ending in '2 and '7), provides information describing all units of government in the United States, including states, counties, municipalities, townships, and other special use governmental units, such as school districts and land use districts. In 2002, there were more than 87,000 local governments, of which 38,000 were "general purpose" local governments, including approximately 19,000 municipal governments. Of these municipal governments, about 575 had populations of 50,000 people or more, accounting for the majority of the United States population.

The Census of Governments provides data on government organizations, finances, and employment. Organization data include location, type, and characteristics of local governments and officials. Finances and employment data include revenue, expenditure, debt, assets, employees, payroll, and benefits. Local governments, including urban planners, use these data to develop programs and budgets; assess financial conditions; and perform comparative analyses, which are often important indices of progress and potential needs. In addition, analysts, economists, and market specialists, including the Federal Reserve Board and the Bureau of Economic Analysis, also use data from the Census of Governments to measure the changing characteristics of the government sector of the economy.

Another survey that is useful for government-to-government comparisons and trend analyses, is the *Local Government School System Finance Survey*. This survey provides statistics about the finances of local elementary and secondary public school systems, and is partially funded by the National Center for Education Statistics. The survey provides current and comprehensive statistics on the financing of public elementary and secondary education in the United States, and helps determine whether funding systems have become more equitable over time. One of the most important pieces of information provided by the Local Government School System Finance Survey is a snapshot of school revenue sources by source: local property tax, monies from other school systems, private tuition and transportation payments, school lunch charges, and direct state aid, as well as federal aid passed through state governments. This includes data about Title 1, Children with Disabilities, and Impact Aid programs. The survey also provides data on expenditures by function (instruction, support services, salaries, and capital outlay), indebtedness, and cash and investments. These data are used by many federal agencies to perform program analyses, and they are especially useful to local governments for intra- and interstate comparison analyses.

A third survey, that is also very useful to urban areas, is the *American Housing Survey*, sponsored with the U.S. Department of Housing and Urban Development, which asks questions about the quality of housing in the United States. This survey comprises a national survey and a metropolitan area survey. The metropolitan area survey consists of 47 metropolitan areas, including Cleveland, Ohio. We conduct interviews in these areas every six years, and each area is represented by a sample of at least 3,200 housing units that are selected from the Decennial Census. The survey asks questions to update the data on the approximate number of housing units in the United States, including occupied, vacant, and seasonal housing; family composition; the median value of owner-occupied homes; the number of renter-occupied homes and the median monthly costs of renter-occupied homes; and general information about housing conditions, including information about heating and cooling systems, plumbing, and neighborhood conditions. Policy makers use the survey data to analyze mortgage rates, rent control policies, and other housing related issues.

The Census Bureau collects many surveys used by urban policy makers and planners to assess essential questions of progress about their areas. With these surveys, cities can assess their performance in key policy areas, such as housing and education, against other cities, their state, as well as the nation. However, we also know that city planners are facing increasing demands for more timely data to respond to rapidly changing needs. One of the key tasks of a 21st century statistical agency is to provide data that describe these rapidly changing needs.

Longitudinal Employer-Household Dynamics Program

The *Longitudinal Employer-Household Dynamics* program, or LEHD as we refer to it, is the next generation of data collection and dissemination for the Census Bureau. LEHD will help cities and communities as they confront 21st century economic and social needs, and the need to adapt quickly to a dynamic and ever-changing environment. LEHD is based on a voluntary partnership between state Labor Market Information agencies and the federal government. Currently, 38 states have entered into partnerships with the Census Bureau. The Census Bureau is not only working with the states, but also federal agencies, most notably the US Department of Labor's Employment and Training Administration (ETA) and the Bureau of Labor Statistics. Without such cooperation we would not be able to report on our successes to date.

The states supply administrative records, their quarterly unemployment insurance (UI) wage records and business establishment records. The Census Bureau merges these records with demographic data to produce key labor market measures such as employment, hiring, separations, job gains and losses, turnover, and earnings over time, by industry, age, gender, and county. These *Quarterly Workforce Indicators* measure the performance of the local economy. The Quarterly Workforce Indicators can tell us where jobs are, for what kind of workers, how much workers can expect to earn and what employers expect to pay them. (See Appendix 1.)

LEHD is designed to develop new information about local labor market conditions at low cost, with no added respondent burden. Section 6 of Title 13, the Census Act, instructs the Census Bureau to acquire data from other sources "to the maximum extent possible...instead of conducting direct inquiries." LEHD is not only in accordance with the spirit of the law, it is extraordinarily cost-effective because it leverages an existing investment in federal and state data. The core data assets — universal state UI wage records and business data, covering approximately 97.5 percent of the non-farm private sector employment — are provided without cost to the Census Bureau. Moreover, the Census Bureau goes to great lengths to protect the integrity and confidentiality of the data. All administrative records are brought to a restricted area and the individual identifying information is removed. While the LEHD data products cannot be used to identify individuals, households, or businesses, they will provide a powerful planning tool for employers, Workforce Investment Boards, decision makers, training institutions, and even job seekers.

Employers and Workforce Investment Boards can use the data to answer common questions—such as

- What are the local high growth and high demand industries?
- Where are the workers in my industry and county?
- How much workers, both newly hired and those already on the job, get paid?
- How does the turnover for other firms for a particular industry compare to the turnover in a particular location?

Decision makers can use the data to:

- Identify the most promising local industry targets for helping older displaced workers to find new jobs at desired earnings levels;
- Identify stable concentrations of firms that are hiring and might benefit from technical assistance from the One Stop Career Centers; and,
- Provide new evidence of emerging trends and turning points in previously stable trends—such as identifying changes in hiring patterns in the health care services sector or job creation in a new area of retail trade or job losses in an industry being impacted by off-shoring.

Educational and training institutions, as well as job seekers can:

- Examine earnings for new and incumbent workers in different industries;
- Identify growth industries with stable jobs; and,
- See which types of businesses are hiring workers of their age, what they are paying, and apparent growth trends.

In addition to the Quarterly Workforce Indicators and other local labor market information, the Census Bureau is working with several states as it develops a pilot Local Labor Market Mapping program. This is a reimbursable project currently funded by ETA for 12 states. The mapping tool will show the geographic distribution of workers and employers in a particular area, including areas of cities and towns. It will show where workers live, workplace destinations, transit corridors, schools and childcare centers, and how different industries are represented within a particular location. The mapping tool can help show whether access to transit affects where workers live and work and how different employment areas compare in terms of the industries represented. Each map is accompanied by a profile report that provides the supporting data to augment the information provided on the map. (See Appendix 2.)

A picture is worth a thousand words, and these maps are a powerful planning asset that can literally show the relationship between jobs and workers; the need for better transportation routes; and many other facets of a rapidly changing economy. The mapping tool, along with the Quarterly Workforce Indicators and other local workforce information from LEHD, supports a range of policy and decision-making needs as no other data product has. Workforce Investment Boards, local planners, federal agencies, and other analysts are using LEHD data to determine how local economies are being redirected and reinvented, and how the local workforce is responding to these changes.

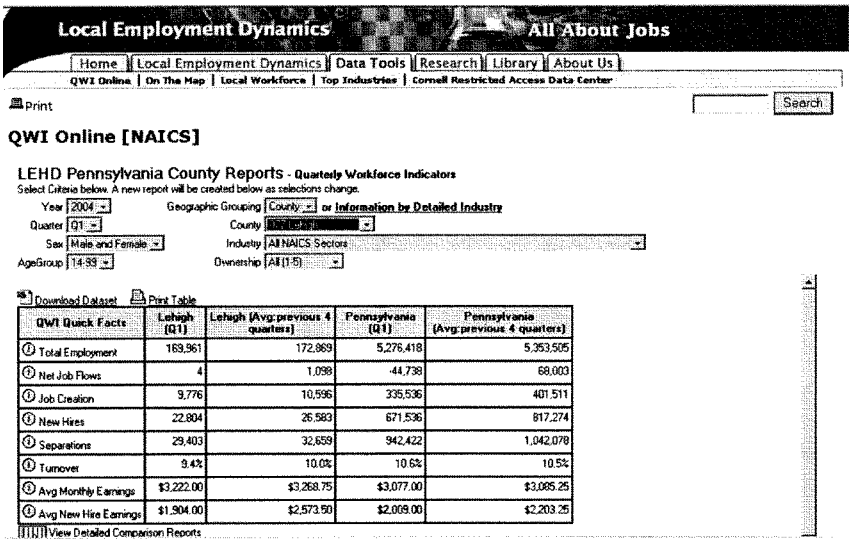
The LEHD program will provide accurate and timely data that will empower local decision-making, and improve the quality of services and opportunities for millions of Americans. Moreover, we believe the LEHD can augment and complement other data collection activities, such as the American Community Survey. LEHD data support the socio-demographic information from the American Community Survey with data on recent trends and patterns, highlight the interaction of multiple factors such as labor market and transportation, and can illustrate how rapidly a local economy is changing. LEHD can make an important difference to our understanding not only of local workforce dynamics, but also the nation's economy.

Thank you and I would be pleased to answer your questions.

Appendix 1

Quarterly Workforce Indicators: Lehigh County, Pennsylvania

Source: www.census.gov



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LEHD Pennsylvania County Reports - **Quarterly Workforce Indicators**

Select Criteria below. A new report will be created below as selections change.

Year: 2004 — Geographic Grouping: County — or Information by Detailed Industry

Quarter: Q1 — County: [redacted]

Sex: Male and Female — Industry: All NAICS Sectors

AgeGroup: 14-99 — Ownership: All (1-5)

Download Dataset | Print Table

QWI Quick Facts	Lehigh (Q1)	Lehigh (Avg:previous 4 quarters)	Pennsylvania (Q1)	Pennsylvania (Avg:previous 4 quarters)
Total Employment	169,961	172,869	5,276,418	5,353,505
Net Job Flows	4	1,098	-44,738	68,003
Job Creation	9,776	10,596	335,536	401,511
New Hires	22,804	26,583	671,536	817,274
Separations	29,403	32,659	942,422	1,042,078
Turnover	9.4%	10.0%	10.6%	10.5%
Avg Monthly Earnings	$3,222.00	$3,268.75	$3,077.00	$3,085.25
Avg New Hire Earnings	$1,904.00	$2,573.50	$2,009.00	$2,203.25

View Detailed Comparison Reports

Appendix 2
Labor Shed Map: Richmond, Virginia
Source: US Census Bureau

Labor Shed Profile Report: Richmond Corridor Area
Selected Area Characteristics – In-area Employment

	Count	*Percent* Share
Employment Area Profile		
Number of Employers	621	
Total Workers (Primary Jobs)	12,878	100
Workers by Age		
Under age 30	4,505	35
Age 30 to 54	6,796	53
Age 55 or older	1,577	12
Workers by Earnings Paid		
Under $15K	5,752	45
$15K to $39K	4,166	32
$40K or more	2,960	23
Workers by Primary Industry		
(2-digit NAICS — Top 10)		
Admin & support, waste management and remediation	2,077	16
Accommodation and food services	1,709	13
Retail trade	1,617	13
Health care and social assistance	1,592	12
Professional, scientific and technical services	1,521	12
Finance and insurance	908	7
Construction	856	7
Mgmt of companies and enterprises	803	6
Wholesale trade	721	6
Real estate and rental and leasing	344	3
Alll other industries	730	6

	Count	Percent Share
Quarterly Workforce Indicators		
2nd Quarter		
Total number of QWI jobs	8,487	100
Number of jobs created	755	9
Number of jobs eliminated	425	5
Number of worker separations	1,016	12
Avg earnings of separated workers	$1,360	
Number of new hires	1,107	13
Avg earnings of new hires	$2,399	
Where Workers Come From		
Total	12,878	100
Cities/Townships		
Richmond	1,513	12
Three Chopt	851	7
Brookland	743	6
Tuckahoe	741	6
Fairfield	440	3
All other cities or townships	8,590	66

Mr. TURNER. Mr. Dowd.

STATEMENT OF THOMAS M. DOWD

Mr. DOWD. Mr. Chairman, I am pleased to have the opportunity to testify regarding the Employment and Training Administration's experience using census data. ETA views census data as a vital tool in many aspects of our work, such as in, one, formula funding and State planning; two, workforce and economic development planning; three, research and evaluation; and, four, targeted population initiatives.

At ETA, we strive to understand the labor market and its relationship to the American economy and facilitate the preparation of American workers for the jobs of the 21st century. With a $10.6 billion request for fiscal year 2006, ETA is committed to administering programs that have at their core the goals of enhanced employment opportunities and business prosperity. These programs include those authorized by the Workforce Investment Act of 1998 [WIA], trade adjustment assistance, unemployment insurance, and apprenticeship programs.

It is important to note that WIA attempted an overhaul of the Nation's public workforce investment system, and in the past 5 years we have made good progress toward that end. The administration has proposed significant reforms to further improve WIA by increasing flexibility, reducing overhead, and strengthening the One-Stop Career Center System, among others.

The funding and governance provisions of WIA provide the basic framework for the overall public workforce investment system and the basis for planning WIA services at the State or local level. This planning is dependent upon updated population data information for effective management, increased accountability, and better results.

WIA requires that decennial census data be used as the basis for factors relating to disadvantaged adults and disadvantaged youth in the statutory formula used by the DOL to distribute adult and youth activity program funding among States and used by States to distribute funding among local workforce investment areas.

Decennial census data is also used to determine the funding levels among WIA Native American Comprehensive Services and Supplemental Youth Service programs and partially to distribute funds among WIA National Farmworker Job Training programs as well.

ETA also relies on annual population estimates produced by the Census Bureau as part of the statutory formula used to distribute funding among States for the Senior Community Service Employment program.

Under title 1 of WIA, Governors are required to submit a strategic 5-year State plan in order to receive funding under the WIA Adult, Youth, Dislocated Worker, and the Wagner-Peyser programs. As a foundation for these strategic plans, States are encouraged to provide a detailed analysis of the State's economy, the labor pool, and the labor market context, using a variety of data elements from Census Bureau data and supplemental labor market reports.

ETA is leading an effort to encourage States and local communities to ensure that their workforce systems are demand driven.

Meeting the demands of business requires a solid knowledge of workforce and demographic trends. Therefore, census data is a key for States and local areas, assisting them in economic planning, program management, and performance accountability.

The Census Bureau's Longitudial-Employer Household Dynamic, LEHD, program, which the director mentioned, for which the President has requested funding for fiscal year 2006 has as its cornerstone the Local Employment Dynamics initiative, LED. The LED initiative is a partnership between the Census Bureau and 38 States, representing more than 80 percent of a population of the U.S. Partner States supply quarterly unemployment insurance worker and business records and State administrative records to the Census Bureau, which in turn generates quarterly local workforce-related data. This new data helps local policymakers, workforce investment boards, job seekers, education and training institutions and employers better understand labor markets at the State, county, and metropolitan area levels in order to make informed decisions.

As part of this LED initiative with ETA funding support, the Census Bureau is starting a pilot project on dynamic mapping involving 12 States that will demonstrate the geographical relationships between where people live and where they work. This project has tremendous potential for economic development, the deployment of workforce services, and the design of family and community services.

Market-responsive Education and Employment Training System [MEETS], is another DOL initiative that uses official industry classifications and Census Bureau LED Quarterly Workforce Indicators to define and analyze employment dynamics and target industries.

The Census Bureau offers diverse data of high quality which ETA relies on for research and evaluation purposes. Currently, ETA has an interagency agreement with the Census Bureau to support the development and administration of a supplement to the Current Population Survey to address unemployment insurance issues, particularly how unemployed individuals utilize the UI benefits system.

One initiative that has been very successful in leveraging the power of census data to better implement its objectives is the Limited English Proficiency [LEP], census data project. ETA worked with the Census Bureau to acquire specific data on LEP populations. This specialized information helped States and local areas determine the size, primary languages, and characteristics of the LEP population in their area and enhance their level of responsibility for providing meaningful access to workforce services.

ETA also relies on specialized population reports developed by the Census Bureau to formulate policies and initiatives around other special populations that more and more are becoming integral parts of the labor force. Reports on older workers, Hispanics, immigrants, and Asian Americans form the foundation for the development of workforce policies and initiatives that contribute to ensuring that America's labor force remains competitive in the 21st century.

Mr. Chairman, this concludes my testimony; and, again, I appreciate an opportunity to appear before you this morning and this committee. And I am prepared to respond, along with my colleague here, to any of your questions.

[The prepared statement of Mr. Dowd follows:]

STATEMENT OF THOMAS M. DOWD
DEPUTY ASSISTANT SECRETARY OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION
BEFORE THE SUBCOMMITTEE ON FEDERALISM AND THE CENSUS
HOUSE GOVERNMENT REFORM COMMITTEE
UNITED STATES HOUSE OF REPRESENATIVES

May 10, 2005

Mr. Chairman, and members of the Subcommittee, I am pleased to have the opportunity to testify regarding the Employment and Training Administration's (ETA's) experience using Census data. ETA views Census data as a vital tool in many aspects of our work: (1) formula funding and state planning; (2) workforce and economic development planning; (3) research and evaluation; and (4) targeted population initiatives. At ETA, we recognize the importance of longitudinal data to continuously assess and develop our programs, policies and initiatives.

Introduction

ETA's mission is to contribute to the more efficient and effective functioning of the U.S. labor market by providing high quality job training, employment assistance, labor market information, and temporary partial wage replacement. These services are provided primarily though state and local workforce investment systems. In pursuit of this mission, we strive to understand the labor market, understand its relationship to the American economy, and facilitate the preparation of American workers for the jobs of the 21st century.

With $10.6 billion requested for Fiscal Year (FY) 2006, ETA is committed to administering programs that have at their core the goals of enhanced employment opportunities and business prosperity. These programs include those authorized by the

Workforce Investment Act of 1998 (WIA); Trade Adjustment Assistance; Unemployment Insurance; and Apprenticeship programs.

It is important to note that WIA attempted an overhaul of the Nation's public workforce system, and in the past five years we have made good progress toward that end. This Act was intended to create a customer-driven system that helps employers obtain the workers they need and empowers job seekers to meet the challenges of the 21st century by obtaining the jobs needed to become productive citizens. The Administration has proposed significant reforms to improve WIA by increasing flexibility, reducing overhead and strengthening the One-Stop Career Center System.

WIA is a decentralized system governed by states and local workforce investment areas. The funding and governance provisions of WIA provide the basic framework for the overall public workforce investment system, and the basis for planning WIA services at the state or local level. This planning is dependent upon updated population data information for effective management and better, accountable results.

ETA Funding Formulas and State Planning

Funding Formulas

WIA requires that Census data be used as the basis for factors relating to disadvantaged adults and disadvantaged youth in the statutory formula used by DOL to distribute Adult and Youth Activity program funding among States and used by States to distribute funding among local workforce investment areas. Other factors in the statutory formula use unemployment data from the Bureau of Labor Statistics. Through special Census Bureau tabulations prepared for DOL, decennial data is provided to

identify the number of individuals by age and specified poverty income levels for states, counties, minor civil divisions, cities, and place/county parts.

Decennial Census data is also used as the only data in the administrative formula to determine the funding levels among WIA Native Americans Comprehensive Services and Supplemental Youth Services program grantees. In addition, decennial Census data and the five-year Census of Agriculture data are used in the administrative formula for distributing funds among WIA National Farmworker Job Training program grantees. Other data for the Farmworker program formula are derived from the National Agricultural Workers Survey and the Farm Labor Survey. ETA also relies on the annual population estimates produced by the Census Bureau as part of the statutory formula used to distribute funding among States for the Senior Community Service Employment Program (SCSEP). Once SCSEP formula funding to each State is determined, the resources are distributed among areas within the State based on decennial data. As part of the SCSEP program, Census data is further used to develop State plans that coordinate employment activities for seniors and to determine income eligibility among program participants.

Strategic State Plans

Development of a strategic state plan for workforce programs requires the use of demographic and economic information and analysis to drive investments, identify strategic partners, and design effective service delivery systems. Under title I of WIA, Governors are required to submit a strategic five-year state plan in order to receive funding under the WIA Adult, WIA Youth, WIA Dislocated Worker and the Wagner-Peyser programs. Under the state unified planning provision authorized under title V of

WIA, states are encouraged to utilize a comprehensive plan covering many of their workforce-related programs.

As a foundation for these strategic plans, states are to provide a detailed analysis of the State's economy, the labor pool, and the labor market context, using a variety of data elements from Census Bureau data and supplemental labor market reports. Elements of the analysis usually include: (1) the current makeup of the State's economic base by industry,(2) the projected growth of industries and occupations in the short term and over the next decade, (3) industry and occupation demand for skilled workers and available jobs, (4) skill needs for the available, critical and projected jobs, (5) current and projected demographics of the available labor pool, and (6) migration trends of workers and their impact on the labor pool, among other elements. Based on such analysis of the economy and labor market, states are then able to identify workforce development issues and to prioritize them accordingly to ensure the state's economic health and growth.

State and Local Area Economic Planning and Management

ETA is leading an effort to encourage states and local communities to ensure that their workforce systems are demand driven. This requires a solid knowledge of workforce and demographic trends. Therefore, Census Bureau data are a key tool for states and local areas, assisting them in economic planning, program management, and performance accountability.

Local Employment Dynamic Partnership

In 1999, a voluntary Federal-state partnership was formed, where partner states agreed to supply quarterly Unemployment Insurance (UI) worker and business records and state administrative records to the Census Bureau, in return for the Census Bureau

generating quarterly local workforce-related data that helps local policy-makers, job seekers, education and training institutions, and employers better understand labor markets at the state, county, and metropolitan-area levels in order to make informed decisions. The Local Employment Dynamics (LED) initiative is a partnership between the Census Bureau and 38 states— representing more than 80% of the population in the U.S. This initiative is the cornerstone of the Census Bureau's Longitudinal-Employer Household Dynamic (LEHD) program for which the President has requested funding to fulfill its intended objectives for Fiscal Year (FY) 2006.

The LED partnership provides 29 indicators of economic activities, called Quarterly Workforce Indicators. State and Local Workforce Investment Boards are using this new data to learn about where workers and businesses are, what industries are hiring workers, and what workers get paid. Employers can find out where workers are to help decide on new business locations or to target hiring efforts. Educational and training institutions can examine earnings for new and incumbent workers in different industries to benchmark their performance and improve placement strategies. Job seekers are able to use the data to see which types of businesses are hiring workers of their age, what they are paying, and apparent industry growth trends.

With ETA funding support, the Census Bureau is starting a pilot project on dynamic mapping involving 12 states. This project will demonstrate the geographical relationships between where people live and where they work. Such understanding has tremendous potential for economic development, the deployment of workforce services and the design of family and community services. For instance, policy-makers or businesses are able to track through dynamic maps whether childcare facilities, One-Stop

Career Centers, or public transportation services are available in close proximity to where low-wage workers live and whether public transportation is serving their needs accordingly. The Census Bureau is also currently developing, with ETA funding, templates that provide customized labor market information to facilitate planning for policy-makers, as opposed to data tables that most people find difficult to understand and utilize.

Market-Response Education and Employment Training System

Market-responsive Education and Employment Training System (MEETS) is another DOL initiative that focuses on how new labor market information can help state and local workforce investment stakeholders make decisions and develop workforce programs that meet the needs of employers and workers. MEETS uses official industry classifications and Census Bureau LED Quarterly Workforce Indicators to define and analyze employment dynamics in target industries. This is done by designing and pilot testing the use of linked administrative records as a strategic tool for the workforce investment system in serving businesses and workers. MEETS focuses on high-growth and high priority job industries and describes an approach to the delivery of new labor market information that can be adapted to any mix of employment opportunities and challenges.

Research and Evaluation

The Census Bureau offers diverse data of high quality, which is vital to the policy community and which can be expensive and labor-intensive for each agency to collect on its own. ETA and other Federal agencies are able to use Census data for their research and evaluation purposes without having to duplicate or fund new resources to obtain such

data. The Census Bureau also administers supplements on behalf of agencies who would like to obtain additional information on specific populations. As an example, within ETA's research and evaluation activities, supplements from the Current Population Survey (CPS), which are administered by the Census Bureau, are used to obtain information on the UI program. The CPS is the primary source of information on the labor force characteristics of the U.S. population. ETA relied on a Contingent Workforce Supplement in a study to learn more about the changing nature of employment; specifically, to understand the usage of alternative employment arrangements in states. The study helped provide ETA with a better understanding of work arrangements and its potential impact on UI. Currently ETA has an Interagency Agreement with the Census Bureau to support the development and administration of a supplement to the CPS to address unemployment insurance issues, particularly how unemployed individuals utilize the UI benefits system.

Targeted Population Initiatives

One initiative that has very been successful in leveraging the power of Census data to better implement its objectives is the Limited English Proficiency (LEP) target population initiative. Title VI of the Civil Rights Act of 1964 prohibits discrimination against any person on the basis of race, color, or national origin in any program receiving federal financial assistance, and Executive Order (EO) 13166 issued in 2000 emphasizes the fact that the protections of the Civil Rights Act apply also to those with limited English proficiency. As a result of EO13166, titled "Improving Access to Services for Persons with Limited English Proficiency", all federal agencies responsible for administering federal financial assistance were asked to issue guidance to their grantees

on the provisions of the law. DOL issued guidance on May 29, 2003, which helps the system understand how federal grant funds and partnerships can further maximize the coordination of benefits to this group.

After issuance of the guidance, ETA formed a Limited English Proficiency Workgroup, which was charged with assessing ETA's ability to promote services to this population and ensuring that clear guidance was made available to the public workforce investment system. One of the Workgroup's investments was to work with the Census Bureau to acquire specific data on LEP populations. The Census Bureau produced special tables for ETA, which sort the number of people who speak one of 39 different languages, and who live in a single state, as well as by each local workforce investment area in that state. Some limited social demographics are also provided for each group, such as education, employment status, and income. Since WIA, as a primary funding stream for public workforce programs, is a decentralized system governed by states and localities, this specialized information helps states and local areas determine the size, primary languages and characteristics of the LEP population in their area, and hence their level of responsibility for providing meaningful access to workforce services in their area.

We feel that all of this information is of great value to workforce investment system stakeholders, as it will enable them to determine whether there is a significant population of individuals in their area in need of LEP services, and if so give them some parameters around which to plan LEP services. Furthermore, this information will be useful to any Federal agency funding grantees by state or similar local areas.

ETA also relies on specialized population reports developed by the Census Bureau to formulate policies and initiatives around other special populations that are becoming more and more integral parts of the labor force. Reports on older workers, Hispanics, immigrants, and Asian-Americans form the foundation for the development of workforce policies and initiatives that contribute to ensuring America's labor force remains competitive in the 21st century. By developing workforce strategies to engage these growing segments of labor force we are able to assist high-growth industries by providing a pool of readily skilled workers to meet their particular needs.

Conclusion

Mr. Chairman, this concludes my testimony. Again, I appreciate this opportunity to appear before you on behalf of the Employment and Training Administration. I am prepared to respond to any questions that you may have.

Mr. TURNER. Thank you both.

I have several questions both about the methodology that you approach and how your two agencies work together, the relationship between the data and your administrative processes in State and local governments. But I wanted to start first with a topic that goes to the title of the hearing and really what we are seeing as urban trends, and I brought with me the two local newspapers from my district on Friday April 15th that is about the census data that was released. This headline in the Cincinnati Enquirer is "Suburbs Boom But Core Shrinks," and then the other one in the Dayton Daily News is "Population Migration: Ohio's Metropolitan Counties are Experiencing Population Migration."

In fact, the Census Bureau spokesperson says that one of the things we've certainly observed is the rapid growth in the so-called ex-urban counties, Census Bureau Spokesperson Robert Bernstein said of counties that are fast developing outside of an urban core. They are among the leaders of our list of fastest-growing counties.

And the Cincinnati Enquirer indicates that one of the counties, Warren County, OH, is among the U.S. leaders in population growth. Warren County is in my district.

And then the Dayton Daily News, which is the other paper, reports Dayton is having the decline in overall population of the urban core. Both reflect the changes that we are seeing throughout Ohio. The migration of population in areas where we are not seeing population growth results in some winners and some losers and a weakening of our tax base that sometimes supports our poverty intervention programs and our ability to deliver social services. Over a period of time, migration and development of areas that are the ex-urban counties are going to have an interesting impact on our ability to look at urban redevelopment.

Both from a labor statistics perspective and from a Census Bureau perspective, I would ask if you would speak just a moment about the issue of development of ex-urban counties and what you are seeing both in job migration and population migration. Mr. Kincannon.

Mr. KINCANNON. Well, thank you, Mr. Chairman. It is an interesting phenomenon and a very complex phenomenon.

I live in what was once an ex-urban county, Loudon County. It feels to me as though it is beyond being ex-urban, even though it is some distance from the core. But as population has shifted to outlying counties, as people seek affordable housing and the kind of lifestyle that they wish to lead, then that also means that job centers grow as a consequence of that. That has certainly been the case in Loudon County.

Twenty years ago, it was a bedroom suburb, but in the last 20 years some important centers of employment have developed there. And as I am sure you have done many times, going out the Dulles corridor, the former roadway through farmland has become an artery going past major employers that are significant in the entire metropolitan area, both in Fairfax County and in Loudon County.

Now I spend my weekdays in the District of Columbia, and I observe that neighborhoods have gone, in my lifetime in this area, through various changes. What I observe happening in some neighborhoods now is quite a change in the population. People making

a lifestyle choice, don't want to commute 40 miles into a job in the urban core. They have a job that they like in the urban core or sometimes even in the suburbs, but prefer the life of the city.

As Representative Shays said, the opportunities for entertainment, for social life and so on are appreciated now in the cities more than they were perhaps 25 or 30 years ago. So there is another turnover of population happening in core cities.

I have seen some of it happening in Dayton as well, although I am not as close an observer of Dayton as I am in Washington. But the converting of old office buildings or retail space into lofts or other kinds of condominium has made a big difference in Washington as it has in Dayton, and the downscaling of the intensity of housing in some cases in Washington neighborhoods where housing had been converted from single-family to multi-unit in some cases now are being converted back to single families. So that change is quite interesting and makes a positive figure for urban cores as well as for ex-urban counties.

What remains to be coped with in many cases is transportation. Still, people choose their jobs on one basis and their residence on another basis. And getting them from point to point requires sustained commitment of the public sector to make sensible investments in productive and efficient transportation.

Mr. TURNER. Thank you.

Mr. Dowd.

Mr. DOWD. Yes, thank you.

From a labor perspective, it is kind of interesting. Just right here in our own local commuter shed, like many of us commuting into the District from Maryland and Virginia, but you might note there is also a population commuting the other direction, going out to work in our neighborhoods. And it is interesting, that is, from a labor perspective again, we hear and see where older workers now reaching retirement want to scale down from their homes out in the ex-burbs. They want to move back into a more urban setting where they have easy access to culture and good dining and all the things that they want to enjoy in their retirement years and not have to cut the lawn and take care of those things as well.

So you have that phenomena going on; and we want to look at, well, how do we in fact then understand those demographics? Because that older worker population is potentially the new workforce in some of these urban areas that are returning back into urban areas.

So our interests, and particularly in working with State and locals, is ensuring that they have the right data in order to be able to understand the demographics both in terms of the job skills required by the employers so they can in fact bring the three components together that we think are essential: education, economic development, and employment training—the three Es, the power of three Es, E-cubed we call it—so that you can use the energy of all three of those to more effectively understand this dynamic in terms of that commuter shed and which way it is going and who is involved in that flow so we can properly train them and then have a prosperous economy continue to take place.

Mr. TURNER. We are seeing in southwest Ohio there is a trend of commute between and sharing of jobs and economy between

Dayton and Cincinnati that perhaps has not been at the level that it is now. The commute between Dayton and Cincinnati is 30 to 45 minutes, which, I tell many people in southwest Ohio, is, in D.C., the commute over a bridge. So, in Ohio, people are able to spread out over a much greater geographic area.

Mr. Kincannon, the news articles that I just referenced were talking about the census data as it looked to county populations. And my understanding is that your annual estimates don't break down further beyond the county level. Is that correct? Or to what extent is it applied to smaller governmental units or territories?

Mr. KINCANNON. We make every year estimates at the national, State, and county level based principally on administrative records about births, deaths, and net migration, internal and international. Below the county level, we do make estimates for functioning local governmental units, but the administrative records do not well support that process. So we use housing unit basis as estimating, carrying down the county population, which is the controlled total, to local areas. That's not as robust a method, but it is the main option open to us. So we use the latest information about housing units from the last census, corrected by new construction, demolition, vacancy information, and the density of population available either from the last census or from the average household size. And eventually, as the ACS becomes available for smaller areas, we will have that information about household size, and that will be used to carry down—continue to carry down estimates for subcounty areas.

Mr. TURNER. My next question, if you could just embellish a bit the road you were going down, which is the description of how you come up with those annual estimates. You and I had a discussion where I was looking at the estimates of the Census Bureau and trying to disprove them by looking to actual water shutoffs within the city of Dayton to look for population and in fact was unable to substantiate the estimates that the Census Bureau was producing, which in fact turned out to be very accurate when the census for 2000 was complete. Could you speak a little bit more about that process that you go through in putting those estimates together?

Mr. KINCANNON. Yes, Mr. Chairman.

I won't go more into the procedure, unless you desire that I do so. I can go a little bit further but not too far into the techniques used by the Census Bureau. But the process has other and broader components that are quite important.

There is a Federal, State cooperative program on population estimates where each Governor, and in the case of D.C. the Mayor of the District of Columbia, designates people to serve in this program. And we meet twice a year regularly, discuss what's going on, get new information from the localities, the States and the counties and try to make sure that we have a good mutual communication.

When we do make an estimate, whether it is at the county or the local government level, if there is disagreement by the locality, there is a process or procedure by which the highest elected official or the highest executive official of that jurisdiction can write to the Census Bureau. We put a time of 180 days or something, a scope to challenge that, and then submit information as the basis for that

challenge. And we will review that together with the local officials to see if we can make corrections.

Mrs. Maloney at the last hearing brought up the fact that New York City challenged the last estimate, and we agreed to a correction based on the data they submitted of an additional 23,000 persons. I still think an error of 23,000 persons out of 8 million is a pretty good record. And if the local officials couldn't do a better job of estimating, I would be very surprised. But that process is alive and well and much in use. So that's an important way to get the feedback on it.

Mr. TURNER. Mr. Dowd, you talked in terms of requiring local governments, State, counties in their processes with the Workforce Investment Act to utilize census data as they go forward with their planning processes. Are you seeing gaps in data? You have been very active in working with the Census Bureau, in addition to providing funding and advocating for what your needs are. But do you currently see gaps in the types of data that would be most helpful in planning for local communities?

Mr. DOWD. It's kind of interesting in that there is actually a lot of data. And I always like to say, even though my colleague might not find this very amusing, that data is the plural of anecdote. So the fact of the matter is there's lots of it, and I'm not sure we always use it very effectively and understand through the analysis what exactly is going on. The one thing we're trying to encourage State and locals to do a better job of is to be able to make data-based decisionmaking predicated on good analysis and labor market information.

One of the things we did is an environmental scan, and I would be happy to leave this copy with you, if you would like. It can also be found online at http://www.doleta.gov///programs/pdf/environmental-scan-report-final.pdf. It's really designed to help the local and State workforce system examine the variety of workforce information sources. And just taking a quick look here in the front, you know, we worked with certainly the Department of Labor's Bureau of Labor Statistics and the Census, SBA, Education, National Center for Education Statistics, private sources such as Manpower, National Association of Colleges, labor market information from all the States, economic development agencies, EDA, and others. So we try to gather as many of the sources as possible to in fact ensure that there won't be gaps and there won't be points in time and space with regards to ensuring that you are looking at the full picture.

Now can there be more data? I suppose so. And cut different ways. But to be perfectly honest, there is a lot of data already there, and I think it's, frankly, probably a better use by all of us.

Mr. TURNER. From what you have seen in working with local communities, can you give us some examples of best practices or some communities that are using the workforce planning process and the data effectively?

Mr. DOWD. Yes. One of the things I would like to share with you, Mr. Chairman, is the President's High-Growth Job Training Initiative in which we are trying to bring together, as I indicated at the outset, the local area, and that includes cities, obviously, the economic development of that area, the different entities, and the em-

ployment training system through a model approach that looks for solutions on how to be more effective in using the data to support a program design that can meet the training needs in that area. We have had several of them, and I will be happy to leave that information with you as well.

Specifically in the health care field, for example, we have a grant with the John Hopkins health system that brought that health care system with the local employment training system along with the local folks so they could design a program that was really very effective. And I think that's the key, is having good data, but then having the right partners put it together and use it together. Usually what you get is one entity coming to you with one proposal saying, we could use a couple million dollars; and then another one comes in the other door and says, well, we could use a million and a half; and then the other one comes a week later and says we could use $2 million. They've never talked to each other, but they are all coming out of the same community, and some of them are using the same data and some of them are using different data. We've tried to encourage them to use it together and then to come together.

Like I said, I would be happy to share with you some very specific projects that we've funded I think you will find very interesting.

Mr. TURNER. Excellent.

Mr. Kincannon, when you talk about the Longitudinal-Employer Household Dynamics program, part of your testimony discussed the partnership with the States and their quarterly unemployment insurance wage records. Are there other administrative partnering arrangements that perhaps you don't have opportunities for that you see in the future would be helpful, data that is out there that you think would make both your processes more accurate or easier that, through expanding those partnerships might assist you?

Mr. KINCANNON. Yes, Chairman. There are a number of areas. The LEHD—and you can understand why we usually refer to it as the LEHD—the whole title is an essay practically—it's a work in progress. And it does have the unemployment insurance records now for 38 States, and that's an important step forward.

But, for example, the Unemployment Insurance Act expressly excludes Federal employees. That's an important factor in your district. It's an important factor in the Washington area. And we are working with the Office of Personnel Management to make sure that we have the corresponding records that will permit us to show the same kind of information that's so critical in those areas.

Mr. TURNER. Mr. Dowd, in the Market-responsive Education and Employment Training System and looking at the Census Bureau's LED Quarterly Workforce Indicators, you talk about looking at dynamics in targeted industries. How are those selected? What is your focus in looking at the industries that you are going to take a more in-depth look at?

Mr. DOWD. One of the things that we've tried to stress very carefully with our State and local partners and our involved public workforce system is that it's a fact that employment is generally local. Most people seek a job and get hired locally. There may be that person that applies in Philadelphia and gets hired in Los An-

geles, but for the most part people get hired locally. And so, therefore, it's very important for workforce developers and working with economic developers and educators to really understand what's going on in their communities today and in the future with regards to industry. Therefore, we've not tried to pick winners and losers.

What we've asked the local workforce system to do is to examine all the data in order to understand what are those high-growth industries, whether they be health care or information and technology, geospatial, automotive, transportation, to examine them so we can understand and they can understand how they can properly then adjust their training model, their training plan to in fact really add value to the economic development proposition of making that community vital. And I think that's key to what's continued to happen, and it happens locally.

Oftentimes, people look to the Federal Government and think that we somehow have the solution for the whole country, and if we could just give them a box and they can open it up and put a kit together, everything would be solved. But we really are far from that local economy and can't begin to really understand the nuances and the complexities of where that economy is moving locally, and we want them to be able to understand that. That's what it means to be a demand-driven workforce system, to understand where the economy is today and where it's headed for tomorrow.

Mr. TURNER. OK. Well, with that, I will conclude my questions and ask if either of you gentlemen have anything else you want to add in closing with respect to your subject matter or anything that the other has commented upon?

Mr. KINCANNON. Mr. Chairman, we did bring a little example of the map that was developed with ETA's support funding for 12 States. If that would be of interest to you and you have the time, we would quickly show that——

Mr. TURNER. Please.

Mr. KINCANNON [continuing]. With a little luck on the technology side——

Mr. TURNER. Excellent.

Mr. KINCANNON [continuing]. We are participating. We have 12 States. We produced a prototype map for Minnesota to begin with, and we are now in the process of piloting with the other 11 States, and I am going to show you one of those States. This is a portion of Virginia. This is in the city of Richmond, the area of Richmond; and we can use this map to see where the workers within an area live. That is, draw a circle around an area of employment and then see where those workers live. So this is a freehand drawing.

There's a small circle you can see in there, although the roads look almost as freehand as the area. For the people who work in that area, we will next see where they live, and you can see how widely disbursed they are in the Richmond area. This is not an unusual pattern, but this also will permit looking at vectors of transportation so that it can provide real information to local officials and to businesses about how they plan what they're doing to meet the needs to get workers to jobs and jobs to workers.

That's the simple part of the demonstration, and it gives you an idea. If you can actually draw a free-hand circle on a map and get

this kind of information, it can be very powerful and useful and do it in a hurry.

Mr. TURNER. Thank you.

Mr. DOWD. I would only add, Mr. Chairman, that again we fully support the mapping. And one of the reasons is as interesting as well. Let's say the employer here in Richmond decides that I don't have the right workforce here. I am going to have to go to North Carolina or to Texas.

Well, the fact of the matter is he can identify what community colleges he has in this community, how many graduates do they put out, and are they in fact in the automotive fields, what other kinds of educational providers are there and training providers? Begin to see before he moves away that he actually may have resources right there connecting with the education community and save himself a whole lot of money and not have to pick up and move. That also helps to eliminate workers' dislocation.

We may be able to look and see what are the industries here that are actually on the decline and what is the workforce going to be able to do in terms of changing and rescaling the industries that want to come there.

So it is a really complex process, but it can tell us so much. And I think we are really only beginning to harness this in a really good way for the public workforce system and for the Nation as a whole.

Mr. TURNER. Well, thank you. I thank you for your time, and I thank you for the insight of the work that you do and how it is applied and makes a difference in our communities. Thank you.

We will take a 5-minute recess as we set up for our next panel.

[Recess.]

Mr. TURNER. I see you are already standing, so we will come back to order. I will swear you in, and then we can begin your testimony. So if you would raise your right hands.

[Witnesses sworn.]

Mr. TURNER. Let the record show that all witnesses have responded in the affirmative.

This panel consists of the Honorable Marc Morial, the former mayor of New Orleans, president, National Urban League, currently; Paul Farmer, executive director and CEO, American Planning Association, American Institute of Certified Planners; Mitchell Silver, deputy director, long range planning, District of Columbia Office of Planning; and Audrey Singer, immigration fellow, metropolitan policy, Brookings Institution. I thank you all for your time and for being here.

We will begin with Mayor Morial.

STATEMENTS OF MARC MORIAL, PRESIDENT, NATIONAL URBAN LEAGUE; PAUL FARMER, EXECUTIVE DIRECTOR AND CEO, AMERICAN PLANNING ASSOCIATION/AMERICAN INSTITUTE OF CERTIFIED PLANNERS; MITCHELL SILVER, DEPUTY DIRECTOR, LONG RANGE PLANNING, D.C. OFFICE OF PLANNING, ACCOMPANIED BY BARRY MILLER, ASSOCIATE DIRECTOR, "COMPREHENSIVE PLAN", D.C. OFFICE OF PLANNING; AND AUDREY SINGER, IMMIGRATION FELLOW, METROPOLITAN POLICY, THE BROOKINGS INSTITUTION

STATEMENT OF MARC MORIAL

Mr. MORIAL. Thank you very much, Mr. Chairman and members of the committee. I am pleased to be with you. And I certainly want to thank Congressman Turner, a fellow former mayor, for inviting me to share my thoughts with you on the importance of the census data and the work we do at the National Urban League to empower American cities.

I have prepared these written remarks which are going to be obviously placed in the record, so I just wanted to take a few moments to make some general comments about how the Census Bureau and how census data has assisted our work at the National Urban League and then offer some thoughts about how census data can be improved and also how it can be better used in the future.

Very importantly, we use the census data in a number of ways. Crucially, each year we publish this report called the State of Black America Report. An integral component of this report is an index that we call the Equality Index. It's the second year that we've done the Index, and the Index is done in collaboration with an econometric forecasting firm in Philadelphia called Global Insights. The Equality Index, which is based substantially on census data, measures over 100 indicators with respect to Black Americans and White Americans and compares the two. The idea for the Index is to give the Nation, to give the people in our organization, to give people who are concerned a more accurate statistical comparison between the status of Black Americans and the status of White Americans in the areas of education, economics, health care, what we call social justice, and a final category called civic engagement.

The report that we published this year indicates that African Americans have a status of 73 percent that of White Americans on the overall index. Crucially and significantly on the economic index, which I think is one of the most important indexes, the status of Black Americans relative to White Americans is about 57 percent. Without the census data, we would be unable to do this report. Without the census data, we do not think we could do our very important work in informing the American public about issues as it relate to America's city, as they relate to Americans, African American and other communities of color, and also to inform the Nation about the progress we have made and the challenges yet left to be done in the important area of equality and opportunity.

Second, we use census data on an overall basis as a part of our work at the National Urban League Policy Institute, which is headquartered here in the Nation's Capital. On an ongoing basis we release such reports as quarterly jobs reports, and we've done a wide variety of work over the years.

Third, the National Urban League Policy Institute has had the very special privilege and opportunity to serve as a census information center over the years, to be a part of the effort to disseminate and receive information about the census for people who we work for each and every day.

A couple of very important things, comments I would like to make. No. 1, we applaud and certainly urge this committee and the Congress to support the American Community Survey, the annual survey that the Census Bureau has begun to get more up-to-date information. We think that the ASC is very important and will assist our work in a very significant way. And we think that while the current survey as it is envisioned is an excellent start, I think that the Census Bureau should be given the resources, the prodding, and the support to expand that survey so that it includes as much data as possible on communities large and small. And the reason is self-evident, that the changing demographics, the trends of immigration, the movement of people to and away from jobs and away from communities that may be challenged by job losses are so fast and rapid that looking at information only every 10 years, in some cases every 5 years, is not the most effective way for policymakers, planners to have tools and to have information they need to be effective in the work that they do.

Second, I believe that the Census Bureau and those of us that understand the importance of census data need to focus more on what census projections mean about the future of the country and how projections about the future of the country can inform housing, transportation, and economic policy at the Federal, State, and local level.

Let me give you an example. One of the things we've been doing at the National Urban League is talking a lot about the demographic changes that are occurring in the Nation in the first half of the 20th century. The change in America to a Nation that does not have a majority ethnic group and what that means for our economy, what that means for our politics, what that means for the social health of our Nation, and what challenges are inherent therein.

It's been very interesting for me to talk to business leaders across the Nation who are looking at these demographic trends in terms of what it means for their marketing, for their merchandising, for their changing consumer mix. I think that more effort must be given to illuminating the excellent projections that the Census Bureau promulgates to assist policymakers, to assist business leaders and the like.

My third important point is that census data, while very important, is not easy for the average person or even the average decisionmaker to understand and to manipulate. And while it is sometimes the province of planners, sometimes people may look at the information as a gobbledygook of statistics and numbers, the fact of the matter is, is that the information gives us a significant tool in making important public policy decisions.

So what do I mean? We must support efforts by the Census Bureau, and we need to develop the kind of partnerships necessary to allow information that the Census Bureau promulgates to be put into formats and to be communicated in a way that makes sense

to the average American citizen, makes sense to the average elected official, makes sense to the average business leader. With that, this very important information will be an even more valuable tool in decisions that have to be made.

So I'd just add those comments to build on the written testimony that I provided with the hope that the summation of it is that we support an expansion of what the Census Bureau is doing, the development of new tools, the development of information which is more timely, the efforts that need to be undertaken to disseminate this information most significantly.

And, finally, we think that, for an organization like ours, which really sought in developing this Index on how we could take a body of information which was so important and put it in a way that the average person would understand, that journalists would understand, that would give us a way to talk about it in a fashion that people could understand but also in way that we think can inform policymakers.

So, Mr. Chairman. Thank you for your time. I would be happy to answer any questions.

Mr. TURNER. Thank you.

[The prepared statement of Mr. Morial follows:]

National
Urban League

Empowering Communities.
Changing Lives.

Testimony
Of The Honorable Marc Morial
Before the House Government Reform Subcommittee
On Federalism and the Census

"Life In The Big City: What Is Census Data Telling Us About Urban America? Are Policymakers Really Listening?"
Tuesday, May 10, 2005 10:00 a.m.

I am very pleased to be with you today. I want to thank my fellow former Mayor, Mike Turner for inviting me to share with you my thoughts on the importance of Census data in the work we do at the National Urban League to empower America's cities.

The National Urban League was founded in 1910 and is the nation's oldest and largest nonprofit, nonpartisan, community-based movement devoted to empowering African Americans to enter the economic and social mainstream,. The mission of the Urban League movement is to enable African Americans to secure economic self-reliance, parity and power, and civil rights.

The heart of the Urban League movement is our professionally staffed affiliates in more than 100 cities in 35 states and the District of Columbia. These professionally staffed offices are where Urban League services come to life - where people and their neighborhoods grow, change, and strengthen.

With programs and resources for all levels of education, job placement and training, affordable housing and home buying, business development, after-school care, mentoring, healthcare counseling, and much more, the affiliates provide residents and their families with unlimited opportunities and guidance so they may rise as high as they choose to go. They also cultivate a symbiotic relationship with local residents and companies, encouraging them to volunteer through Urban League programs and to advocate for positive change in their communities.

This grassroots activity relies on a number of resources to achieve success. Among the most important of these tools are the research and policy analysis and development that the National Urban League provides not only to our affiliates but to national, state and local decision-makers as well. Our research and policy activity draws heavily from Census data and demographic information, which we have found to be an invaluable part of our work.

For example, each year, we produce the *State of Black America Report*, which is a barometer of the conditions, experiences and opinions of Black America. It examines black progress in education, homeownership, entrepreneurship, health and other areas.

The publication forecasts certain social and political trends and proposes solutions to the community's and America's most pressing challenges. Accompanying the report is the *Equality Index,* a statistical measurement comparing the conditions between blacks and whites in economics, health, education, social justice and civic engagement.

According to the 2005 Equality Index, the status of African Americans is .73 or 73 percent compared to the conditions of their white counterparts, marginally unchanged from 2004 index results.

In preparing SOBA and the Equality Index each year, we rely heavily upon Census Data, without which, we'd have no benchmark for comparison. Not only does the Census data, such as the Statistical Abstract, provide useful information for the study, it in fact often triggers the selection of subject areas to research in depth.

In addition to SOBA, we also use Census data for our ongoing policy and research work. There are a number of organizations and think tanks that produce reports focusing on the economic circumstances of low- and middle-income families and how public policies affect their economic situation. The National Urban League's Policy Institute, based here in Washington, is unique among these organizations in that it focuses on African-American workers and families.

The National Urban League Policy Institute has for a number of years served as a Census Information Center.. As a result of this partnership, the Institute is able to provide technical assistance to Urban League affiliates requesting demographic information vital to their day-to-day work in their communities.

In addition, the Institute uses Census data as an integral part of its research and policy activity. For example, for the monthly Current Population Survey, the Basic and the March Supplement, are central to the Institute's ability to perform its analyses and write its reports.

The Policy Institute's Quarterly Jobs Reports, for example, are data driven. While the Quarterly Jobs Reports occasionally draw on Bureau of Labor Statistics and other data sources, they depend almost exclusively on the Bureau of Census Current Population Survey's monthly data. Institute economists use the online Data Ferrett to retrieve the monthly Current Population Survey data. The Census data information is copied into Excel spreadsheets in order to compile the desired time series data. The Quarterly Jobs Reports are based on the computed statistics, regressions run and trend analyses conducted by the economists. The Quarterly Jobs Reports also make extensive use of graphs derived from Census data.

The Institute also produces National Urban League Fact Sheets on topics such as poverty rates or access to health insurance, always with a focus on ethnic groups, particularly African Americans. These Fact Sheets extensively, if not exclusively, depend on Census data.

All of this information is invaluable to us as we develop and recommend policies and programs for use on the ground where it really counts. Thanks to this information, we are able to assess what kinds of programs and dollars are needed in our local communities and how they affect the people we serve.

We are excited about the prospects for the American Community Survey, which will provide a huge net benefit to the National Urban League's research and policy activity. The new annual survey will enable us to stay on top of trends as they occur rather than rely on the decennial Census data to measure the State of Black America each year. This up-to-date information will also substantially improve our ability to recognize population demographics and recommend programs and policies that address the needs of our community.

Mr. Chairman, thank you for your leadership in ensuring that Census data that is so crucial to the work we do and the communities we serve viable, respected and appreciated. Your commitment to our urban communities makes a difference to all of us who care about the direction of America's cities.

I appreciate the opportunity to share my thoughts with you and look forward to working with you on these important issues. I will be happy to take any questions you may have.

Mr. TURNER. Mr. Farmer.

STATEMENT OF PAUL FARMER

Mr. FARMER. Good morning, Chairman Turner, Ranking Member Clay and members of the subcommittee. I am Paul Farmer, executive director of the American Planning Association. Thank you for holding this important hearing on the changing face of urban America and the critical role of Federal data in making sound decisions. Mr. Chairman, thank you for your strong leadership in Congress on behalf of urban communities.

I appear today both as CEO of the Nation's oldest and largest association dedicated to promotion and planning that creates communities of lasting value and as a professional planner in cities as varied as Pittsburgh, Minneapolis and Eugene, OR.

We live in a time of dramatic change. Cities and regions are changing more rapidly now than they have in the last 100 years. APA recently published a report by Virginia Tech professor Arthur Nelson that includes forecasts about future growth. He projects that the national population is likely to expand in the next 25 years by over one-third to 375 million. The Nation must now plan on accommodating 60 million new housing units, 50 billion new square feet of nonresidential space and another 45 billion square feet of redeveloped nonresidential space.

Nelson projects that half of the development in 2030 will have been built since 2000, and $20 trillion will be spent on development. The first three decades of the 21st century will see more urban development than any comparable period in the Nation's history.

Among planners, there is a growing recognition that public investment, not based on reliable data and analysis, constitutes a hidden tax in the form of higher cost of infrastructure. As planners, we recognize that change is inevitable, but decline is not.

Most major cities in the United States are now growing at a modest pace, but experiencing enormous change in the composition of that population at the same time data demands of new technologies have increased. These dual trends place new pressures on Federal data to provide more detailed localized information upon a more frequent basis without compromising the overall integrity of the data. That's no small challenge.

Obviously the challenges confronting contemporary America are too great and too complex to rely on data that are updated every 10 years. ACS data will provide planners with a wealth of reliable data that will lead to better plans, better public participation and better decisionmaking by local officials.

Rapid advances in planning technologies coinciding with better community data are leading to new tools that improve the public's role in planning. Good data are the hidden backbone of sophisticated geographic information systems and scenario-planning software that allows citizens to literally see the potential impacts of public policy decisions. Since this data have traditionally been and today still remain the single most important data resource for planning, it is the gold standard.

Planners using the economic census, LED/LEHD, are linking shifts in industrial sectors and workforce requirements to economic

development strategies and decisions on infrastructure and social services. They are new but vital tools in helping cities and their surrounding regions address the frequent mismatch in location of jobs versus the availability of workforce housing.

I know the chairman has a special interest in the promotion of brownfield redevelopment. I was personally involved in brownfield redevelopment in Pittsburgh, Minneapolis and in Eugene, and it was quite gratifying to see the once vibrant steel mills, green mills and lumber mills all become reborn. The Allegheny, Monongahela, Ohio, Mississippi and Willamette Rivers all were also reborn and have become far more productive these days also. Those successes required plans supported by the public, and those plans required quality data.

GIS has led to more and better thematic mapping and exploratory spatial analysis with the resulting improvements in public safety and public health by linking census crime and health data to computer models and maps.

However, we continue to confront a problem of using data. APA and the Census Bureau are collaborating on training local government professionals in the use of availabile data, but much more needs to be done.

APA remains concerned about improving census data collection mechanisms and avoiding undercounts for urban areas. The issue remains an important concern, given the number of Federal programs with aid linked to census population counts. APA urges Congress to continue its support of new census data products, full funding for ACS implementation, and the development of smaller-scale data vital to good local public policy decisions. APA also recommends that Congress support continued innovation in Federal data development and delivery.

Last, I would urge that Congress provide new support for expanding community planning capacity. While GIS systems and scenario planning are becoming more commonplace, there are vast disparities in access to these technologies and training in their use. Investments in our human capital are critical in an increasingly competitive world.

Thank you for your leadership and the opportunity to appear before you today here today. Thank you very much.

Mr. TURNER. Thank you.

[The prepared statement of Mr. Farmer follows:]

American
Planning
Association

Making Great Communities Happen

TESTIMONY OF

MR. W. PAUL FARMER, AICP
EXECUTIVE DIRECTOR & CEO
AMERICAN PLANNING ASSOCIATION

On behalf of

THE AMERICAN PLANNING ASSOCIATION

Before the

HOUSE GOVERNMENT REFORM SUBCOMMITTEE ON FEDERALISM AND THE CENSUS

On

"Life In The Big City: What Is Census Data Telling Us About Urban America? Are Policymakers Really Listening?"

May 10, 2005

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Good morning Chairman Turner, Ranking Member Clay, and members of the subcommittee, I am Paul Farmer, Executive Director of the American Planning Association (APA). Thank you for holding this important hearing on the changing face of urban America and the critical role of federal data in helping planners and policymakers make sound decisions that lead to better futures for the nation's cities.

Mr. Chairman, thank you for your strong leadership in Congress on behalf of urban communities. APA has been honored to assist your efforts through Speaker Hastert's Saving America's Cities Task Force. We applaud your work in bringing attention, energy, and resources to the issues facing planning and cities.

I appear today both as CEO of the nation's oldest and largest association dedicated to the promotion of good planning that creates communities of lasting value and as a professional planner having served cities as varied, interesting, and challenging as Pittsburgh, Minneapolis, and Eugene, Oregon. I first learned of city planning as a high school student in Shreveport, Louisiana, where I was fascinated by changes in my city. First, I asked why, and then I learned that a profession existed that was dedicated to improving choices for our communities and bettering peoples' lives.

APA appreciates the opportunity to discuss census data and its relationship to planning and policymaking. The American Planning Association represents 37,000 professional planners, planning commissioners, and engaged citizens interested in shaping the vision for the future of their communities. APA's members are involved, in the private sector and at all levels of government, in formulating and implementing plans that engage citizens in a thoughtful and careful process designed to create a blueprint for the future. These plans reflect local values, promote wise stewardship of resources, increase choices for how we work, live and play, and enhance local quality of life.

Fundamental to a good planning process is a thorough understanding of the condition of the community and the social, demographic, and economic forces shaping cities and city regions. We cannot craft a vision for the future without an accurate assessment of where we are and the

trends likely to affect us moving forward. Data are critical as we make this assessment that forms the foundation of the planning process. Timely, accurate, and targeted data are absolutely essential to good planning, and good planning is likewise essential to good decisions about development, social services, and public investment.

Public participation is vital to any effective planning process, and good data sources are increasingly driving innovations in public involvement. Rapid advances in planning technologies coinciding with better community data are leading to new tools that improve the public's role in planning. Good data are the hidden backbone of sophisticated Geographic Information System and scenario planning software that allows citizens to literally see the potential impacts of public policy decisions involving land use, development regulations, redevelopment options, zoning, and infrastructure investments. These technologies have proven effective at engaging people in decisions about the future of their neighborhood and community. However, it is important to realize that the technology and the process are only as good as the underlying data.

Census data have traditionally been, and today still remain, the single most important data resource for planning. Census and other federal data are critical to the development of plans. The importance of these data for local governments, however, goes well beyond application in the planning process. Census data are used extensively by planners and other local officials in applying for grants and aid, and in many instances federal and state programs require the use of census data in program administration or resource allocation.

As you are well aware, the vital Community Development Block Grant program relies heavily on census data in its formula for funding allocation. Metropolitan Planning Organizations, which by federal statute are responsible for transportation investment plans, are designated based on census data. A growing number of state programs disburse funding based on census information. For many programs and policy decisions, Census Bureau data are the only practical, affordable and readily available datasets that have universally established validity.

While the unparalleled importance of census data in local planning and policymaking is clear, important challenges remain. To its credit, the Census Bureau has recognized the changing data needs of cities and the new applications of census data for planning, public involvement, and decision-making.

Two of the most important problems with any dataset used for planning are accuracy and scale. Good planning demands data that are as up-to-date as possible and appropriate to the geographic scale of decision-making under debate. The pace of demographic and economic change in our cities has dramatically increased. As just one example, Frisco, Texas, in the Dallas-Ft. Worth Metroplex, recently grew from a population of under 40,000 to over 80,000 in just five years.

At the same time that communities across America are experiencing rapid changes, the data demands of new planning technologies have also increased. These dual trends place new pressures on census and other federal data to provide more detailed, localized information on a more frequent basis without compromising the overall integrity of the data. No small challenge.

The Census Bureau has launched a series of new products and new product delivery strategies to address the problem. Obviously, the challenges confronting contemporary urban America are too great and too complex to rely on data that are updated every ten years. Recognizing this fact, the Census Bureau designed and launched the American Community Survey. ACS is intended to replace the decennial long form information with annual updates. ACS will eventually provide annual data at the census tract level.

The advent of ACS data will provide planners with a wealth of reliable data that will lead to better plans, better public participation, and the promise of better decision-making by local elected officials. Planning enhances investor confidence and these investments – of money, time and talent – keep America's cities strong. APA supports ACS, and I urge Congress to continue providing the resources necessary to ensure its full implementation. Resources provided to ACS constitute an investment in improved municipal policy that can reduce wasteful spending while targeting genuine needs.

Other new Census Bureau products are also helping planners address important urban problems. Planners using the economic census, Local Employment Dynamics (LED) and Longitudinal Employer Household Dynamics (LEHD) programs are linking shifts in industrial sectors and workforce requirements not only to economic development strategies but also to the provision of critical infrastructure and related social services.

Quarterly Workforce Indicators, derived from the LED/LEHD programs, are a new but vital tool in helping cities and their surrounding regions understand and begin to address the frequent mismatch in the location of jobs versus the availability of workforce housing. This imbalance is a major culprit in two of the most pressing problems confronting cities: transportation congestion and lack of affordable housing.

Los Angeles County is using new data and GIS technology to support its Workforce Collaborative program. The initiative connects employees, training facilities, and businesses. Unemployed and low-income workers are linked to opportunities for higher paying jobs requiring limited training. GIS shows people the training and employment opportunities nearby their homes. The county uses the mapping provided by the system to identify and target transportation, employment training, and other human services.

The combination of better data and better data access that helps planners understand demographic shifts, economic trends, and workforce needs can, and should, drive improved use of state and federal resources for local infrastructure investment.

Bangor, Maine, provides an interesting example in the city's use of GIS to guide public policy and ensure residential and retail compatibility along a high growth corridor. The city used a variety of data sources to map undeveloped land, flood zones, wetlands, critical habitat, and existing retail along a central corridor. Potential buildings were also mapped along with the existing transportation network. The city is now using the system to guide both transportation planning and a variety of land use decisions. Data mapping of the area was key to identifying the problem and helping policymakers make key decisions.

The jobs-housing imbalance is but one issue confronting cities in the context of their larger region. Regional policymaking is often fraught with parochialism and politics. Yet, a growing number of urban problems demand a regional approach. Issues such as air and water quality, transportation, and even affordable housing are difficult to solve within the boundaries of a single jurisdiction, whether city, first-ring suburb or exurb. A data-rich planning process can be a vital part of improving regional cooperation and the success of regional initiatives. A planning process that demonstrates important trends in objective terms can help policymakers reach consensus on important regional issues.

Census data can also play an important role in the emerging urban planning arena of security and hazard mitigation planning. Threats to public safety from crime, terrorism and natural disaster are becoming a focus for planning. APA encourages communities to develop a security and hazard mitigation component as part of their overall comprehensive plan. As part of that process, planners are working with other governmental agencies to do critical infrastructure assessment and mapping, hazard zone mapping, and extensive code reform. Federal demographic and population movement data help planners identify high-risk population centers for incorporation into the mitigation plan. Local policymakers need to use such tools when evaluating development patterns, determining project funding, and evaluating local codes and zoning.

The Census Bureau deserves praise for its ongoing commitment to improving access to federal data. The dramatic expansion and improvement of online census resources has brought more data to more planners. By digitizing increasing amounts of data, the Census Bureau has made the task of translating raw census data in usable formats for planning, such as GIS, much easier. Data are used more efficiently and more frequently, thus increasing the return on this investment by the federal government.

The increasingly widespread use of GIS and the growing sophistication of this technology have led to more and better thematic mapping and exploratory spatial analysis. This is made possible by linking census data to computer models and maps. GIS now figures prominently in local government agencies beyond the planning department. Public safety, public health, economic development and housing agencies are all now regular users of this technology.

However, we continue confront a problem of user education. I am pleased to report that APA and the Census Bureau are collaborating on training local government professionals in the use and availability of data, but much more remains to be done in this area. The Bureau's American Factfinder, for example, is a tremendous tool for those who know how to use it effectively, but too many officials are either unaware that it exists or unable to effectively use it. APA encourages the Census Bureau to continue working to raise awareness of new data products and to increase its collaboration with APA and other NGOs in providing necessary training in the application of these data products.

As GIS have become more sophisticated and applications more widespread, the data requirements are becoming more demanding and complex. Small area data are essential to the continuing evolution and efficiency of GIS systems. Such data also help cities apply objective analysis to more micro-level decisions by increasing their understanding of changes within individual neighborhoods.

These small area datasets are equally important in the use of community indicators. Community indicators are a tool increasingly used to benchmark changes in key quality of life criteria for communities and neighborhoods. Indicators are a collection of several data measures that reflect economic, environmental and social vitality. They can be extremely important to planners because they can project whether or not a community is improving, declining or remaining stable in several different categories. This information can serve as a guide in shaping local policies. Communities looking at indicators of poverty, for example, may analyze conventional criteria such as annual median income, but may also look at nontraditional indicators such as the number of check cashing stores located in a particular area. Indicators have proven equally useful as tools for engaging the public on planning-related issues.

Data-driven tools such as GIS, indicators, and scenario planning are an important component of policymaking because, as already noted, urban America is in a period of rapid change and transformation. These changes cannot be understood or responded to appropriately by local officials without analytic tools that can detect and detail key trends. Urban America looks quite

different today than even a few years ago when Census 2000 was completed. Researchers and planners agree that more change is coming.

APA recently published a report by Virginia Tech Professor Arthur C. Nelson that examined a variety of data to make projections about future growth. Casting his eye twenty-five years into the future, Professor Nelson estimated that the national population is likely to expand by one-third, to 375 million. According to Nelson, the nation must plan now on accommodating 60 million new housing units and more than 50 billion additional square feet of nonresidential space. Another 45 billion square feet of nonresidential space will need to be rebuilt, rehabilitated or redeveloped. If Nelson's estimates are approximately correct, half of all development in 2030 will have been built since 2000 and $20 trillion will be spent on construction or redevelopment. Nelson argues that the first three decades of the twenty-first century will see more urban development than any comparable period in the nation's history.

Certainly not all, perhaps not even most, of this new capacity will be located in today's urban core. But, accommodating some of this development in our cities is vital to the health of both cities and the larger region. For example, during my time in Pittsburgh as Deputy Planning Director, we were able to show that a typical new job in downtown Pittsburgh generated only $1/9^{th}$ of the vehicle miles traveled as that same job in the suburbs. Job growth in the downtown was good for the city but it was also good for the rest of the region.

Our country increasingly finds itself competing in a global economy with the rate of change escalating, people and jobs newly mobile, and human capital more readily available. Good planning assures a competitive future. Good planning anticipates and guides change.

As change accelerates, the data challenge becomes particularly important. Officials must understand development trends in order to effectively manage infrastructure and services. Good plans, based on good and regularly updated data, are an essential governing tool in such an environment. Communities that manage this process through intuition or strictly political calculations will see either a cycle of disinvestment or a dysfunctional infrastructure network that chokes efficiency, undermines citizen choice, and wastes resources.

It is important to note that the urban change we are experiencing is not a simple story of growth in population or development. Perhaps the more challenging aspect of today's city is the dramatic shifts taking place in the demographic and economic engines of urban change. Many cities with a seemingly static population are nevertheless experiencing significant change in the composition of that population. Change is distinct from growth, but a careful examination of key data provides valuable insights into how these changes affect policy decisions.

Today's urban demographics are being driven by strong forces of immigration and population shifts. Most major cities in the United States are growing at a modest pace but experiencing enormous change in the composition of that population. At the same time, the most pronounced population growth in sheer numbers is occurring in out-lying suburban areas, the third-ring suburbs or the "exurbs."

When we look at the change in the nature of our urban population, we see some interesting new developments. First, a growing number of empty nest baby boomers are returning to the city. Second, cities are attracting young singles and couples without children in greater numbers. Third, immigration trends are leading to rapid transformation of selected neighborhoods. But, in the midst of these changes, pockets of persistent poverty remain.

School facility planning provides a useful example of how these trends affect policymaking and the need for accurate, timely data. Many big cities are discovering that amidst increases in overall population there is a continuing erosion of the number of children enrolled in public schools. A planning consultant working with a major Southeastern city school board used census data to provide infrastructure need forecasts. While the city was growing, the number of school age children was declining. Not altogether surprising given that the household type data suggested growth in empty nest couples and seniors. The report suggested that the overall number of schools needed to be pared down in response to declining enrollment yet at the same time some specific inner-city neighborhoods experiencing rapid immigration growth required additional resources. The infrastructure plan would allow scarce resources to be targeted to

cover growth in some areas while maximizing rehabilitation in other areas by eliminating excess capacity.

Another example comes from my time as planning director in Minneapolis. While Minneapolis was not growing as rapidly as it had in the late 1950s, its public schools were faced with an increase of approximately 1,000 students each September, leading to the construction of five new schools in only five years. The cause of the increase was discovered by examining immigration patterns. Minneapolis had become a major center for Somali immigrants. The Somali population in one Minneapolis junior high school increased from a few hundred to more than a thousand in three years.

Schools are not the only area where change is nuanced and the required policy response complex. We see similar issues arising in areas as diverse as transportation, parks, public works, and public health. New populations are using the city's infrastructure and service network in different ways than their predecessors. An examination of pedestrian safety in Northern Virginia discovered a disproportionate fatality rate among Hispanic immigrants. Further analysis suggested that high immigrant neighborhoods were experiencing sharp increases in travel by foot and use of bus service. The reasons likely center on a combination of culture and income, but the policy response was straightforward: target investment in pedestrian amenities and examine access to public transportation.

What census data are telling us is that urban America is changing in ways that are both encouraging and worrisome. What is encouraging is that the long decline of central cities, beginning after World War II, has begun to reverse. During the 1990's, 28 of the 40 central cities of the 35 most populous metropolitan areas were stable or experiencing population increases, and most of these increases occurred in neighborhoods with significant amounts of pre-1940 housing. In contrast, troubling signs are appearing in nearby suburbs. By 2000, 155 suburbs in the same 35 largest metropolitan areas were below 60 percent of metropolitan per capita income, a change from 121 suburbs in 1990. Analysis of census data suggests that the size and quality of housing plays a role in this pattern, as well as people's preferences for more urban living.

Among planners, there is a growing recognition that public investment not based on reliable data and analysis may constitute a hidden tax in the form of higher costs for infrastructure. The Urban Land Institute calculated that on average a new home ten miles from downtown costs taxpayers twice as much as one nearer to downtown. Decisions about the location and maintenance of public facilities can have a major impact on the direction of growth. A lack of coordination on infrastructure and growth decisions or a lack of consistency with the local plan not only encourages sprawl but also increases the costs borne by taxpayers.

I know the Chairman has a special interest in the promotion of brownfield redevelopment. These important parcels of urban land can act either as a neighborhood asset if developed, or a liability if allowed to remain contaminated. Cities can use data technology to systematically identify these properties as part of redevelopment plans. For example, this effort is underway in a four-county region of Northeast Ohio where brownfields are mapped and redevelopment planning efforts coordinated based on the collected data.

I was personally involved in reclaiming brownfields in both Pittsburgh and Minneapolis and it is quite gratifying to see those previously unproductive sites now being used by workers and residents.

Likewise, much work is being done in helping cities map vacant and abandoned properties. Census data are an important part of these efforts and can be critical components of encouraging urban reinvestment that bolsters the local economy, maximizes existing federal, state and local investment in urban infrastructure, and reduces development pressures on undeveloped exurban or rural land.

The pace of change and the scope of change place new demands on our built environment. Data-driven planning can aid elected officials in making good decisions about resources and investment. Likewise, adopting comprehensive plans that are based on a thorough understanding of change in a city's neighborhoods and its economy can provide a blueprint for private development and public investment that limits waste and maximizes the efficiency of a city's

infrastructure and social service network. Furthermore, consistency with an adopted and regularly updated plan provides private sector developers with a level of certainty that actually promotes investment. Developers must manage risk. Planning enhances investor confidence.

Planning is, at its core, about managing change in a way that engages citizens, reflects their vision, and results in increased value. Given the significant changes happening in our cities and the changes portended by many studies and indicators, planning is more vital than ever as a tool for informed municipal decision-making.

Two recent award-winning projects – Envision Utah and Chicago Metropolis 2020 – have used technical modeling, based on local data, to help stakeholders plan for where and how they live. These initiatives are leading examples of how communities can prosper when local citizens and interest groups have a collective opportunity to access data about their neighborhood, region or state and decide together how best to adapt to changes such as population growth and ever-changing demographic characteristics.

As part of Envision Utah, Quality Growth Demonstration Projects have taken place in three sub-regions where 21 cities in the Wasatch region are working together to plan for their regions. After collecting baseline inventory using some of the state's technical tools and analysis of public input, Envision Utah developed alternative growth scenarios showing possible development patterns that could result if various growth strategies are implemented during the next 20 to 50 years. An extensive analysis of each scenario was conducted to determine and demonstrate the relative costs and impacts of each strategy on population, infrastructure costs, air quality, water, open space and recreation, preservation, traffic congestion, affordable housing, business patterns and other significant topics. Extensive public input was gathered leading to the adoption of a new regional growth plan.

Similarly, Chicago Metropolis 2020 provided local citizens with graphic representations of growth scenarios for the area based on forecast data and trends. The graphics allowed stakeholders to visualize what can occur by making certain choices, including a "business-as-

usual" approach. Forecast data was indispensable to the modeling scenarios that were used to plan within a community, region or state.

Interestingly, both initiatives were spearheaded by the private sector and provided a platform for public analysis of complex, yet simply presented, planning data. These initiatives are now helping to shape an array of development and infrastructure policies in their respective areas.

While census data are invaluable and irreplaceable resources for local decision making, significant data challenges continue to confront planners. There remain important urban policy and program areas for which census data are not always available, complete or applicable. Further, many data sources do not provide sufficient small area detail to fully capture important changes and trends in urban neighborhoods.

Public safety, public works, and planning and development review are the three largest activities of a typical local government. While Census Bureau data and programs are useful and critical to all three, local governments have to fill information gaps from other data sources. This mixing of data can be a challenge, as in the different ways race data are collected and tabulated by school districts as compared to the Census Bureau. This is also true for local economic analysis, as the Census Bureau's economic programs do not directly cover all pertinent aspects of, for example, evaluating an annexation or development proposal.

With ACS and other new census datasets, it is clear that the Bureau is working to improve the applicability of federal data to local uses. Planners recognize that it will always be necessary to supplement federal data sources with other sources, but increased cooperation among federal data officials, planners, and local officials can help ensure that the federal investment in data provides maximum benefit for local decision making.

APA remains concerned about improving census data collection mechanisms and avoiding undercounts and "under projections" for urban areas. Urban centers present special challenges when it comes to accurately measuring population. We recognize and applaud the efforts of the Census Bureau to improve its process for Census 2000. However, the issue remains an important concern, particularly given the large number of federal programs with aid linked to

census population counts. The Census Bureau has fully modernized its data dissemination methods and products, but more work remains to be done in data collection and acquisition.

APA urges Congress to continue its support of new census data products, particularly the American Community Survey. Full funding for the implementation of ACS and the development of smaller scale ACS data is vital to planning that leads to good local policy decisions.

APA also recommends that Congress support continued innovation in federal data development and delivery. New tools such as LED/LEHD are having a direct impact on local and regional problem solving. More such federal investment would pay dividends in wiser local use of federal program funding. APA encourages Congress to support similar innovation in other federal data agencies. Advances in remotely sensed data and new geologic information can vastly improve our understanding of regional land use and growth patterns, as well as support hazard mitigation programs.

Lastly, I would suggest that Congress provide new support for expanding community planning capacity. While GIS systems and scenario planning are becoming more commonplace, there are vast disparities in access to this technology and training in its full implementation. Promoting better planning and improving local planning capacity through technical assistance and other incentives does not mean intruding on the traditional deference given to localities in planning. Rather it would make other federal programs more effective and improve local policy making.

Thank you for the opportunity to appear before the subcommittee today to discuss these issues of great importance to the nation's cities and urban communities. APA appreciates your leadership in focusing attention on how planning, supported by good data resources, can support and enhance public decision-making and investments.

Mr. TURNER. Mr. Silver.

STATEMENT OF MITCHELL SILVER

Mr. SILVER. Good morning, Chairman Turner, members of the committee. My name is Mitchell Silver, deputy director of long-range planning for the Office of Planning. I am here to testify this morning on how the District uses census data for planning, policy-making and dissemination; also to discuss past and future trends for the District and the concerns we have regarding the U.S. Census Bureau's methodology for the District as it relates to population estimates and projections.

I am also joined by Barry Miller, my associate director of the comprehensive planning division, who may assist me in any questions that you may ask.

The U.S. Census Bureau established the State Data Center program in the District of Columbia in 1978 to create an effective vehicle for the dissemination of data produced by the Census Bureau for State and local governments. Users of the census data include District and Federal agencies, the business community, educational institutions, academics, the media, religious and neighborhood groups as well as private citizens.

The main uses of census data include public policy formulation, research, funding for nonprofits, investment and marketing decisions, maintaining local tax base, geographic information systems, long-range planning and trend analysis. The Census Bureau provides the District with the vital information on the changes that have occurred in the city over the past five decades. This information helps the District government develop a basic understanding of these changes and assists in the development of policies that best serve District residents.

I want to quickly talk about some of the past trends in the District, which I am sure other cities have experienced the same throughout the country.

In 1950, the District reached its peak of 802,000. Since 1950, however, the District's population has declined to 572,000 in the year 2000. This represents a 29 percent decline over five decades. The steepest decline occurred during the 1970's when the city lost almost 120,000 residents. While the number of residents dropped significantly during the 1980's and 1990's, the number of households remained relatively constant.

The principal cause of the District's population decline was a substantial decline in household size. In 1970, the average D.C. household contained 2.72 residents. In 2000, the average D.C. household contained 2.16 residents.

The census data also illustrate that the District's changing role within the rapidly changing Washington region. In 1950, D.C. had 46 percent of the region's population. In 2000, D.C. had 12 percent of the region's population.

The District of Columbia is in the process of revising its comprehensive plan for the first time in 20 years. The first step in this process, completed last year, was to develop a long-range vision for the city. The tenets of the vision are underpinned by census data that illustrate stark and widening divides within the city. Despite the District's recent prosperity and improved development market,

the city has become more divided by race, class, education and income over the last 30 years. The fundamental premise of the city's vision is that D.C. must grow more inclusively to thrive and succeed.

There is a chart that is before you, which is figure 7A, B and C in the report. It illustrates the magnitude of this divide. The first map shows the concentration of poverty in the eastern half of the city, particularly east of the Anacostia River, and relative affluence of other areas west of Rock Creek Park. The second map shows the divides with respect to education; and the third, the correlation between education and employment.

Now, while the District of Columbia uses census data to determine past trends, it relies on its own State Data Center to forecast future trends. While the Census Bureau uses models for the future population change based on assumptions about future births, deaths and domestic and international migration, the District's State Data Center uses a fundamentally different approach to estimating its population, emphasizing the total change in population size since the last census, rather than demographic components of the change.

In the report on page 21, figure 8, that figure provides a summary of the major changes in population, household employment the District projects for the next 25 years. These projections show that the city's 2005 population is at 577,000, and the District projects that we will grow by 134,000 by the year 2030. These figures are based on demographic trends and planned and proposed development projects.

The number of jobs in the city, currently at 742,000, is projected to grow to 860,000 by the year 2030. This recent growth appears consistent with national and regional trends, indicating an increased desirability to live in the city.

Now, we have some concerns, as I mentioned, about the Census Bureau's methodology. Since 2000, the District of Columbia has gone on record disputing the U.S. Census Bureau's estimates in 2002, 2003 and 2004, as well as the recent 2005 to 2030 projections released in April 2005. For example, in 1996, the Census Bureau projected the District population would increase by 100,000 residents by 2025. However, last month the U.S. Census Bureau projected that the District population will decrease by 117,000 by 2030. In contrast, the District forecasts that the city population will increase by 140,000 by 2030.

I will offer you six quick examples to discuss that discrepancy and why. No. 1, the Census Bureau has historically underestimated D.C.'s population. Their 2,000 data underestimated the District's population by over 50,000.

Two, the total school enrollment since 2000 has shown a very slight decline after years of steep decline, but not nearly at the level suggested by the recent census estimates.

Three, the number of tax filers in the city is relatively stable.

Four, the city has experienced an increase of 7,000 new housing units in the past 4 years, and the number of units demolished during this time is approximately 2,000, for a net gain of 5,000 units.

Five, the number of abandoned housing units in the city has declined precipitously since 2000, and the vacancy rate is significantly lower than it was in 2000.

Finally, six, the U.S. Census Bureau's methodology is designed for large geographic areas and is based on county-level data. Because D.C. has no counties, there is a high margin for error.

In closing, the District of Columbia's population appears to be relatively stable with no significant increase or decrease between 2000 and 2005. Again, we will continue to use our own methodology for forecasting the future, and the Office of Planning continues to work with the Census Bureau to address these discrepancies in the figures and to promote estimation methodologies that produce more precise results at the local level.

Thank you.

Mr. TURNER. Thank you.

[The prepared statement of Mr. Silver follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

★ ★ ★

TESTIMONY BEFORE THE CONGRESSIONAL SUBCOMMITTEE ON FEDERALISM AND THE CENSUS

MAY 10, 2005

Good morning Chairman Turner and members of the subcommittee. My name is Mitchell Silver. I am Deputy Director of Long Range Planning with the District of Columbia's Office of Planning. I am here to testify about how the District uses Census Data for planning, policy-making and dissemination, past and future trends for the District and concerns we have regarding the U.S. Census Bureau's methodology for the District as it relates to Population Estimates and Projections. I am joined by Barry Miller who is the Associate Director of the Comprehensive Planning Division with the District of Columbia's Office of Planning. Mr. Miller will assist me in responding to any questions you may have.

Census Data Usage in the District of Columbia

The U.S. Census Bureau established the State Data Center (SDC) program in the District of Columbia in 1978 to create an effective vehicle for the dissemination of data produced by the Census Bureau to state and local governments. By the memorandum of agreement between the Census Bureau and the District of Columbia, the District's SDC becomes an official source of

Census Bureau data. This allows the SDC access to data on an embargo basis prior to the Census Bureau's release of data to the general public. In addition, the SDC receives Census Bureau data products, specialized training, and technical support at no cost. In return, the SDC is required to disseminate data, and to provide its users with technical assistance in locating, understanding, and operating on data from the Census Bureau and other sources.

In each state the SDC contains one lead, one coordinating, and several affiliate organizations. In the District of Columbia, the lead organization is located in the Office of Planning, while the coordinating agency is located in the Metropolitan Washington Council of Governments (COG). The affiliate agencies are Martin Luther King, Jr. Public Library, the DC State Center for Health Statistics, the DC Marketing Center, the National Capitol Planning Commission, Howard University and the University of the District of Columbia.

The data provided by the Census Bureau to the SDC falls into two main categories: population and housing. **Population data** mainly comprise demographic and socio-economic information on age, gender, race, ethnicity, income, labor force status, poverty, ancestry, disability, education, marital status, and language spoken. **Housing data** mainly comprise socio-economic information on households, units in structure, bedrooms, rent, mortgage costs, value, services available and tenure.

Users and the Importance of Census Data

Users of the State Center Data include District and federal agencies, the business community, educational institutions and academics, the media, religious and neighborhood groups, and private citizens. The main uses of census data include public policy formulation, research, funding for non-profits, investment and marketing decisions, maintaining local tax base, geographic information systems; long range planning; and trend analyses.

Federal Funding Allocation

Billions of dollars of Federal funding are allocated annually based on Census demographic and housing data.

Low-Income Housing Tax Credits

Census data is used by the US Department of Housing and Urban Development to determine the qualifying census tracts for the Low-Income Housing Tax Credits and Mortgage Revenue Bonds Program.

Funding for Non-profit Organizations

Funding for non-profits are allocated and planned in part based on population counts, estimates and forecasts, and the socio-economic status of the areas. The programs that state the needs for census data to be used as conditions for their funding are Medicare and Medicaid

agencies, Women, Infants and Children Program (WIC), Supplemental Income Programs, Maternal and Family Health Services (Head Start Program), Income Maintenance Administration, HIV/AIDS Administration, Veterans Administration, to name a few. Similarly, funding to school districts to improve the education of economically disadvantaged children under Title I, is determined by census data. The DC Department of Employment Services (DOES), under the Job Training Partnership Act, is allocated funds to provide job-training services for economically disadvantaged women based on census data.

Investment and Marketing

Insurance companies (health, auto, property), magazine and newspaper publishers, and indeed the entire corporate sector, use population and household data to identify sales territories, set quotas and provide incentive levels for agents. Population numbers and retail census data are used by existing and new businesses to estimate potential sales in specific trade areas. These estimates are then used to calculate market share and help identify the location for prospective sites. Common requests in this area are for locations of restaurants, food and clothing stores, health care facilities, and funeral homes.

Maintain Local Tax Base

The Office of the Mayor requests and uses general population, labor force and real estate data in their planning efforts to attract (and retain) people and businesses. In addition, the DC Office of the Chief Financial Officer uses Census data for financial forecasting of city revenues.

Public Policy Formulation

Census data produced by the State Data Center influences District's policies and programs. Information on poverty, unemployment, education, housing and income continues to inform policies that translate into the allocation of funds, location of facilities, educational outreach, and community and neighborhood activism.

Research

Given the confluence of universities in the District, the demand for census data from the SDC is significant. Researchers at area universities use almost every aspect of census data to study relationships, evaluate hypotheses, advocate on issues, and justify the need for grants. Area students are given class projects that require demographic and socio-economic data of the local community. Similarly, the District of Columbia is home to influential think tanks such as the Brookings Institution and the Urban Institute. These organizations use Census data to advise cities across America on urban policy, with the District serving as a "living laboratory" for their research.

Geographic Information System

The foundation of the District's Geographic Information System (GIS) has been built on and continues to be updated and maintained by information from the Census' Master Address Files (Tiger/Line Files). This file links addresses to census tracts, block groups, blocks (all

Census Bureau data), zip codes and finally, the eight Wards of the District. The District's Office of the Chief Technology Officer (OCTO), the Office of Planning (OP), the National Capitol Planning Commission (NCPC) and the Washington Metropolitan Council of Governments (MWCOG), all have built and use GIS with census data as a foundation. These base layers form the core geography of GIS, without which the systems would be almost inoperable. GIS is now used by a large number of industries and institutions in our area.

Long Range Planning

Long range planning relies heavily on projected growth rates for population, housing and employment. Census data consisting of actual counts, estimates and projections are used in budget planning for government, planning for health and education services, designing public safety strategies, planning for capital improvement, and infrastructure and land use changes. Tract-level demographic data help us understand social and economic disparities within the city, thereby informing public policy on critical topics such as affordable housing, the need for parks and recreational services, and the siting of facilities serving special needs populations.

Trend Analyses

Statistical methods determining trends, rates, proportions, and forecasts use census data continuously. The Department of Health, DC Marketing Center, Office of Aging, Housing Authority, and many other entities, use population and housing data categories to evaluate program efficiency and effectiveness. Sample size determination for surveys in the District also drive the demand for decennial and estimate data from the State Data Center. Data are also

frequently requested for comparisons within the District between its wards, census tracts, block groups and blocks. Comparative data between the District and other states, cities, metropolitan areas and nation are also frequently requested. The forecasting of population, employment and housing by the D.C. Office of Planning uses the decennial census as a base.

WASHINGTON D.C. PAST TRENDS (1950-2000)

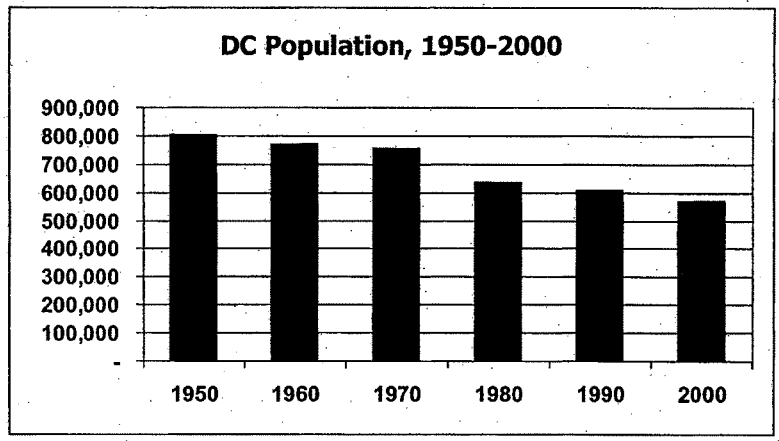
The Census Bureau provides the District of Columbia with vital information on the changes that have occurred in the city over the past five decades. This information helps the District government develop a basic understanding of these changes, and assists in the development of policies that best serve District residents. Information from the census includes data on population, households, racial composition, age, household types, income and other important demographic characteristics.

Population

In 1950 the District reached its peak population of 802,178. Since 1950, the District's population has declined—to 572,059 in 2000. This represents a 29 percent decline over 5 decades. ***Figure 1*** shows that the steepest decline occurred during the 1970s, when the city lost almost 120,000 residents. During the 1990s, the District's population declined by 35,000.

While the number of residents dropped significantly during the 1980s and 1990s, the number of households remained relatively constant. In 1980, there were 253,143 households in

Figure 1. Washington D.C. Population 1950 - 2000



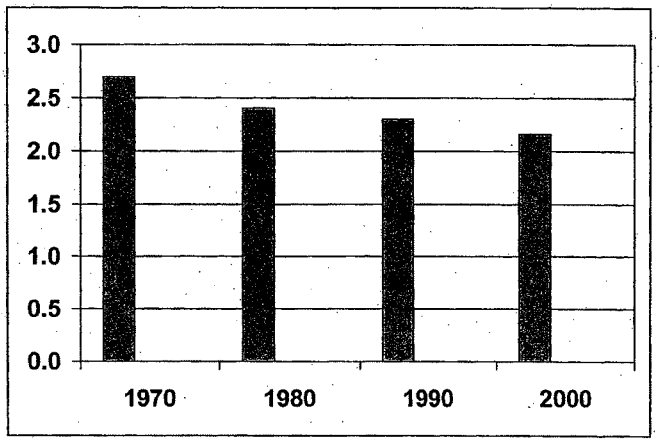
Source: US Census Bureau.

the District. In 2000, there were 248,338. Thus, while population dropped by over 66,000 residents in 20 years, the number of households dropped by just 4,800[1].

The principal cause of the District's population decline was not abandonment or demolition of housing, but rather a substantial decline in household size. ***Figure 2*** shows the decrease in the size of the average household since 1970. In 1970, the average DC household contained 2.72 residents. In 2000, the average DC household contained 2.16 residents.

[1] Population includes those living in group quarters that are not counted toward household numbers.

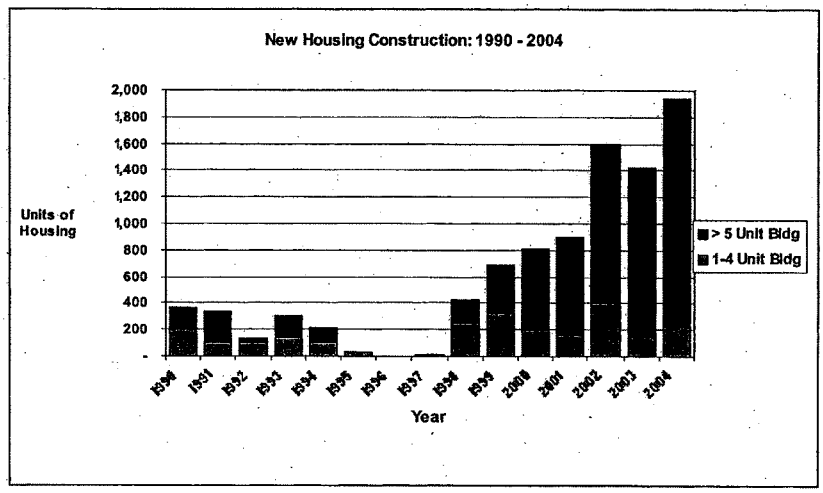
Figure 2. Washington D.C. Average Household Size 1970 - 2000



Source: US Census Bureau.

More recently, from 2000 to 2004, it appears that the District has been growing in the number of households. New housing starts tracked by the U.S. Census Bureau document a tremendous increase in the annual production of housing units that are under construction in the District. ***Figure 3*** shows that while in 1996 there were zero new housing starts in the District of Columbia, the past three years have averaged well over 1,500 units per year.

Figure 3. New Residential Construction in Washington D.C.



Source: US Census Bureau.

Census data also illustrate the District's changing role within the rapidly expanding Washington region. In 1950, DC had 46 percent of the region's population. In 2000, DC had 12 percent of the region's population. According to IRS data used by the U.S. Census Bureau, 56 percent of the households leaving the District during the 1990s moved to the suburbs—25 percent of the households leaving moved to Prince Georges County and another 13 percent moved to Montgomery County. By contrast, more than 60 percent of the households moving into the District during the 1990s came from outside the DC region entirely.

Racial/Ethnic Composition

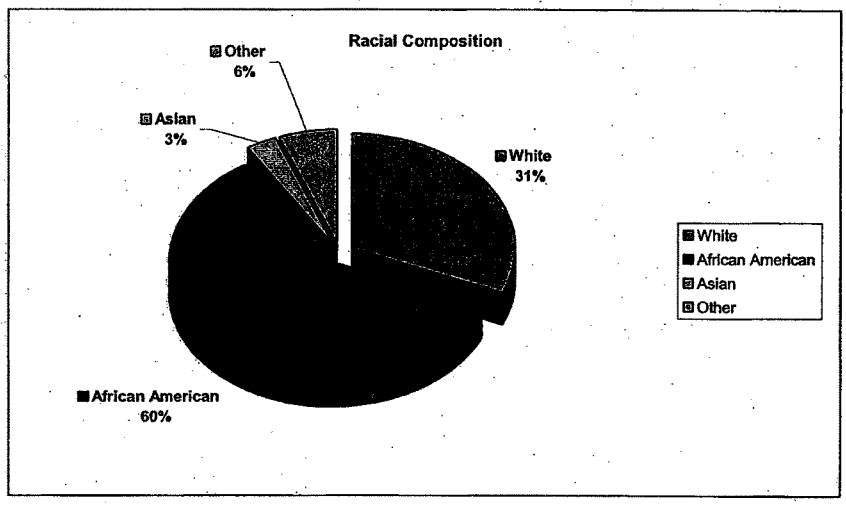
The District's racial composition has been changing over the past 25 years. Between 1980 and 2000, the District's black population declined by 105,000 while the white population increased by 4,333. During the same time period the Hispanic and Asian populations increased by 27,000 persons and 8,500 persons respectively. As a percentage of the DC population, Hispanics increased from 2.8 percent in 1980 to 7.9 percent in 2000. *Figure 4* from the U.S. Census data shows what D.C. is like today. The District is 60 percent black, 31 percent white, 3 percent Asian, and 6 percent Other.

DC has a smaller percentage of non-English speaking residents than most large American cities. In 2000, 3.8 percent of DC residents spoke little or no English. In New York, the figure was 12.2 percent and in Boston it was 8.2 percent (Baltimore's figure was 1.3 percent).

Age

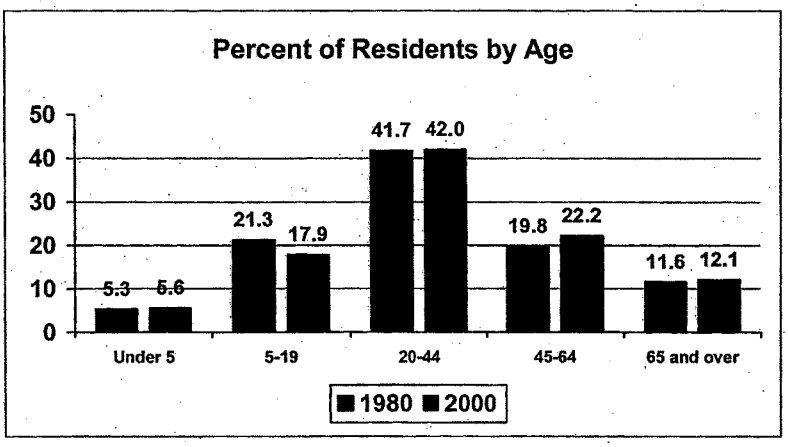
The past several decennial census years have documented changes in the age make up of District residents. The single biggest change has been the number of households with children decreasing significantly between 1980 and 2000 ***(see Figure 5)***. In 1980, there were 143,000 DC residents under age 18. In 2000, there were 114,000. The number of children in the District declined at twice the rate of the general population.

Figure 4. Washington D.C. Racial Composition



Source: US Census Bureau.

Figure 5. Washington D.C. Age Distribution by Major Categories



Source: US Census Bureau.

In 1980, there were 74,000 DC residents over 65. In 2000, there were just 70,000. While the absolute number of seniors declined, they represent a larger share of the population today than they did 20 years ago. ***Figure 5*** shows this change between 1980 and 2000. Like the nation, the District has been aging. Moreover, according to earlier census projections, the number of residents over 65 is projected to increase to 92,000 by 2025 as the "baby boom" generation matures.

DC has a disproportionately large share of residents between 18 - 24 years old. This is largely due to several colleges and universities located within the District. However, this age

group also became smaller between 1980 and 2000, dropping from 97,000 residents to 74,000 residents.

Household Type

The US Census Bureau has documented significant changes in the types of households that live in the District. In 1980, DC had 133,600 "family" households, or 53 percent of the total and 119,500 "non-family" households (47 percent). By 2000, these percentages were reversed, as the number of family households was 114,166 and the number of non-family households was 134,172. Non-family households include single persons and unrelated individuals living together.

In 1980, DC had 100,021 one-person households. By 2000, this figure increased 8 percent, to 108,569. Single person households represent 44 percent of all households in the District. This increase in the number of small households is reflected in the decrease in household size discussed above. Between 1980 and 2000, average household size declined from 2.4 persons to 2.16 persons. DC's average household size is one of the smallest among large US cities. Part of this was also the decline in the number of married couples with children. Married couples with children declined 25 percent between 1980 and 2000.

Finally, the last component of population is those residents not considered to be part of a household, but who instead live in group quarters. Between 1980 and 2000, the number of

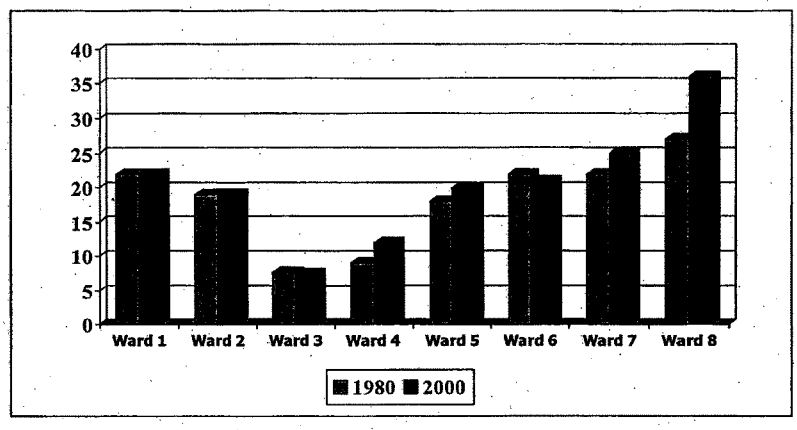
persons living in group quarters (dorms, nursing homes, military barracks, etc.) increased from 31,800 to 35,600.

Income

The decennial census provides valuable information on how the District has changed with regard to household income. For instance, adjusted to 1999 dollars, the average family income of DC residents was $59,070 in 1979 and $78,192 in 1999. This represented a 32% increase in inflation-adjusted income over those twenty years.

The Census also helps the District understand the different neighborhoods within the District. Despite the growing prosperity in the city and the region around it, poverty became more concentrated in DC during the 1980s and 1990s. Washington, D.C. has 13 percent of the region's households but 24 percent of its low-income households and 37 percent of the region's households with incomes below $10,000 a year. In 1998, about one in five District households earned less than a full-time wage income ($12,800) compared with 7 percent for the region.

Figure 6. Poverty Across the Wards of Washington D.C.



Source: US Census Bureau.

In 1980, the percentage of the city's residents below the poverty line was 18.6 percent. By 1990, it had declined to 16.9 percent. However, by 2000, it had increased to 20.2 percent. Between 1990 and 2000, the total population of "high poverty neighborhoods" in the city increased by 19 percent, from 106,000 to 126,000. These neighborhoods include much of Wards 7 and 8 (located east of the river), and to a lesser extent, parts of Wards 1, 5, and 6. Washington DC was one of just a handful of cities that saw an increase in concentrated poverty during the 1990s ***(see Figure 6).*** In most cities, including Boston, Detroit, Philadelphia, and Atlanta, poverty became less concentrated.

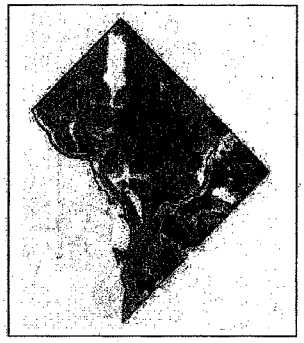
The District also experienced a dramatic decline in "middle income" households during the 1990s. The percentage of households earning $45,000-$60,000 (adjusted for inflation and using 1999 dollars) dropped from 18 percent of the city's total in 1990 to 11 percent in 2000. Income changes across the city have been (and continue to be) geographically imbalanced. Wards 2 and 3 witnessed increases of over 50 percent in average family income between 1980 and 2000[2]. By contrast, Wards 7 and 8 saw virtually no change in average family income during the same time period.

USING CENSUS DATA TO SHAPE URBAN POLICY: AN EXAMPLE

The District of Columbia is in the process of revising its Comprehensive Plan for the first time in 20 years. The first step in the process, completed last year, was to develop a long-range vision for the city. More than 3,000 DC residents participated in this process through neighborhood meetings and community forums. The tenets of the Vision are underpinned by Census data that illustrate stark—and widening—divides within the city. Despite the District's recent prosperity and improved development market, the city has become more divided by race, class, education, and income over the last 30 years. The fundamental premise of the city's Vision is that DC must grow more inclusively to thrive and succeed.

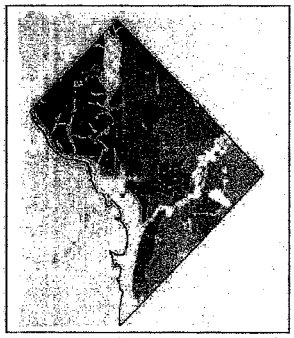
Figure 7A, 7B, and 7C illustrate the magnitude of these divides. The first map shows the concentration of poverty in the eastern half of the city, particularly east of the Anacostia River, and the relative affluence of areas west of Rock Creek Park. The second map shows similar

[2] Inflation adjusted numbers.

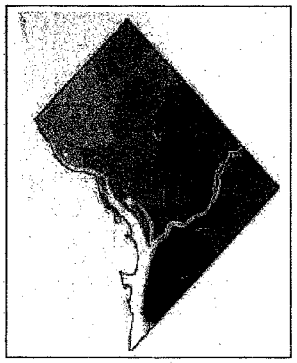


A. POVERTY RATE

Low High



B. EDUCATIONAL ATTAINMENT



C. UNEMPLOYMENT

Figure 7-A,B,C: A "City Divided"

Source: Vision for Growing An Inclusive City DC Office of Planning, 2004

divides with respect to education, with very high proportions of college-educated residents west of Rock Creek Park and high percentages of residents without a high-school degree east of the River. The correlation between education and employment is clearly evident in the third map, which is based on Department of Employment Services data on unemployment rates.

Figure 7D illustrates one example of how this goal might influence local housing policy. Neighborhoods that historically have historically have been overburdened with public and subsidized housing, with incomes well below the city median, are being targeted for more market rate housing in the future. Conversely, the city is launching new initiatives in those areas with very high cost housing to "level the playing field" and provide more affordable housing.

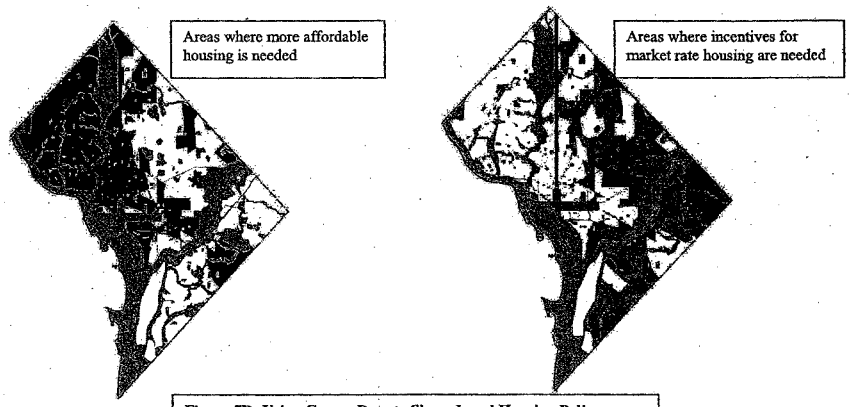


Figure 7D: Using Census Data to Shape Local Housing Policy

Source: A Vision for Growing an Inclusive City
DC Office of Planning, 2004

WASHINGTON, DC FUTURE TRENDS (2000-2030)

The District of Columbia uses Census data for determining past trends, but relies on its own State Data Center to forecast future trends. While the US Census Bureau uses a model for future population change based on assumptions about future births, deaths, and domestic and international migration, the District's State Data Center uses a fundamentally different approach to estimating its population, emphasizing the total change in population size since the last census rather than demographic components of change.

Figure 8 provides a summary of the major changes in population, households and employment projected for the next twenty-five years. These projections show the city's 2005 population at 577,000, which is approximately 25,000 persons higher than the official July1, 2004 estimate released by US Census Bureau (and an increase of 5,000 people from the 2000 Census). The projections show the city adding 31,000 residents by 2010, another 34,000 residents between 2010 and 2015, and another 30,000 residents between 2015 and 2020. The figures are based on demographic trends and planned and proposed development projects. Population forecasts were calculated by assuming an average household size of 2.15 for 2000-2005 and 2.16 persons for 2010-2030.

The District's recent growth appears consistent with national and regional trends indicating the increased desirability of city living. Over the past two decades the largest increases in the District have been for one and two person households, and recent residential development appears to support this trend.

The number of jobs in the city, currently around 742,000, is projected to grow to 860,000 by 2030.

Figure 8: District of Columbia Population, Households and Employment Preliminary Forecasts (2000-2030)

								2000 to 2030	
	2000	2005	2010	2015	2020	2025	2030	Number	% Change
Population	572,100	577,500	608.7	642,000	672,600	702,400	712,200	140.1	24.5%
Households	248,300	252,000	265.3	280,700	292,900	304,400	308,900	60.6	24.4%
Employment	713,400	742,900	783.6	816,700	830,000	845,000	860,000	146.6	20.5%

Source: District of Columbia, Office of Planning, State Data Center (April 2005).

THE DISTRICT'S CONCERNS WITH THE CENSUS BUREAU'S METHODOLOGY

Since 2000, the District of Columbia has gone on record disputing the US Census Bureau's Estimates in 2002, 2003 and 2004 as well as the 2005-2030 Projections released on April 21, 2005 (see Figure 9). Examples that support the discrepancy between the Census Bureau and the District future projections include: (1) the discrepancy between the US Census Bureau's 1999 population estimate and the number actually reported when the 2000 Census was taken, (2) the relative stability of school enrollment (public and charter) since 2000, (3) the relative stability in the number of DC tax filers, (4) the dramatic increase in housing production, (5) the dramatic decrease in the number of abandoned housing units and drop in the vacancy rate, and (6) the methodology the US Census Bureau uses for DC, which is better suited for large geographic areas such as a state.

Figure 9: Comparison of the US Census Bureau's 1996 and 2005 Projections to the 2005 COG Preliminary Forecast

Source	Date	1995	2000	2005	2010	2015	2020	2025	2030
Census	10/22/96	554,000	523,328	528,784	560,313	593,938	624,764	654,879	-
Census	4/21/05	-	572,059	551,136	529,785	506,323	480,540	455,108	433,414
COG	2/05	-	572,100	577,500	608,700	642,600	672,600	702,400	712,200

Source: US Census Bureau and Washington Metropolitan Council of Government

In 1996, the Census Bureau projected the District population would increase by 100,000 residents by 2025. In April 2005, the US Census Bureau projected the District population will decrease by 117,000 by 2030. In Contrast, the District forecasts the city's population will increase by 140,100 by 2030.

The discrepancy between these two forecasts is discussed below.

#1: The Census has historically underestimated DC's population. Their 2000 data underestimated the District's population by almost 50,000 people. Census data for DC have a history of underestimating. In 1999, the Census estimated that DC had a population of 519,000. The actual count in the 2000 Census was 572,059 people. In the 10-year period from 1990-2000, the Census population data underestimated by almost 50,000 people.

#2: Total school enrollment since 2000 has shown a very slight decline (after years of steep decline)—but not nearly at the level suggested by recent Census estimates. The total number of students enrolled in public schools (including charter schools) decreased by 1,700

between 2002 and 2005 (from 78,500 to 76,800). While this is a negative indicator (-2%), the decline is much more gradual than it was in the 1980s and 1990s. The US Census Bureau estimates by age cohort clearly do not align with this reality. Their recent estimate showing the city lost 27.4 percent of residents aged 15-19 between 2000-2004 contradict the more gradual decline suggested by District of Columbia Public Schools and charter school enrollment data.

The precipitous drop in 15-19 year olds reported by the US Census Bureau between 2000 and 2004 (from 36,000 to 26,000) is indicative of a problem with the estimating assumptions and/or methodology. Such a decline would be unprecedented in the city's 214-year history, and there are no events or indicators in the last four years that suggest a drop of this magnitude actually occurred.

#3: The number of tax filers in the City is relatively stable. The number of tax returns filed by District residents has remained relatively stable (at around 290,000) since 2000. Although there have been annual variations (up and down), the total has changed very little.

#4: The City has experienced an increase of 7,000 new housing units in the past 4 years (2000-2004). The number of units demolished during this time is approximately 2,000, for a net gain of 5,000 units. The US Census Bureau's Estimates and Projections are based on information that is out of date. The Census Bureau's projections were based upon 2 to 3 year old data and did not take into account the increase in housing units or building permits issued.

District agencies report that more housing has been built during the last four years than during the entire decade of the 1990s. Much of this housing came on line during 2004—and may not be reflected in the Census data. While most of the new housing built since 2000 consists of apartments and condos designed for smaller households, this housing is generally not displacing family housing.

#5: The number of abandoned housing units in the city has declined precipitously since 2000, and the vacancy rate is significantly lower today than it was in 2000. A 1999 District of Columbia Regulatory Affairs (DCRA) survey counted 3,200 vacant residential buildings in the city, with a total of about 6,700 units. By February 2005, property tax records indicated only 920 vacant residential properties in the city, with about 1,650 units. While some of the vacant buildings were demolished, the majority was restored to habitation. The District estimates that between 2,000 and 4,000 units that were vacant in 2000 are now inhabited again. The District's rental vacancy rate declined from 12.5 percent in 2001 to 10.7 percent in 2003.

#6: The U.S. Census Bureau's methodology is designed for large geographic areas, and is based on county-level data. Because DC has no counties, there is a high margin for error. The annual state population estimates are developed by the Census using county data. Information is taken from a variety of county records, including birth and death certificates, IRS tax records for persons under 65, Medicare enrollment for persons over 65, data for persons

living in barracks and dormitories, persons in the military stationed overseas, and estimates of international migration based on Census 2000.

This data is inserted into a mathematical model to estimate the population for each county. The model adds the natural increase in population (births minus deaths), net migration from foreign countries, and net migration from other states (as determined through tax records and other variables). County estimates are summed, with the total used as the population estimate for the state.

Because the District does not have counties, there is a high likelihood that annual population change is incorrectly estimated. Some of the data may be interpolated based on historic trends or other variables. Also, some of the data collected by the Census for the District may be incomplete, dated, or misleading due to the peculiarities of the District's governing structure.

The District uses a fundamentally different approach to estimating its population, emphasizing the total change in population size since the last census rather than demographic components of change. This is an accepted method of demographic estimation referred to as the Housing Unit Method. In this method, the housing stock from the last census is updated using data on construction, demolition, and conversion. The population at a given point in time is estimated by multiplying the estimated number of housing units at that time by an updated

estimate of the occupancy rate for that area at that time, along with an estimate of the number of persons per household. The District's estimate of 577,500 (provided to and accepted by the Metropolitan Washington Council Of Governments) presumed that household size has decreased from 2.16 to 2.15 between 2000 and 2005.

In closing, the District of Columbia's total population appears to be relatively stable, with no significant increase or decrease between 2000 and 2005. Using our own methodology, the Office of Planning believes that the District's population has increased by just about one percent since 2000. This is a smaller increment of growth than was forecast several years ago when the prospect of many new housing units suggested significant growth ahead (in the range of 5-6% between 2000 and 2005). It appears the increase in housing units and decrease in vacancies is, to some extent, being "cancelled out" by continued in-migration of smaller households and out-migration of families.

The Office of Planning continues to work with the U.S. Census Bureau to address the discrepancies in these figures, and to promote estimation methodologies that produce more precise results at the local level.

Mr. TURNER. Ms. Singer.

STATEMENT OF AUDREY SINGER

Ms. SINGER. Mr. Chairman and members of the subcommittee, thank you for inviting me today to testify on census data and demographic change in urban areas.

I am Audrey Singer, immigration fellow at the metropolitan policy program at the Brookings Institution. I will focus my comments on data about the foreign-born population and how they are used in research to inform public policy decisions.

My own research has focused on documenting the changing destinations of the foreign-born population, which I will briefly describe as an illustration of what we can learn about immigration from census data. I will mention as well some of the advantages and limitations of these data for understanding immigration.

The United States experienced unparalleled immigration in the 1990's, when the foreign-born population grew by 57 percent. By 2000, nearly one-third of U.S. immigrants lived outside of the traditional settlement States, including in Colorado, Georgia, Nevada and North Carolina.

Many new metropolitan destination areas experienced rapid growth of their foreign-born populations between 1980 and 2000. Atlanta, Dallas, Las Vegas and Charlotte all had increases in their immigrant populations by more than 500 percent. By contrast, some places, including New York and Chicago and the District of Columbia, would have lost population were it not for an influx of foreign-born residents during those two decades.

In a recent paper I used historical census data to create a typology of six immigrant gateways which charted the changing urban geography of urban immigration during the 21st century. I will describe three of them. The continuous gateways are places like New York, San Francisco and Chicago. These are long-established destinations for immigrants, and they continue to receive large numbers of the foreign-born. Post-World War II gateways like Los Angeles, Houston, Miami began attracting immigrants on a large scale just 50 years ago. And in the Post-world War II gateway, Atlanta, Dallas and Washington, DC, stand out as emerging gateways with very fast recent immigrant growth.

The growing immigrant population in many new places across the United States raises questions about the ability of local governments and institutions to aid in the social, economic and political incorporation of immigrant newcomers into new regions. Local agencies and nonprofit organizations have an important role in developing and maintaining policies and programs that help immigrants become part of the communities where they live.

Census data can be used to understand local trends, and many organizations rely on these data to derive information on how many immigrants reside in their community, which countries they come from, the period in which they arrived in the United States, languages spoken and English language proficiency.

Traditionally researchers and others have turned to the long-form data from the decennial census to get fairly detailed data on immigrants. It is the one source that has provided national and

subnational level data so that researchers can research comparable data at the State, county and tract levels.

There are other surveys that the Census Bureau maintains; however, none are able to provide the kind of geographic detail that the decennial census does. The downside of the decennial census is that it is, in fact, decennial. Once every 10 years users have fresh data, and for a couple of years everyone is fairly happy. But by 2005, for example, local decisionmakers are no longer interested in 2000 data. They know that changes are taking place in their communities, and they want up-to-date information that captures the details of those changes.

The American Community Survey [ACS], is a new source that promises to offer more timely data on the foreign-born. Until the advent of the ACS, most researchers interested in immigration trends between censuses looked to other sources to fill in the gaps, including other official sources as well as other local samples, surveys and estimates.

Once it is fully implemented, the ACS will provide essentially the same information on the foreign-born on an annual basis, and, in fact, will replace the decennial census as the primary source for immigration data. However, one drawback of the ACS is that it is more limited than the decennial census in what it can tell us about smaller geographic areas, for which 3 and 5-year averages will be estimated instead of annually.

There are additional challenges with the ASC, including the format in which the data will be published. Users not familiar with confidence intervals, which are estimates containing a midpoint bounded by an upper and a lower limit will have to learn to use them properly.

And there is one other important constraint. The popular summary tables that are produced by the census had few indicators of economic status tabulated for the foreign-born. While one can access the poverty status of the foreign-born in a specific area, what is missing is education attainment and income, arguably some of the most sought-after data for those concerned about the well-being of this population. Given the importance of understanding the dynamics and the impact of the foreign-born population, many more summary tables on immigrants could be made available.

Despite the limitations and challenges outlined above, I cannot underscore the importance of census data for local governments to develop and maintain practices and programs that help immigrants become part of the communities in which they live.

Thank you.

Mr. TURNER. Thank you.

[The prepared statement of Ms. Singer follows:]

Testimony before the House Committee on Government Reform, Subcommittee on Federalism and the Census

"Life in the Big City: What is Census Data Telling Us about Urban America? Are Policymakers Really Listening?"

May 10, 2005

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Immigration Fellow
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Mr. Chairman and Members of the Subcommittee, thank you for inviting me to testify today on Census data and demographic change in urban areas. I am Audrey Singer, Immigration Fellow at the Metropolitan Policy Program at the Brookings Institution. I will focus my comments on data about the foreign-born population and how they are used in research to inform public policy decisions.

The Metropolitan Policy Program's mission is to provide decisionmakers with research and policy analysis on the shifting realities of cities and metropolitan areas. To this end, the Program initiated the Living Cities Census Series and to date has published more than 50 reports and books using the most recent census data. Each research paper describes how a particular social, economic or demographic trend is affecting cities, suburbs and metropolitan areas. For example, we have published papers on poverty, aging and household composition.

Using Census data to understand recent trends in immigration

My own research has focused on documenting the changing destinations of the foreign-born population in U.S. cities and metropolitan areas. I will describe some of my findings as an illustration of what we can learn about immigration from Census data. Then I will discuss several advantages and limitations of the use of census data for understanding immigration.

In a recent paper called "The Rise of New Immigrant Gateways," I used historical census data to chart the changing urban geography of immigration during the 20th century and highlighted how immigrant destinations in the 1980s and 1990s differ from earlier settlement patterns.

The United States experienced unparalleled immigration in the 1990s that transformed many new destinations into emerging gateways and changed the character of more established immigrant gateways. Most large metropolitan areas across the country now need to meet the challenges of incorporating new immigrants with diverse backgrounds and needs.

I created a typology of six immigrant gateways based on historical settlement patterns and recent influxes of immigrants. ***Former gateways*** like St. Louis, Cleveland, Pittsburgh and Buffalo, attracted immigrants in the early 1900s but no longer do.

Continuous gateways such as New York, San Francisco and Chicago are long-established destinations for immigrants and continue to receive large numbers of the foreign-born.

Post-World War II gateways like Los Angeles, Houston, and Miami began attracting immigrants on a grand scale during the past 50 years.

Atlanta, Dallas, and Washington, D.C. stand out as ***emerging gateways*** with fast immigrant growth during the past 20 years.

Seattle, Portland, and the Twin Cities—places that began the 20th century with strong immigrant pulls—waned as destinations during the middle of the century, but are now ***re-emerging*** as important immigrant gateways.

Finally, Salt Lake City, Raleigh-Durham, and Charlotte are examples of very recent immigrant destinations, having attracted significant numbers of immigrants in the 1990s alone. These are the ***pre-emerging gateways***.

Other major findings include:

- **The U.S. foreign-born population grew 57.4 percent in the 1990s; by 2000 nearly one-third of U.S. immigrants resided outside established settlement states.** Thirteen states primarily in the West and Southeast—including many that had not previously been major destinations for immigrants—saw foreign-born growth rates more than double the national average. These states included Colorado, Georgia, Nevada, and North Carolina.

- **Newly emerging immigrant gateways experienced rapid growth of both the foreign- and native-born between 1980 and 2000, while the more established gateways experienced slower percentage growth of both– albeit from a larger base population.** The continuous gateways, for example, would have lost population or stagnated absent the arrival of the foreign-born. By contrast, emerging and pre-emerging gateways exhibited strong population growth while also watching their foreign-born populations surge by as much as 817 percent (Atlanta) and 709 percent (Raleigh-Durham) over the two decades.

- **By 2000 more immigrants in metropolitan areas lived in suburbs than cities, and their growth rates there exceeded those in the cities.** Most notably, immigrants in emerging gateways are far more likely to live in the suburbs than in central cities.

This new reality of a growing immigrant population in many places across the United States raises questions about the ability of local governments and institutions to aid in the social, economic and political incorporation of immigrant newcomers into local areas.

At the federal level, there is an absence of any uniform set of programs or policies designed to explicitly help immigrants and their families integrate into American communities. Cities, states, counties and other municipalities therefore have a very important role in developing and maintaining policies and programs that help immigrants become part of communities where they live. Along with nonprofit, faith-based and community organizations, local actors are a critical force for building capacity in their regions.

Census data can be used to understand local trends in great detail, and many of these organizations rely on those data to derive information on how many immigrants reside in their community, which countries they came from, the period in which they arrived in the U.S., languages spoken and English language proficiency, their poverty status and whether they have become U.S. citizens.

In rapidly changing emerging gateways, after all, it can be challenging if not impossible to design service programs without an understanding of who is living in the community and what their needs may be. Indeed, many community service and faith-based organizations are often "first responders" who have good "hands on" knowledge about what is happening in their areas. However, they may lack specific empirical data about their local service areas that they could use in fundraising proposals or in planning programs.

Current sources of data on the foreign-born from census

Census collects data that provide information on immigrants or, more precisely, the foreign-born. The Census Bureau uses the term foreign born to describe international migrants, or "people who are not US citizens at birth." The foreign-born population includes legal permanent residents, legal nonimmigrants (persons with temporary visas to work or study in the United States, for example), and, to the extent that they are counted, persons living illegally in the United States.

Traditionally, researchers and others have turned to the "long form" data from the decennial census to get fairly detailed data on immigrants, including the variables mentioned above, including country of birth, citizenship status, period of entry, residence five years ago, language spoken at home, and English speaking ability. It is the one source that can provide national and subnational level data so researchers can access comparable data at the state, county, and tract levels.

There are other surveys that the Census Bureau maintains such as the Current Population Survey (CPS) that have become important sources of immigration statistics. The CPS asks questions similar to the Census long form questions on the foreign born. However, the CPS also includes questions on parent's place of birth for each respondent. This information is one important way that we can track the children of the immigrants, a growing group that now represents more than one-fifth of all children. The last time parent's birthplace was used in the decennial census was in 1970, when the lowest levels of immigrants were recorded during the 20th century.

Census maintains other surveys such as the Survey of Income and Program Participation and the American Housing Survey which provide other sources of immigration statistics. None of these other surveys, however, are able to provide the kind of geographic detail that the decennial censuses do.

The American Community Survey (ACS) is a new source that promises to offer more timely data on the foreign born. The ACS–once it is fully implemented–will offer similar data on the foreign born on an annual basis.

Access to data on immigrants

Census 2000 marked a very important moment with regard to data access in this country. The Census Bureau made much of the 2000 data available through their website, along with 1990 data retrospectively. In the past, users accessed the data through tapes and CDs, which made the process considerably more cumbersome. The release of 2000 data on the Internet essentially democratized the information, so that local organizations–both governmental and private–could access and use it.

And many researchers, planners, community service organizations, and national and local groups interested in immigration issues do use these data to understand local immigration dynamics.

Until the advent of the ACS, most researchers interested in immigration trends between decennial censuses, and at geographies smaller than the national level looked to other sources to fill in the gaps. The choices have been limited to the Current Population Survey, admissions data from the Office of Immigration Statistics at the Department of Homeland Security (formerly the statistics branch of the Immigration and Naturalization Service), and local sample surveys, estimates and projections.

Advantages and limitations of available census data on immigrants

The census is the most widely used data source for statistics on the characteristics of the foreign born and the communities in which they live. It is an important resource for local planners and organizations because the data are provided for places such as counties, zip codes, and census tracts.

The downside of the decennial census is that it is, in fact, decennial. Once every ten years users are awash with data and for a couple of years, everyone is happy. But by 2005, local decision makers are no longer interested in 2000 data. They know that changes are taking place in their communities, and they want up-to-date information that captures the details of those changes.

The ACS should help. Once it is fully implemented, the ACS will provide essentially the same information that the decennial census does.

One drawback of the ACS is that it is much more limited than the decennial census in what it can tell us about smaller geographical areas. Although in the ACS, census long-form questions are available on an annual basis including those on the foreign born, smaller places will have to contend with less than annual estimates. For example, while annual information will be available for Dayton, places with populations smaller than 65,000, such as Kettering, also in Montgomery County OH, just miss the mark, and will have to use three-year averages. At the census tract and block group level, five-year averages will be the best available. So, planning departments in smaller places are disadvantaged relative to larger places. With the ACS we gain much in the timeliness with which we will have data, which is especially important for those who are concerned with immigrant populations, however, we will lose some geographic detail.

An additional challenge with the ACS is that the data will be published in a format that many users may not be familiar with. The data will be presented, not as a single number or point estimate, but as three numbers representing a "confidence interval" with a mid-point bounded by an upper and lower limit. This is necessary because data for the ACS

are collected from a sample, which is then used to produce estimates of the actual figures that would have been obtained by interviewing the entire population using the same methodology. It will be important for users less familiar with interpreting these kinds of numbers to learn how to use them properly.

There is also one limitation that both the census and the ACS share regarding birthplace of the foreign-born population. Approximately 80 countries are individually identified in the tabular results. Smaller country of origin groups are aggregated by Census to protect the identity of individual respondents. This can be a disadvantage in places like Washington DC which has one of the most diverse foreign-born populations in the country and where Africans from many nations live. The Census only identifies six African countries: Ethiopia, Egypt, Ghana, Nigeria, Sierra Leone, and South Africa, the rest are grouped together by geographical region, for example, "other western Africa" or "other eastern Africa.." In this case, more detail would be very helpful for local service providers.

What census data do not tell us about the foreign born

Beyond the above-mentioned limitations is another constraint for users of census data interested in the economic characteristics of the foreign-born population. Most data users at planning agencies and community organizations use the convenient summary tables produced by census for all levels of census geography (available for both the decennial census and ACS). These popular tables have very few indicators of economic status tabulated for the foreign born. While one can access the poverty status of the foreign born in a specific area, it is not possible to know their educational attainment, household income, or individual income, arguably some of the most sought after data for those concerned about the well-being of this population. Given the importance of understanding the dynamics of the foreign-born population and their impact on communities, many more summary tables on the foreign born could be made available, both from the decennial census data and the ACS. More sophisticated data users can access this information from the public use microdata (PUMS), but the census geographies are much more limited.

Finally, census data do not explicitly tell us the size of the population living in the United States illegally. Because the Census Bureau is trying to achieve an accurate count of the U.S. population, it does not ask the legal status of people residing in the United States, which might prevent those who are undocumented from filling out a census questionnaire. I am not recommending this should change. Every effort is made by census to encourage the participation of all U.S. residents, regardless of legal status. And Census exerts extra effort to reach those with limited English proficiency. The best estimates of the undocumented population use a widely-accepted methodology that calculates the legal immigrant population and subtracts it from the total foreign-born population to derive the undocumented migrant population (See Passel, 2005).

Ultimately, the importance of census data for cities, states, counties and other municipalities to develop and maintain policies and programs that help immigrants become part of communities where they live can not be underestimated. Despite the limitations and challenges outlined above, researchers, local governments, and various organizations depend on census data to understand local areas and how immigrants fit into the picture.

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Mr. TURNER. Again, I appreciate all the preparation that each of you have undertaken in order to participate in this and the insights that they have provided to us.

Ms. Singer, I have a few questions. I am going to start with you. With the issue of illegal immigrants in the United States, obviously we have estimates of the size of the illegal immigrant population and some understanding of estimates of geographic location. Could you talk about the methodology of identifying population numbers and demographics for the illegal population that may be more difficult to capture in data points?

Ms. SINGER. Well, there is a fairly widely used methodology to develop estimates on the population residing illegally in the United States. And, in fact, estimates came out in, I think, March or April of this year, done by Jeffrey Passel at the Pew Hispanic Center, and that methodology uses census data at its core and estimates from the foreign-born population—the population that is legally residing in the United States—and then looks at the residual population and does some calculations and estimates, using other sources of information from census and other sources to make those estimates.

Mr. TURNER. In your testimony, you talk about the issue of discerning the origin of foreign-born individuals, and you are citing the issue of African countries and the grouping of Western Africa or Eastern Africa versus the breakdown of the different countries that they might have come from. You state that becomes a disadvantage in some of the data. Why is that data important, and what can it be used for by communities?

Ms. SINGER. OK. I have a very good specific example. Let me first just explain what I wrote about in my written testimony. I didn't mention it in the oral testimony. I am referring to the summary tables that are produced for the decennial census. They are also produced for the ACS, I believe, in a very similar fashion, and these take the national origin data—this is the country of birth of the foreign-born—and collapse some of the countries into regions of origin, because of the small size of the number of people that are counted from those countries in certain local areas for confidentiality purposes.

So, for example, in the District of Columbia, and in the metropolitan region where we have a large African immigrant population that's over 11 percent of the region's foreign-born population right now, one of the largest of any metropolitan areas across the country, there are only six individual countries from Africa that are identified. And so while we can say how many Ethiopians we have, we are missing data on some of the other large groups that are important for people to know about this particular population. And where that comes up specifically is with regard to language needs and language access.

And the District of Columbia recently passed a language access act which requires local agencies to serve immigrant populations in their own languages. And one of the surprises coming out of the language data is how many French speakers with limited English proficiency we have. I think that's due to the fact that we don't have the wide range of African countries available to look at.

Mr. TURNER. Very interesting. Very good point.

I want to turn now to the issue of the pressure of immigrant populations on local governments. One of the sentences in your testimony, you said this new reality of growing immigrant population in many places across the United States raises questions about the ability of local governments and institutions to aid in the social, economic and political incorporation of immigrant newcomers into your local areas. You go on to say that there is no American process or policy in assisting immigrants, and that falls as a burden to the local communities.

You talked about the increase that occurred in the 1990's in the foreign-born population. My first question along these lines is the issue of trending. In a previous hearing we had, we were looking at the trend of immigrants per 1,000 of U.S. population, and we saw a spike in the 1990's and toward 2000, but a leveling off so that the immigrants per 1,000 were about the same types of expression in numbers that we were seeing in 1980's, 1970's and early 1990's before the spike occurred.

What do you see as far as trending goes; that these local communities that are currently having this influx in this issue to address, what does it look like for them for the future?

Ms. SINGER. Well, I think, one thing about immigration, which is a very important thing to remember, is it's fundamentally a social kind of issue. So immigrants are social, and they go places where they know people, where they have family members. And so I would say that they also go, of course, to where there are jobs.

I would say that given that sort of context, looking at these new places where there has been a recent rapid growth in the immigrant population, that we would expect this to continue into the next decade or so. I think that as long as people are finding opportunities in these new destination areas, they will continue to go there because of the kinds of social and family networks that are in place. Immigrants are drawn to places where there are other immigrants, so this kind of dispersion that we see will probably continues apace into the next decade or two.

Mr. TURNER. You then talk about, which I thought was fascinating, former gateways, emerging gateways and preemerging gateways. And one of the things that I would imagine in the former gateways—or also of the category you give us of continuous gateways—would be some local expertise on the issue of social issues in addressing immigrant populations and their assimilation into the community and the social services or issues that might be needed, whereas the emerging gateways may not have the historical experience in those processes.

Do you see that pressure? When we were talking about the CDBG, the Community Development Block Grant, moneys here in a previous hearing, we heard a significant amount of pressure by the local communities toward the emerging gateways to respond to the needs of immigrant populations. I wonder if you could speak on that for a moment.

Ms. SINGER. Let me say first something about the former gateways. These are places like Detroit and Buffalo and Cleveland that used to get a lot of immigrants in the early part of the 20th century, and by 2000, they were almost virtually almost all native born. These places are not really seeing much immigration right

now, but there is a little bit of an uptick in some of the central cities, of some of the larger cities across the older and the former traditional places in the foreign-born.

So, in fact, if you look at the top 100 cities and their population change between 1990 and 2000, about one-third of them would have lost population were it not for immigrants moving into the central cities. So, in fact, some of these places are developing strategies to attract and recruit and retain the foreign-born in central cities because they see it as an economic revitalization strategy and as a way to make good use of available housing and commercial space. So I think that's one thing that's happening.

But in the emerging places, and particularly the preemerging gateways, and those are places that are really, really fast-growing, that have virtually no 20th century history of immigration whatsoever, they are kind of being pushed in ways that they have never been pushed before. And it starts first with language issues and English language proficiency.

Mr. TURNER. Mr. Morial, in your comments, you indicated that we see the demographic shifts of our population where there may be no majority ethnic group. The reports that you are producing on the state of Black America currently relates to the Black population and the White population. What do you see in trending, as you look to your reports, that you might use for planning in your association?

Mr. MORIAL. I would say that to make the report, to add to our report, we would, one, like to have up-to-date information on the Nation's Hispanic and Asian communities, which our researchers tell me that the same body of information is not available, so that we can make a fuller comparison and be able to chart the growth, chart the growth and chart the gaps that exist between the various population groups here in the United States.

The most compelling thing, I think, about looking at the data and looking at the comparisons is to look at the economic data and to some extent the education data, because it would give you a highlight of what our workforce challenges and economic challenges are in the next 20 to 25 years.

I was struck by the professor of Virginia Tech's information, which indicated this tremendous need for new housing. Obviously a question that you have been long concerned with is how and where this housing is going to go, and the fact that much of the available land may be in former gateways, may be in old industrial cities that have seen an outmigration.

But having visited some of these fast-growth communities like Los Angeles, Houston, Miami—I was just out in Las Vegas—the question really is at what point does the growth in population become far beyond their ability to absorb it, and, therefore, creating a trend that people are going to be looking to other communities, and these other communities may then have challenges that they do not have today.

But the projection, I think, to look at the changing demographics of the Nation, gives us, I think, a better sense of what we need to do both from an economic standpoint, from an infrastructure standpoint, from a school standpoint, public and private infrastructure

standpoint in the next 15, 20, 25 years to be able to keep pace with these changes.

Mr. TURNER. Well, the Urban League has a great record of community development and personal development initiatives. And your accomplishment in being a census information center partnership with the Census Bureau is certainly a wonderful one.

I was wondering, in looking at the demographic data that you then produce on the state of Black America, what other partnerships formed from that, including planning and trading commission and workforce development and other agencies, that, in your ability to formulate this data in a compelling way, lead to the ability of providing services and partnering with other agencies?

Mr. MORIAL. I think the opportunity to partner with other agencies is enormous, because it's an unmined field and the key thing with the data is if the data is only used by the experts, and it's important that the experts understand the data and utilize the data.

But there's another role that the data plays, and our report really is an effort to connect difficult and complex data in a fashion that a mass audience or a broader audience can understand. I think we, along with other community-based groups, can play a more important role in educating the public, educating elected officials, educating business leaders and other community leaders about census information, about what it means for the future of local communities.

And to some extent an organization like the National Urban League and other community-based groups, because of the fact that we are nonpartisan, because of the fact that we are identified with communities and issues, we sometimes feel we can speak, be a mouthpiece, be a megaphone, be a platform for the dissemination of this data that will sometimes seem less agenda-driven as sometimes people assigned to data, when it comes out of other sorts of organizations. So I really feel very strongly that we can work much more closely with other agencies.

I also just had a comment, having, like you, had an opportunity to run a city, about the undocumented immigrant situation and the fact that you asked, I think, a very pertinent question, and that is do communities who are seeing an influx of immigrants, both documented and undocumented, have the tools that they need to be able to confront, provide services to these communities?

Obviously, if most of these Federal programs are based on census data, and the census data is undercounting in Washington because of the methodology, or in other communities because they don't count people because of, quote, their lack of documentation, then it is clear that the tools that the Federal Government has designed—and State governments sort of hitch onto that—are not going to be adequate, because then the formula is not based on an accurate count of the people who are in need or the accurate county.

So that is a real structural deficit in the programs, because the programs are based on census data which, for whatever reason and whatever case, may undercount people, and it is certainly clear that the lower people are on the economic scale, the higher the propensity for them to be undercounted or not counted at all.

So I think that from the standpoint of local governmental officials, you know, the gaps in the census data translate into a diminution in Federal money, State money, and even if census data is sometimes used for private decisionmaking purposes that are not always evident on the surface. So I just sort of add that thought.

Mr. TURNER. That is a very good point.

One of the things, when the State of Black America report was released this year, one of the things that you and I just spoke about briefly, was just the issue of the parallel experience of urban America as expressed in the report, and that there are some trends in urban America that make addressing the state of Black America and the progress in closing the gap more difficult. There may be some that are beneficial.

So I would like for you to speak for just a moment about the trends in urban America that you see that might be problematic in addressing that gap, or those that you see that are positive trends.

Mr. MORIAL. You know, one of the trends that you see is—certainly in the older cities, which Ms. Singer talked about, the sort of former gateway communities—is that the people who remain in the former gateway communities sometimes are the very poor and the very rich, where you have had an erosion of the working class and the middle class in a lot of communities, like St. Louis and Cleveland and Pittsburgh and Buffalo and Detroit, New Orleans, the city that I led for 8 years. And you can go sort of on and on through sort of the industrial Rust Belt communities that really were the economic leaders of the first half of the 20th century. And these trends, though in older communities, you have the stark contrast in wealth, in educational attainment, in health outcomes that the community sees.

So, in one place, you ask the question, do you look at the former gateways, and does it tell you where the country has been; or do you look at that time former gateways, and it tells you where the country is going?

In many cases, one of my great concerns about the underdevelopment of former gateways and the underdevelopment of old cities—and I think the census data from 2000 will sort of affirm this—is you have a process whereby people are moving to the suburbs, who have moved to the suburbs, and now you see in communities like Washington and communities like Atlanta a return of upwardly mobile people back into the cities, because the economies are better, and the jobs are there, and the culture and the quality of life is significantly improved.

Many of the older, inner-ring suburbs are beginning to have the characteristics of cities with deteriorating infrastructure, deteriorating housing. So to some extent it speaks to the need for, you know, some sensible public policy interventions. While we might say this is wonderful to see downtown Washington reemerging, it's visible, but it isn't the case for all of Washington. And then now you have the problems or the issues or the challenges, social and economic, which are part of Washington now existing in some of the suburban counties around Washington, just to use this region, you know, as an illustration.

So, you can't quickly applaud the rise in downtown—although I strongly support downtown revitalization as a way of priming the

economic pump in a community, but if you look at the overall metropolitan area—and I think that is certainly an area where there has to be more analysis in terms of comparisons—because this sort of trend of people moving out, now people moving in, doesn't sometimes yield to an improvement in conditions. It just changes the location of the most difficult social and economic problems. So I think these are going to be issues.

The final thing I would say is that if you look at the newer communities—I was recently in Phoenix, for example, where the population growth is tremendous, and the economic growth and the new buildings that are taking place are significant—you do have a large non-U.S.-born population.

You have a lot of immigrants, both documented and undocumented, moving into that community. One of the things is can the Census Bureau help us plan and project what these rapid population growths are going to mean for social and economic problems 10 years from now, the schools, the transportation system, the quality of housing that needs to be built, so that it can sustain or withstand this rapid growth?

I think the sum and substance of it is that the census data, we have to put more focus on it, and more attention needs to be paid to it as a real tool, a real tool for policy development in America's urban and metropolitan areas.

Mr. TURNER. Thank you. That was a great transition to Mr. Silver and his report, which I want to compliment you on. It was an incredibly welldone report and analysis, and it's the type of report that communities should look to for their planning purposes, because obviously if you are looking at the data, if you are managing the data, and you are utilizing it for planning, then you are looking to manage the future of the community.

There were a few topics that came out of your report, the ones that happened to be favorites of mine, that the mayor was mentioning. I just wanted to have a brief conversation with you about those, because I think they are important to highlight. There are some things that you have said in your report.

Obviously the graphs that you have given us here of a city divided, obviously economic segregation is an important issue that we need to look at both in census data and in planning. We also need to look at the issues of building an economic and a tax base for our urban cores so that not only you have the support for the social services that are needed for all populations, but also for supporting the infrastructure, where the urban core generally supports all of the population's migrations throughout the metro region and the greater burden. And then there's the issue of displacement and gentrification.

I use it to tell people, when people would raise the issue of gentrification when I was a mayor, that I have never met a gentry, so I can't imagine that gentrification occurs.

But in my own community in Dayton, OH, in the neighborhood which I lived when I served as mayor, it was a neighborhood that my family had migrated to from Kentucky. It was one of the lowest-income census tracts, if not the lowest census income tract, in the city. When my wife and I moved into the neighborhood, we purchased the house from an urban pioneer who had gone in and re-

stored the house, a late 1800's house that had been abandoned in the 1960's. It had been converted to a three-family apartment building. It was then abandoned for a period of 10 years. The gentleman who acquired the house renovated it, returned it back to single family, and then sold it to us.

That house, I thought, was an interesting study in the demographic shift of cities in that at one point it would have had three family units in it. It was a single-family house. So at one point our density was too great, because we didn't have the housing structures that met the needs of the population that was there, so we were cannibalizing our single-family houses. They then became abandoned as the life cycle of the multifamily use of them had come to an end, and then restored back to single family use. The neighborhood that I moved into was in the process of rehabilitating one-third of its abandoned structures. So as new families were moving into these homes, we did not have the expression of displacement.

Yet you in your report indicate that while most of the new housing built since 2000 consists of apartments and condos designed for smaller households, this housing is generally not displacing family housing. I live in the Penn Quarter, and I live in a building that used to be a department store. So, again, it is not a displacement of family housing.

Could you talk just a little bit about the issues of having to balance, making certain that you have housing that responds to the various economic sectors of the communities, the issue of trying to make certain that you have low and moderate-income housing that's available in the community, and its impact on the neighborhoods?

Mr. SILVER. Right. As you know, the issue of gentrification and displacement comes up often, but the District is approaching new housing in several ways. One, clearly there are some abandoned structures that are being rehabilitated and being opened up. In some cases they are being converted from what was multifamily to one family. But also the District is also looking at many new sites that are vacant, new locations for new housing.

So, in those locations we are actually seeing new construction, mostly of one and two bedrooms, which are going to smaller households. What the District is doing, as the map is indicating, is looking at the housing conditions, and we actually have a policy, as we move forward we want to grow more inclusively.

As we look east of the river, for example, we are trying to provide units that provide more housing so we do retain our families, because that household size over time is showing that smaller households are moving into the District; larger households are moving out. So the way we are trying to balance that is looking for sites right now that are vacant; that there is currently no housing to, again, encourage that growth to come in and preserve some of the older areas to retain some of those families.

So, again, as we move forward, we want to make sure it's balanced. We are looking at some of the higher-market areas to be sure how we can actually incorporate more affordable housing.

The District right now is looking at inclusionary zoning. For example, the council has a commission on affordable housing to in-

sure that as the District grows, we can deal with some of those issues of displacement and gentrification.

Mr. TURNER. In reading your report and analysis on the shift in the demographics of the population of Washington over time, you identified the loss of a middle class as a significant decline.

On the Federal level we have many policies that encourage low and moderate-income housing and provide assistance. On the upper-end scale, many local communities have undertaken policies to encourage upper-end market rate housing through tax abatement policies and other types of creative financing packages.

What types of housing policies or strategies have you looked at in trying to address the issue of sustaining a middle class in Washington, DC?

Mr. SILVER. That is a very good question. It is an issue that now is being discussed and debated intensely at the city council. What we have recognized is that this is one of the hottest real estate markets both for office and for residential development. And right now, the private sector is moving forward in market rate housing very quickly, and basically very little incentive is needed. Some are requesting some density increases to provide some of the amenities the District is seeking, but right now there is very little incentive, because right now the market in the District is very desirable.

On the other side, however, both the residents and the Mayor, as well as the council, recognize the need of retaining some of those families. And you are correct, both larger households and the middle class, some are finding it hard to afford the rents in the District and are leaving. But we are very concerned about keeping some of those working class, the firemen, the policemen, the teachers, here in the District. And we now have a comprehensive housing task force that is looking to issue a report in the coming months to recommend ways of keeping that very needed population here in the District.

So, again, just to sum up, the market rate is moving forward with incentives. We are now looking at what incentives that will be needed to generate more affordable, lower market-rate housing.

Mr. TURNER. One of the things that you have addressed in your testimony is undercounting. Mayor Morial first mentioned that the U.S. Conference of Mayors and the U.S. National League of Cities frequently tries to address the issue.

Can you give us some insight into what the District has done in working with the Bureau to try to get an accurate representation of the population, and where you see some of the greatest difficulties are in getting the accurate data for counting in D.C.?

We do have a relationship with the Census Bureau, and we are contacted before the numbers come out. We are working with them again. We met with them as recently—well, at least had a conference call as recently as a month ago to address some of these concerns.

We don't know if our concerns are being addressed. We are considering a challenge to the numbers, because the District is a unique jurisdiction in that it is not a State with a number of counties. But we will continue to work with them to see if they can, in fact, make those adjustments to this unique jurisdiction that is different than any other State they are dealing with in the country.

If we feel that we are not satisfied with the way in which they are conducting those counts, we are considering a challenge to those numbers, because, again, we believe the District has been undercounted. Again, the 2000 census actually indicated that, where they undercounted by 50,000. I don't know if I can give specific reasons why they are undercounting, but, again, we want to work with them to try to rectify that problem.

Mr. TURNER. Thank you.

Mr. Farmer, your discussion of the projections of population growth in the United States and its opportunity for urban areas was fascinating to me. You were talking about Professor Nelson and if his estimates are correct that half of all development in 2030 will have been built since 2000, and $20 trillion will be spent on construction or redevelopment. And he argues that in the first three decades of the 21st century, we will see more urban development than any comparable period in the Nation's history.

What, from a planning perspective, should cities and communities be doing to try to capture this? If it's a wave that's coming, they need to be ready, and they don't want to be in a situation where they recognize it after the fact and have lost the investment opportunity and the redevelopment opportunity. What advice would you have for them?

Mr. FARMER. I agree with you totally. I think there's an enormous opportunity here. Some cities have already started taking advantage of that. Other cities, unfortunately, haven't yet started to take advantage of that. One of the things we are trying to do is get the word out and show the best practices that are occurring around the country to other communities.

A lot of it really is demographic-based. When I was planning director of Minneapolis, we had done an analysis—much as the kind of analysis that Mitch and his colleagues have done—where we found that over 40 years the entire population loss of the entire city of Minneapolis could be accounted for by household size decline; that the number of occupied dwelling units was exactly the same over that period of time.

That was good news to us, because it showed that people really weren't necessarily just fleeing the city, they were aging in place. And households that used to have two or three kids were down to one parent, or when a parent passed, it was down to one.

And we also found by using census data that in terms of what was happening in the city, we were seeing two types of households that were becoming more dominant in the city, single-person households, where the city had a larger share of those than the rest of the metropolitan area did, and multiperson and multichildren households, where the city wasn't just the rich/poor, as the mayor was pointing out, but it was also this dynamic of small/large. And part of that related to immigration, coming back to what Ms. Singer was talking about.

We had a rising Somali population where in one junior high school alone, we went from several hundred Somali students to 3 years later we had some 1,200 Somali students. And that was not something that we could pick up very easily other than every September when students showed up in school, because we didn't have the small area data that you would really like to have.

So one of the things that I think could be done in terms of how do you tie these plans and these opportunities to the issue of data is that issue of better small area data, more frequent small area data, so that we can better understand some of those dynamics and take it to the development community.

In Minneapolis, we were at 200 units a year of new housing being built over the previous decade. We had to help convince an industry that they could make money, and there were markets in the city. Data is one of the ways you do that. The housing industry in this country is largely reactive. If somebody sees it has been done 12 times, they figure that they will make money on the 13th. It's the path-breaking sorts of things that require a lot work and a lot of conversations.

So in terms of how can we get more cities to understand these dynamics, and understand opportunities they now have that perhaps they haven't had in many, many decades, I think that it's kind of telling the stories of success that are out there. It's working with Census Bureau and others to put on workshops so that people better understand how to use the data that is available, and certainly working with Congress to see that kind of more and better data is continually provided so that we can better react at the local level to the kind of churning of the population, as I call it, within the regions, and the churning that is affecting cities and increasingly first-ring suburbs, because the disinvestment the city saw for so long is now really what is going on in the first-ring suburbs of this country.

So it is not just sort of a city/suburban issue anymore. It is city, first ring, second ring, third ring, and earlier in the day you heard the comment, exurb. Those are all the dynamics we see in the metropolitan areas. And you have seen some of the jobs/housing mismatch that you are familiar with, Dayton, we see all over the country. And, again, I think that good plans can start showing people opportunities that perhaps they didn't think existed.

And I think—I characterize good planning as a conversation. It's a conversation among political leaders, business leaders, engaged citizens. Good plans are a story, and they are going to be effective. It can't be documents that people have to go read. It has to be a study because people understand what that story line is, they buy into it. They invest it accordingly, whether it's money and their time and their creativity, because they know they are going to get paid. That's why many people make any kind of investment.

So I think you need to keep looking at the good planning that is going on and infusing it with the information, the data, and to infuse it with knowledge of what these opportunities really are, because the data—as you say, Arthur Nelson's work is really, really kind of interesting and challenging for us—because it suggests that we are entering a time now that we haven't seen before, or, for many regions, they haven't seen since perhaps there were those settlement areas of the last century.

So we are very optimistic about some of these possibilities that we see going on around the country, and I think that as you look over the next 10 years, you are going to see some real positive changes in communities. And there are going to be some of those challenges of gentrification, but I think more often than not it's not

going to be a gentrification problem, but the kind of rebirth of communities that we increasingly can point to as a sort of best practice around the country.

Mr. TURNER. I really appreciated your reference to the issue of brownfields, because as you look to this country for urban areas to grow and recapture the population—as we all know, nationally our local areas and our urban areas have been struggling financially. So their ability to assist in the redevelopment of their land within their jurisdiction is limited. And we all know that when we are talking about urban development, you are talking about redevelopment. That means that there is something else in its way, either in the issue of assembling land or buildings or abandoned factory sites and contamination that need to be addressed. And the need for us to look at the type of assistance to look at urban areas to take advantage of this next wave, as you mentioned, is very important.

I would love for you to comment further on the issue of brownfields and issues to see if there are opportunities for urban areas.

Mr. FARMER. I get really excited when I talk about brownfield reclamation. As I said in my testimony, it's really been gratifying to see brownfields come alive again.

In Minneapolis, we found out every time we cleaned up a brownfields site, we had developers waiting in line. There was not a market issue at all. It was the issue of getting over that hurdle of the cost of cleanup.

And we also talked with the State legislature, and we had some good support from both sides of the aisle over in St. Paul for our State programs, because we said, look, these brownfields aren't there really because people intentionally did evil things; they did the wrong things. Those brownfields were there because those companies were doing the best practices at the time. But a lot of the wealth of the State of Minnesota was created through what were then those brownfield sites that had then been abandoned.

So we felt that there was a State partnership role in that, and the State did partner with us on that. And so we were able to start reclaiming a lot of those sites, many of them in the upper Mississippi area. I had done work for many, many years in Pittsburgh. I was in Pittsburgh from about 1980 to 1994, and we worked very hard on steel mill sites and then the heavy metals industry in general, and we found that again as we cleaned up along the Monongahela River we were able to get a research and technology park built.

We took a 42-acre island in the Allegheny River that for its entire history had been in very low level kinds of uses. We had to clean up PCBs. It was a place where cattle were offloaded halfway between the Chicago stockyards and the New York market because of Federal laws that required feeding and watering so there wouldn't be disease. The cattle would be then slaughtered for the western Pennsylvania market. So part of our brownfield cleanup was taking care of cow innards with grass in stomachs and wonderful things like that. I could get very graphic on this.

But every community has their own brownfield stories. And, again, I suggest that in the vast majority of cases it wasn't malfea-

sance of any type that created those brownfields. And you kind of get beyond that and you get very pragmatic and say, OK, roll up our sleeves and let's get the work done. Often those brownfield sites are near waterways that are incredibly desirable today. Again, Harris Island in Pittsburgh, that island I told you about, there are people living there. It's a mixed use community. In 1980, people said, you know, you folks are crazy, a bunch of planners dreaming these dreams. You know, no one is ever going to live on Harris Island. It was rat infested and everything else. But there was water there. You find those kinds of amenities, and a lot of the housing built near downtown Minneapolis on brownfield sites is because the downtown itself is such a striking amenity, the cultural opportunities, the library, things of that nature.

And so I think that brownfield investment is some of the best investments we see, and we appreciate the Federal support, the State support, and the local support, because every time you develop a brownfield it means that you are not having to develop a greenfield. Typically those brownfields are going to be developed at a more intensive level. So it is not just an acre for acre. It's many acres per acre.

In Pittsburgh, again, we were able to show that a job in downtown Pittsburgh generated one-ninth of the vehicle miles traveled of that same job out in a greenfield area. And so there's some enormous efficiencies. And so, as I said, I am a big supporter of brownfield reclamation, and I think that's one of the ways you bring back cities and, as I mentioned, increasingly, the first-string suburbs.

Mr. TURNER. Thank you for your enthusiasm on that topic.

I want to thank Mr. Dent for being with us in this hearing, and also recognize him for questions for panel two.

Mr. DENT. Thanks, Mr. Chairman. And, Mr. Farmer, you just mentioned you left Pittsburgh I believe in 1994.

Mr. FARMER. Yes, sir.

Mr. DENT. In 1995, the legislature then passed Act II, which is the model brownfield law for the Nation, and since that time I'm happy to tell you there are 1,300 sites in Pennsylvania that have either been remediated or are in the process of being remediated, and I happen to live in the district that probably has the Nation's largest single brownfield site, the old Bethlehem Steel site where they used to produce a ship a day during the Second World War, and there was various types of contamination. But that land is being remediated at a rather quick pace.

Your observation in other parts of the country, how much housing are you seeing on these brownfield sites? I am told by our Secretary of Environmental Protection in Pennsylvania that certain HUD grants can't get to the brownfield sites because of, I guess, there is some thinking that you will somehow be drilling for well water on a brownfield site as opposed to tapping into a municipal system. Are you seeing a fair amount of residential development on these brownfield sites? You sited some mixed use, but I'm mostly seeing commercial, industrial.

Mr. FARMER. Congressman, it certainly is easier to develop nonresidential on most brownfield sites. You have that additional hurdle to get over. Certainly on Harris Island in Pittsburgh, as I said,

we have housing there now, and it's in an area of the island where there were PCBs that had to be cleaned up. And so it is possible.

In Minneapolis, the railroad area near downtown is a very thriving, largely residential area on brownfield sites. And so we can see examples around the country. I think that part of that is that you need to have the entire community come together to understand the nature of the brownfield site. It's not just the planners producing the plans with the local officials approving them; it's the financing industry, for example. And I think it is possible, but it's a more substantial hurdle to get over. I think that's why statistically you would find, as your observation I believe is correct, that you'd find more nonresidential than residential. But it's not impossible and it is not in general so much more difficult that we couldn't expect more of it.

Mr. DENT. How much public investment are you seeing in those brownfield sites prior to private investment? Obviously our goal is to draw private investment onto those sites. My observation also has been that there has been a fair amount of public investment either for demolition, again remediation costs, and other site-related work. Has that been your experience, too? How much private money are we drawing in for the actual remediation as opposed to the development itself?

Mr. FARMER. Another very good question. In most cases, certainly you are going to find that public investment is necessary up front. I've always said that the public needs to be involved in the difficult projects. The easy projects, the private sector can handle just fine. And many brownfield projects are difficult projects.

I'm using some old data now, but I know in Pittsburgh, for example, the public investment was about 24 million for a 42-acre island, about half a million an acre. That housing, by the way, we had market studies done. And after we cleaned the island up, got some jobs there, did some other kinds of things, we thought we were ready for housing; and a housing market study back in about 1990 said, well, if you're lucky and everything breaks your way, you're going to get $130,000 a unit for the housing. Instead, Pittsburgh, when they opened that housing in the mid 1990's, was getting about $240,000, which at that time was a large amount. And people were buying two units, combining them, and moving in from the suburbs. So people were spending half a million to live on a site where people said no one would live there.

Interestingly, Pittsburgh has a wage tax. And my friend who is still in Pittsburgh said that they have now tracked the return on the public investment, and the wage tax alone from people now living on the island has repaid the public investment, and all the property taxes and everything like that are gravy.

So I think that if we had some financing mechanisms that operated as sort of a front-end bank, then you would have a better chance to make more brownfields get the market to work, get the repayments made, and let the private sector come in at the point when you have done enough of the cleanup that they can begin to make their money. A developer told me years ago, again, on Harris Island, we were bringing them in in the early 1980's and saying we want housing here. He took a look at it, and he said, Mr. Farmer, he said, I'm a developer; I make money developing, not meeting.

He said, you call me back in 5, 7 years when you are ready. He's the guy who did the housing. We called him back in 5 to 7 years.

But, again, I think that the public sector has to do a lot of this front-end work, but then the private sector, once you get to a point where they can see the timeframe and they can kind of understand that it's not an open-ended checkbook situation, then as we found in Minneapolis they rush in.

Mr. DENT. Do you think there is a role for the Federal Government in helping with that financing to the extent that, again, since you left Pennsylvania, not only did we pass the landmark brownfield laws first in the Nation, but then we passed what's called the Keystone Opportunity Zone law that basically allowed for local jurisdictions to set aside tax free property, usually a dead spot, often a brownfield site. The municipality and the county weren't getting any revenue out of the site to begin with; made them totally tax free; it was an incentive and helps draw in investment. Now, obviously you get this thing up and running and 12 years later you can start recovering tax revenue.

Do you think there is a way for the Federal Government to help in financing those types of projects? It could be expensive, but when you forgive all local and State taxes on a site, it's quite a bit.

Mr. FARMER. I mean, I think that the Federal partnership is certainly important. As I said, I think it's Federal, State, local, and private. It's that entire partnership, and so I would think that there is room for kind of additional activity at the Federal level. Again, these benefits aren't just local. When you look at the vehicle miles traveled that I mentioned, that means that there is that much less oil we import, that means that the balance of payments is that much more favorable.

So I think there's room for continued development at the Federal level of some sort of innovations and the type of financing you are talking about that you saw back home when you were in the State legislature.

Mr. DENT. And my final question I guess I will address to Mr. Silver. Well, the Federal Government addresses some regional issues like highway systems. How can entities with regional jurisdiction better use the census data to solve their regional problems, and specifically to Washington, are you actively involved in the District of Columbia with regional planning with Maryland and Virginia, for example?

Mr. SILVER. Yes. There is something called the Metropolitan Washington Council of Governments, and these include municipalities from the counties surrounding, both including the District of Columbia as well as the surrounding counties in Maryland and Virginia. So, yes, we do look at some of the long-term forecasts for both population, for growth and for households. There are many different subcommittees that meet on a regular basis, and we together agree on forecasts and see exactly how the region will be changing and growing over the next 25 years.

So the answer to that is, yes, we do look at those issues on a regular basis.

Mr. DENT. Not just highway, but you are looking at water issues, air issues, all sorts of——

Mr. SILVER. Primarily. Well, those are left to the individual jurisdictions when it comes to water and some other infrastructure needs. But collectively we look at the population, we look at households, we look at jobs. Each of the jurisdictions begin to look individually at those infrastructure needs, which is why our forecasts are more important than the projections that the census is putting out. We can see long-term. For example, we are planning for the growth of close to 140,000 over the next 25 years. We look also at the infrastructure capacity of our roadways. But, again, that is within the jurisdiction. Some jurisdictions do rely on the COG numbers as they look at, for example, the interconnector in some of the Maryland counties to see how they are going to handle that population. So those COG numbers are used for projections. But collectively, we do not do the regional infrastructure or capacity analysis that you are alluding to.

Mr. DENT. And then finally, as a person who lives down here a few days a week and sort of new to Washington, my observation has been you just look at the traffic outside the city, and it's unbearable for much of the day. I guess, do you have these discussions, too, about trying to incent individuals living out there to actually reside in the city, to keep people off the roads and to keep them off the metros? Do you have those kinds of discussions regionally about trying to incent these people who work here to actually live down here?

Mr. SILVER. Well, clearly the District would enjoy it if everyone who worked in the District lived in the District. But I'm sure those are individual decisions. But there are clearly more jobs than people in the District, and we would love them to come and move here in the District. There is room. But clearly we do look at some of those issues. And what we are finding is that, as housing becomes more expensive, there are people looking for housing choices further away. We're trying to make of course housing more affordable, more housing for people to move here in the District, and make sure that we have those metro and transit connections so that people would use public transportation as opposed to driving to work.

Of course, living in the District would be the best of all worlds because then we have a very good public transit system that people can use. We are looking to expand that system on a regular basis to see how we can serve some of those other populations. But of course we believe the best approach would be to move here in the District. That would be the best of all worlds.

Mr. DENT. Thank you.

Mr. TURNER. Thank you, Mr. Dent. I don't have any other questions, and I would like to ask if any of you have any concluding remark before we close?

Mr. MORIAL. Thank you.

Mr. TURNER. Before we adjourn, I would like to thank our distinguished panel of witnesses for their participation. Oh, you do. Mr. Silver.

Mr. SILVER. Yes. I first want to thank you for allowing us to come here and testify. I want to make a clarification. You mentioned our concern about the Census Bureau undercounting. Our concern really isn't with undercounting; it is really with underestimating. The estimates are of a huge concern to the District be-

cause it affects both Federal and State allocations. We really rely on the census information looking backward. But, again, as I said, looking forwards, looking forward is a concern of ours because, again, we are showing different trends. But the estimates base the Federal and State allocations, and we want to work with them to look at a different methodology than using for States across the country. The District of Columbia is very different and we believe warrants a different method. And so, again, it is not the undercounting, it is the underestimating which has a huge impact to the District.

Thank you.

Mr. TURNER. Thank you for that distinction.

Again, I want to thank you all for participating and bringing your expertise here. Certainly one thing that has been shown in this hearing is that it is important to recognize that there's many important uses of the census data. It can teach us about the past and the present and the future, and what trends we need to plan for and how we need to look to the future of our communities.

Urban America is experiencing many changes, and the city should be prepared to meet those challenges now and in the future. It is important that the Census Bureau continue to provide the most accurate population counts, demographic data, and economic information through its periodic censuses and ongoing surveys.

To that end, I plan to introduce legislation that will continue the Secretary's authority to conduct the quarterly financial report, the QFR program, by removing the sunset provision contained in the authorizing legislation. The Census Bureau has successfully conducted the QFR for one of the most important economic indicator programs since 1983. It provides timely, accurate data on business financial conditions for making businesses and investment decisions and for research by government and private sector organizations and individuals. Preserving the QFR ensures the accuracy of the gross domestic product and flow of funds accounts and is thus in the Nation's best interest.

Again, I want to thank the witnesses for all of your time and preparation, and if there is nothing else for us to address, then we will be adjourned. Thank you.

[Whereupon, at 12:15 p.m., the subcommittee was adjourned.]

[Additional information submitted for the hearing record follows:]

THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

Suburban counties prove most attractive

By Cindi Andrews and Erica Solvig
Enquirer staff writers

Warren County and Boone County kept up their torrid growth rates last year, more than offsetting continuing flight from Hamilton County, according to new U.S. Census estimates released Thursday.

Warren County grew 3.8 percent to 189,276 people between July 1, 2003, and July 1, 2004, topping Clermont County's population for the first time. Boone County was the area's biggest gainer, as 4.3 percent growth put it over 100,000 population.

Hamilton County had a 1 percent drop to an estimated 814,611. That brings to 3.6 percent Hamilton County's population loss since 2000 - second only to San Francisco County.

Overall, the 15-county Cincinnati metropolitan region defined by the Census grew 0.5 percent last year, to a population of 2,052,372.

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That's a 2.4 percent increase since 2000, the last actual Census count.

"That's very respectable in the scheme of the Northeast and Midwest," said William Frey, a demographics expert with the Washington-based Brookings Institution.

The Boston and New York regions posted a lower-percentage growth than the Cincinnati region, while the Pittsburgh and Cleveland regions actually lost people, according to Frey's analysis of the new Census estimates.

Warren County was again Ohio's second-fastest-growing county between 2000 and 2004, a distinction that's wearing on officials. (Warren County ranks 50th in the nation in growth rate among the 100 fastest-growing counties.)

Saying too much growth is occurring too fast, Warren County officials have taken increasingly drastic measures to stop residential development, 70 percent of which is taking place in its once-rural townships.

The county commissioners have put a temporary hold on sewer connections; that essentially blocks high-density subdivisions in Hamilton and Deerfield townships. The county also hired a growth-management consultant.

Like many large, urban counties, much of Hamilton County's usable residential land was long ago built with homes that are often small and cramped by today's standards. They also require more maintenance.

Frey's analysis of migration patterns concludes that Hamilton County saw 51,867 more residents move out than move in between 2000 and 2004. Many who left Hamilton County went elsewhere in the region, but Frey said the region still chalked up a net migration loss of 13,213. The overall population grew because of births and a gain of 10,072 immigrants, he said.

Largely undeveloped western Hamilton County's hilly terrain is difficult to develop. The county is encouraging residential development there by laying sewer pipes that will allow for larger new subdivisions.

Many Midwest cities have lost residents and jobs as the U.S. economy has moved from manufacturing to service, Frey said.

Still, Frey cautioned against panicking as Hamilton County - which peaked at 924,018 in 1970 - spirals toward the 800,000 mark.

"It's a symbolic value," he said. "Cincinnati is still a top metropolitan area. (Businesses) look at that regionwide population more than the city population."

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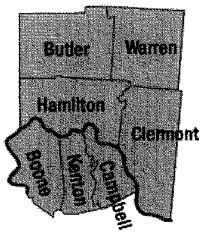
Friday, April 15, 2005

Interactive graphic: Changing regional population

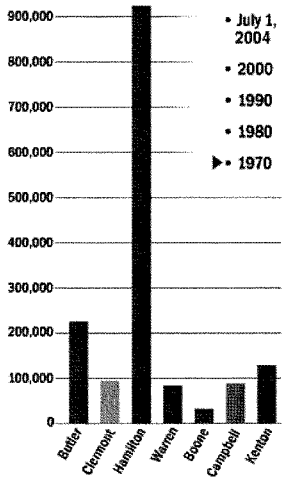
Regional trends

The changing population of Greater Cincinnati and Northern Kentucky



Click on a county to view more information about growth in that county. Or click on the years at right to see growth across the region.

Source: U.S. Census Bureau



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Dayton Daily News (Ohio)

April 15, 2005 Friday

SECTION: NEWS; Pg. A1

LENGTH: 1051 words

HEADLINE: Ohio's metropolitan counties are experiencing a POPULATION MIGRATION; Those who gain, those who lose face many problems

BYLINE: Dayton Daily News By **Ken McCall and Kristin McAllister**

BODY:

Ohio's large metropolitan counties are losing population in greater numbers than those of any other state, according to data released Thursday by the U.S. Census Bureau. Six Ohio counties, including Montgomery and Hamilton, placed in the nation's top 30 for population loss from April 1, 2000, to July 1, 2004, the Census Bureau's population estimates data show. No other state placed more than four counties among the largest population losers.

Meanwhile, Warren and Butler counties continued their hot growth, placing second and third among Ohio counties in population growth for the 12-month period ending last July. But the gain in Warren and Butler counties came at the continuing expense of their neighboring urban counties. During the last year alone, Hamilton County lost about 8,000 people, while Montgomery County lost 2,000.

"One of the things we've certainly observed is the rapid growth in the so-called exurban counties," Census Bureau spokesman Robert Bernstein said of counties that are fast developing outside of an urban core. "They are among the leaders of our list of fastest-growing counties."

The seismic population shifts bring problems to both the winners and losers.

In Warren County, school districts are bearing the brunt of the sustained population growth, with students forced to take classes in trailers and bused to opposite ends of their districts to ease overcrowding.

"To me, it's just unbelievable for one of the wealthier communities within Warren County to have our kids in trailers," said Don Miller of Springboro, who moved into the district with his wife and three children four years ago, in part because of its quality schools. "You just look at all the statistics, especially for the younger grades, and the classrooms with over 22 kids per class, the individual attention goes way down. Kids are definitely going to be struggling." Just under four in 10 of the nation's 3,141 counties lost population during the four-year period, while the United States grew by 12.2 million, or 4.3 percent.

Cuyahoga County had the nation's fourth-highest population loss, losing almost 43,000 people in the 51-month period. Hamilton County was seventh with an estimated loss of

30,692 people.

Montgomery County ranked 15th from the bottom, with an estimated loss of 8,999 people.

Franklin County, which contains Columbus, was the only major urban county in Ohio to show a significant gain, picking up 20,102 people during the period, or 4.4 percent.

Nationally, Ohio had the thirdlowest growth rate, 0.9 percent, outpacing only West Virginia and North Dakota - the only state to lose population in the new decade.

The Census Bureau's estimates are based on the 2000 Census counts but adjusted with federal and state administrative records, such as births, deaths and population migration. Warren and Delaware counties continue to crack the nation's top 100 for fastest-growing counties.

Warren County picked up an estimated 6,946 people during the last 12 months measured and almost 31,000 since April 2000. It was second only to Delaware County in population gain during both periods. Butler County gained 3,663 in the year ending last July and almost 14,000 since 2000. Together, Warren and Butler counties accounted for half of the state's population growth during the last year measured.

Managing growth continues to be a major topic of discussion in Warren County. The growth pains are evident in places like Springboro City Community School District, where each new school year means another 200 to 300 students and an average of 26 to 28 students per class - projected to reach 30 this fall. Voters in the district last year approved a $61.5 million bond issue to expand existing buildings and build two elementary schools, slated to open in fall 2006. But voters in February shot down a $7.2 million, three-year emergency operating levy needed to operate the new buildings.

If voters again don't approve the levy, which is on the May 3 ballot, the new buildings will sit vacant, said Superintendent David Baker, and $2.8 million in program and staff cuts will begin May 4.

Sylvia Kellner and her husband, Jeff, moved their family to Springboro from Westerville - outside of Columbus. Like the Millers, they liked Springboro for its rural appeal and the district's reputation for quality teaching and extracurricular activities. But not long after they moved here, Kellner said even her 4-yearold recognized the impact of the population growth to the district. "She said that when one of her friends moved away, that she wasn't so upset about it because it meant that there would be less kids in the classroom," she said. Urban counties are going through their own pains as officials struggle with shrinking tax bases and service cuts.

Laws governing income for counties were drawn up with the assumption that people who used the services would pay for them, Montgomery County Administrator Debbie Feldman said. In Ohio, county general funds are supported mostly by sales taxes, she said, but retail growth is being pulled into the outlying counties because that's where the population is growing.

"Now what's happened is you're buying your goods all over, particularly in the exurban counties, yet the needs are greatest in the urban counties," Feldman said. Ohioans aren't just moving into what used to be cornfields. Many are leaving the state entirely. In the four year period, Ohio gained more than 172,000 in population from "natural" growth, or births minus deaths. But 70,000 more people left the state than moved here during the period. Mark Rickel, a spokesman for Gov. Bob Taft's office, said the outmigration fits right into the message the governor has been pushing in support of tax reform. "If we're able to create opportunities and create jobs, we'll attract people," Rickel said. Feldman said growth isn't the

only key to a good community. "The country is moving south and west," she said. "We can't change basic demographic trends of the country. What we can do is recognize them and build upon them. We have to say, 'OK, how do we plan for ourselves with a

stable population?' " But, she added, "If the economic base continues to decline, then I think we have serious problems."

Contact Ken McCall at 225-2393. Lisa Knodel of Cox News Service contributed to this story.

GRAPHIC: PHOTOS BY RON ALVEY/DAYTON DAILY NEWS MELISSA MILLER walks her son, Mason, 7, up their driveway after meeting him at the bus. Mason attends Jonathan Wright Elementary School in Springboro.
HOUSES ARE UNDER CONSTRUCTION at Revere's Run, a subdivision in Lebanon. The Warren County city is one of the fastest growing areas in the United States.

LOAD-DATE: April 15, 2005

THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

Out where growth is super-sized

Mason, Deerfield Twp. have been hot for a decade

By Dan Sewell
Enquirer staff writer

DEERFIELD TWP. - When Tonya Hines was a newcomer here a decade ago, the view across the road from her subdivision was of a grassy field with horses, where polo matches were played.

Today, she sees the Polo Grille.

Featuring such dishes as steak churrasco and Ahi tuna mignon, it's among nine restaurants at the front of the Deerfield Towne Center. The 415,000-square-foot "lifestyle center" last year joined three other shopping centers along a two-mile stretch of Mason-Montgomery Road, where relentless congestion marks one of Warren County's most explosive commercial growth areas.

Since Procter & Gamble opened its Health Care Research Center complex just north of Hines' new home 10 years ago, the area just off Interstate 71 has become a magnet for shops, boutiques, restaurants, hotels and office buildings.

"We used to have a nice residential neighborhood, where the kids could ride their bikes safely and it was quiet at night," Hines says. "There's definitely more traffic, noise, congestion. ... Not to say that all growth is bad, but not all neighborhoods are smack up against it like we are."

And the growth is super-sizing.

Besides the massive Towne Center, a 203,000-square-foot Wal-Mart Supercenter is in the works on Mason-Montgomery, near the site of what will be Greater Cincinnati's highest-dollar Homearama yet. Luxury homes showcased this June will run to $2.75 million.

Jennifer Lynn strolls with her 6-month-old son Connor in the Landings at Willow Pond in Hamilton Township. Recent growth in the township has taken some stress off nearby Deerfield Township. The Enquirer/Glenn Hartong
Zoom

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"People have discovered the promised land, and so have a lot of these big companies," says Lynn Dane, a lifelong Warren County resident.

Warren's boom largely began in Deerfield Township and neighboring Mason. Their combined population of nearly 60,000 is more than double the 1990 count.

Now, with Hamilton Township and other communities emerging as the new hot spots, Deerfield Township can focus more on "quality of life" issues such as roads, parks and recreation as its growth begins to slow, says township Trustee Barbara Wilkens Reed.

"I think our growing pains could have been a lot worse," Reed says. "We have the great school systems, there is a good balance of commercial and residential development. ... I don't think we're going to be subjected to the downhill slide that Hamilton County is struggling with."

Ater working in downtown Cincinnati for 16 years, Dane, a nurse, cut her daily commute from 50 minutes to 15 by working at the P&G center. But the Morrow resident also sees the growth rolling her way, across the soybean field where construction trucks foreshadow development she fears will block her "beautiful sunset views."

"It's not going to be long before we're the new Fields Ertel, the new Mason-Montgomery Road," Dane says.

Hines helped form Smarter Growth for Deerfield Township, a grassroots group that has battled "rampant growth," but says: "It's almost too late."

At some point, her family will probably move: "We'll be moving to Lebanon, or to Wilmington; some place where we can find a nice, quiet neighborhood."

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THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

Growing counties struggle to meet needs; loser, to meet budgets

Construction vs. contraction

Dramatic, long-term population increases, such as those in Warren County and southern Butler County, have consequences:

Traffic congestion is a constant on thoroughfares such as Fields Ertel Road, and so is road construction, such as the planned widening of western Warren County's Bethany Road from two lanes to six.

The Kings and Little Miami school districts are so crowded that they have to use portable classrooms.

Many new shopping and dining options have popped up at Deerfield Towne Center, the Streets of West Chester and elsewhere.

Parkland is scarce in some parts, forcing youth recreation leagues to juggle their schedules to get time on the ball fields.

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The long-term population drop also has changed Hamilton County:

Cincinnati Public Schools recently canceled planned construction for two schools, Bramble Academy in Madisonville and Losantiville School in Amberley Village, and is giving early-retirement buyouts to 300 employees because of dropping enrollment.

Retail areas have struggled for survival in downtown Cincinnati and along suburban corridors such as Colerain Avenue.

Shrinking communities get less money for road repairs and other infrastructure improvements.

Fewer shoppers and residents translates into less tax money for Hamilton County communities.

Cindi Andrews

and Erica Solvig

THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

From ghost town to boom town

Flagler County, Fla., top growth county

By Ron Word
The Associated Press

PALM COAST, Fla. - Bob Aiken had mixed emotions when he learned that his home is in the fastest-growing county in the United States.

The U.S. Census Bureau figures released Thursday are good for Aiken's real estate business - but not necessarily good for his quality of life in Flagler County, on the Atlantic Coast about 60 miles south of Jacksonville.

"I hope it is managed properly," said Aiken, 60. "This is a gigantic boom. In 1979, this was a ghost town."

Flagler County grew by 10.1 percent from July 1, 2003, to July 1, 2004, adding 6,309 residents - the biggest percentage change in the country. Kendall County, Ill., near Chicago, was second with an 8.3 percent increase.

Situated between spring break capital Daytona Beach and the nation's oldest city, St. Augustine, Flagler County's population was 69,005 on July 1, 2004. That's more than double the 2000 population of 32,732, according to the Census.

"The word is out and people are moving in," said Dick Morris, executive director of the Flagler County Chamber of Commerce. He said the county's laid-back lifestyle, weather and golf courses have made it a Mecca for sun-starved retirees from the North.

Stephen Marro, executive director of Enterprise Flagler, a public-private economic development group, doesn't see any slowing of the boom, noting that the labor force has increased from 18,000 to 27,000 in the past 18 months.

Huge projects are on the horizon, including a $230 million golf course and resort, gated housing projects, condominiums and a shopping mall. An elementary school and high school are being built and will open at full capacity, said Nick Sacia, deputy director of Enterprise Flagler.

But with growth comes the need for more infrastructure.

"The question is: Can we handle it?" Morris said.

Florida led all states with 14 counties among the nation's 100 fastest growing, according to the Census Bureau.

10 FASTEST-GROWING

The 10 fastest growing counties in the United States by percent change from 2003 to 2004, according to the U.S. Census Bureau:

1. Flagler County, Fla.: 10.1 percent

2. Kendall County, Ill.: 8.3 percent

3. Loudoun County, Va.: 8.1 percent

4. Hanson County, S.D.: 7.9 percent

5. Lincoln County, S.D.: 7.5 percent

6. Lampasas County, Texas: 7.3 percent

7. Lyon County, Nev.: 7.2 percent

8. Camden County, N.C.: 7.2 percent

9. St. Johns County, Fla.: 6.7 percent

10. Dallas County, Iowa: 6.6 percent.

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- Suburbs boom, but core shrinks (4/15/2005)
- Interactive graphic: Changing regional population (4/15/2005)

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Friday, April 15, 2005

Campbell loss bucks N.Ky. trend

County planning director thinks Census data is wrong

By Ryan Clark
Enquirer staff writer

From July 2003 to July 2004, Campbell County lost the most residents in the state, 524. The estimates say 764 people moved elsewhere, while the county had a net gain of 169 residents through births and deaths and added 71 through internal migration.

But Campbell County Planning Director Peter Klear wonders if the count could be wrong.

The U.S. Census estimates are based on births, deaths, migration, federal records, state school enrollments and numbers in college dorms and prisons.

But Klear wonders whether the Campbell County re-addressing project, which changed box numbers and rural routes in seven ZIP codes in late 2003, could have skewed the original numbers the estimates were based upon. He also points to projections by the Ohio-Kentucky-Indiana Regional Council that show the county growing by an average of 2 percent to 4 percent, topping out at more than 108,000 by 2030.

"There's no way we could have that decline and still grow like what we're projected to," Klear said. "We think we'll see an increase here over a period of time."

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KENTON CO.'S GAIN

Kenton County has added 1,426 residents in the last four years.

From 2003 to 2004, Kenton had a net gain of 466 people; however, the county lost 582 people to residents moving out. The net increase came from 127 new residents and births.

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THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

Suburbs boom, but core shrinks

Warren and Boone are among U.S. leaders

By Cindi Andrews and Erica Solvig
Enquirer staff writers

Warren County and Boone County kept up their torrid growth rates last year, more than offsetting continuing flight from Hamilton County, according to new U.S. Census estimates released Thursday.

Warren County grew 3.8 percent to 189,276 people between July 1, 2003, and July 1, 2004, topping Clermont County's population for the first time. Boone County was the area's biggest gainer, as 4.3 percent growth put it over 100,000 population.

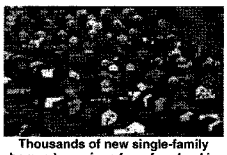
Hamilton County had a 1 percent drop to an estimated 814,611. That brings to 3.6 percent Hamilton County's population loss since 2000 - second only to San Francisco County.

Overall, the 15-county Cincinnati metropolitan region defined by the Census grew 0.5 percent last year, to a population of 2,052,372.

That's a 2.4 percent increase since 2000, the last actual Census count.

"That's very respectable in the scheme of the Northeast and Midwest," said William Frey, a demographics expert with the Washington-based Brookings Institution.

The Boston and New York regions posted a lower-percentage growth than the Cincinnati region, while the Pittsburgh and Cleveland regions actually lost people, according to Frey's analysis of the new Census estimates.



Thousands of new single-family homes have risen from farmland in recent years in Hamilton Township in Warren County. The county's population grew 3.8 percent from 2003 to 2004, 50th-fastest in the nation.
The Enquirer/Glenn Hartong
Zoom

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Just over the line

Many Hamilton County residents aren't moving far past the county line.

When Jim and Tina Eckert were looking to move from their Sycamore Township home almost two years ago, Warren County's booming Hamilton Township was the ideal location.

Just off two major thoroughfares that connect residents to Interstate 71, the Landing at Willow Pond is between the Eckerts' Goshen church and Jim Eckert's Mason job. Plus, they're surrounded by top-rated school districts for their three young children.

"It's peaceful, and it's not so hectic," Tina Eckert said as she strolled through her neighborhood Thursday. "I wanted to be out a little bit, but not too country." Barely more than 10 years ago, the Landing at Willow Pond was a farm.

Warren County was again Ohio's second-fastest-growing county between 2000 and 2004, a distinction that's wearing on officials. (Warren County ranks 50th in the nation in growth rate among the 100 fastest-growing counties.)

Saying too much growth is occurring too fast, Warren County officials have taken increasingly drastic measures to stop residential development, 70 percent of which is taking place in its once-rural townships.

The county commissioners have put a temporary hold on sewer connections; that essentially blocks high-density subdivisions in Hamilton and Deerfield townships. The county also hired a growth-management consultant to help commissioners and planners better handle the continuing influx of houses.

Sounding the alarm

Like many large, urban counties, much of Hamilton County's usable residential land was long ago built with homes that are often small and cramped by today's standards. They also require more maintenance.

"We looked and looked and couldn't find anything," said Mike Parr, a Colerain Township native and father of two.

He moved his family to Butler County's Liberty Township almost three years ago, attracted by the "newness" of Liberty Township's subdivisions and their proximity to the highway.

"We came out here, and it's affordable new housing," Parr said.

Parr was one of many to move to Butler County, which remains the region's second-largest county, with 346,560 residents, a 1.1 percent increase over 2003.

Frey's analysis of migration patterns concludes that Hamilton County saw 51,867 more residents move out than move in between 2000 and 2004. Many who left Hamilton County went elsewhere in the region, but Frey said the region still chalked up a net migration loss of 13,213. The overall population grew because of births and a gain of 10,072 immigrants, he said.

Hamilton County officials are trying to figure out how to hang onto their residents and businesses.

"This is what we've been sounding the alarm about for months," Commissioner Phil Heimlich said. "We are asking the best minds in the private sector how to stop the bleeding and turn it around."

Largely undeveloped western Hamilton County has remained that way because its hilly terrain is difficult to develop. The county is encouraging residential development there by laying sewer pipes that will allow for the construction of larger new subdivisions.

"That's a critical thing. The fact is we don't have housing that people want," Heimlich said. "The key is increasing the housing stock in the county."

County commissioners recently created an economic development task force to look at, among other things, how to make the county more attractive to home builders.

The task force is also charged with finding ways for the county to attract and retain jobs. Led by business leader Jack Rouse, the task force is due to make its recommendations by fall.

Hamilton County isn't alone in its struggle to hold onto residents, Frey said. Many Midwest cities have lost residents and jobs as the U.S. economy has moved from manufacturing to service in recent decades.

Still, Frey cautioned against panicking as Hamilton County - which peaked at 924,018 in 1970 - spirals toward the 800,000 mark.

"It's a symbolic value," he said. "Cincinnati is still a top metropolitan area. (Businesses) look at that regionwide population more than the city population."

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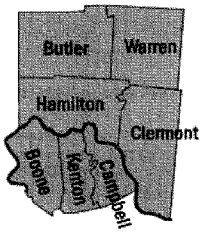
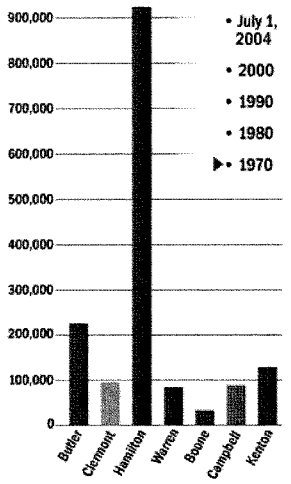
Regional trends

The changing population of Greater Cincinnati and Northern Kentucky



Click on a county to view more information about growth in that county. Or click on the years at right to see growth across the region.



Source: U.S. Census Bureau

The Enquirer/Carrie Garrich and Randy Mazzola

THE ENQUIRER Cincinnati.Com

Friday, April 15, 2005

Boone fastest grower in state

Some worry about maintaining quality of life

By Brenna R. Kelly and Mike Rutledge
Enquirer staff writers

As far as Kentucky is concerned, it could be called "Boom" County.

Boone County last year was the fastest-growing county in the state and 70th-fastest-growing in the nation, the U.S Census Bureau said Thursday. From July 2003 to July 2004, the county added 4,193 people, an average of 11 a day.

In the past four years, Boone has led the state in the number of new residents by adding 15,363 people, pushing its population to 101,354.

New residents say they were attracted to the Northern Kentucky county because of affordable housing, low taxes, good schools and jobs, and the airport.

"This house on the other side of the river would cost $70,000 to $80,000 more," Edward Childress, 42, said about his new home in the Hearthstone subdivision. The Comair pilot and his wife, Bridget, a flight attendant, moved to the subdivision in the Pleasant Valley area in August, after living in Hebron and Florence.

Anne Bugg, 35, moved to Boone eight years ago from Knoxville, Tenn.

Her husband took a job at Toyota Motor Manufacturing North America.

The couple chose to remain in Boone when they relocated in February to the Cool Springs subdivision in Union, after considering Mariemont, Fort Mitchell and Erlanger.

"It was the overall feel. It was the rolling hills and farmland," she said. "The feel in Boone County is a lot more like home. I think it's so much more pleasing to the eye."

The boom in Boone County isn't limited to residential growth, and that's a good thing, Boone County Judge-executive Gary Moore said.

"We are continuing to see growth in all sectors, not just population growth, but also economic development," he said. "The important number is our commercial and industrial growth, because that's what produces the revenue."

Boone and Northern Kentucky's growth is following a nationwide trend of migration to counties ringing large cities, said Ron Crouch, director of the Kentucky Data Center.

"We've seen tremendous growth in that general area," he said. The growth is a result of an economy that is expanding jobs, he said.

WHAT RECENT BOONE HOME BUYERS SAY

"I don't have anything bad to say about it, except it's growing so fast, and I don't know if the roads can handle it."

Greg Kugali, 29, Hebron, Delta Air Lines employee, originally from Chicago.

"I went to Boone County High School.... I like this area."

Heather Wallace, 31, Hebron, Delta Air Lines employee and fiancée of Kugali.

"I don't see them concentrating a lot on the secondary roads (which are overloaded). Pleasant Valley is a good example. Camp Ernst is another."

Edward Childress, 42, Pleasant Valley area of unincorporated Boone County, Comair pilot, originally from Alabama.

"When we fly in (over Boone County), there's not a lot of property left."

Bridget Childress, 32 (wife of Edward), Pleasant Valley area, Comair flight attendant, originally from Mount Airy neighborhood.

"We're looking for them to continue good upscale development."

Erin Sweeney, 32, Union, salesman, originally from Fort Wright, recently relocated from Mason to be closer to family in Northern Kentucky.

Northern Kentucky has the state's largest airport, three major highways and a central location, said Kevin Costello, executive director of the Boone County Planning Commission.

"Historically, we have been underdeveloped, except for the urban areas of Covington and Newport," he said, "so it's only natural that the growth is occurring to the south."

The new numbers show that Kenton County grew by 0.9 percent in the last four years, adding 1,426 new residents. But Campbell County lost 1,360 residents, a decline of 1.5 percent.

The estimates are based on births, deaths and internal migrations. Most of Boone's new residents - 3,185 - moved to the county from other Kentucky counties or other states.

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Last year's growth of 4.3 percent in Boone outpaced every county in Kentucky and Greater Cincinnati. Three counties - two outside Louisville and one outside Lexington - each grew at 3.4 percent. Boone's growth also outpaced Warren County, Ohio, which grew at 3.4 percent, adding 6,964 residents.

And Boone became Kentucky's fourth county to top 100,000 in population. Kenton is one of the others.

But the growth comes with a price. Boone's roads are becoming clogged and its schools crammed.

"We are seeing growth pressures," Moore said. "But I do feel we have planned well for the growth."

Most of the major arteries in the county, such as Ky. 18, North Bend, Camp Ernst and Pleasant Valley roads, are state highways. Though the state is planning to widen those roads, the projects have lacked state funding.

"Our projects did not move forward in the previous administration," Moore said. "Now they are moving forward."

The state's recently approved two-year budget includes $65.5 million for road projects in Boone.

"The state highways and the school systems are where we see the greatest strain caused by the new growth," Moore said.

In the 2003-04 school year, Boone County schools added 749 students, enough to fill a new school. The district is now the third-largest in the state, behind Jefferson and Fayette.

"It's reached a point where it's critical," said Bryan Blavatt, district superintendent. "We've about capped out on our local money and have used our bonding potential. And these kids are going to show up next year no matter what."

The district predicts it will have 17,184 students next year. Many of those kids will be coming from the 119 subdivisions under construction in the county. In those subdivisions, 16,786 houses have been approved. There are also 5,457 multi-family units planned.

Two weeks ago, Erin Sweeney, 32, and his wife, Elaine, moved from Mason in Warren County into a new house in the Cool Springs subdivision so they and their 15-month-old daughter, Lauren, could be closer to his siblings.

"We loved Mason. We really enjoyed it a lot," said Erin Sweeney, a Covington Catholic High School graduate who grew up in Fort Wright and has siblings in Hebron, Burlington and Florence.

Elaine Sweeney has reached one dramatic conclusion about her new surroundings: "We need shopping! We need shopping!"

Bugg, who also lives in Cool Springs, is hoping that the area will soon get more upscale restaurants.

While Boone County is growing, Hamilton County lost 7,999 residents last year.

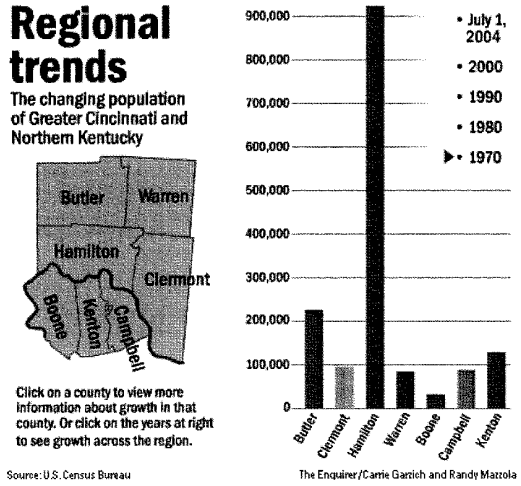
Part of that flow includes Karen Wiesner, 35, who recently moved to Hebron's North Pointe subdivision from a condominium in Blue Ash. Her new husband, David, had been living in Fort Mitchell.

"I grew up in West Chester, and Hebron to me is a lot like West Chester was, when I was growing up," said Wiesner, who researched schools and airport noise before she moved in.

Officials don't expect the influx of Boone residents to stop anytime soon. By 2025, the Kentucky Data Center predicts 174,084 people will live in Boone County, a population that would surpass Kenton County. Kenton is predicted to have 166,579 people then.

People keep moving to Boone because, "It's a pretty nice quality of life," said Dave Geohegan, a planner with the Boone County Planning Commission. "Now we have to be diligent about keeping it there."

E-mail bkelly@enquirer.com. Staff writer William Croyle contributed.



Source: U.S. Census Bureau

The Enquirer/Carrie Garrich and Randy Mazzola