Census Bureau possible criteria for Urbanized Areas
(July 9, 2009)
On June 12, 2009 FHWA staff held a webinar where Census Bureau staff discussed the Census Bureau plans on developing new Urbanized Area boundaries from the 2010 Census of population. A complete recording of the webinar can viewed at http://fhwa.na3.acrobat.com/p20171907/

During the webinar, many questions arose which could not be answered in the time allotted. As a result, staff from FHWA and the Census Bureau’s Geography Division have attempted to provide answers as completely as possible in this document. When reviewing this material, specifically the responses, note that they represent the opinions of staff and do not necessarily represent the policies or the Federal Highway Administration, the US Census Bureau, the Federal Transit Administration or Congress.

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Schedule and Process:

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<td>October 2009</td>
<td>Census Bureau issues Federal Register notice on Proposed Criteria for Urbanized Areas, responses likely due within 60 days.</td>
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<td>April 1, 2010</td>
<td>Decennial Census 2010 population count (Census Day)</td>
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<td>December, 2010</td>
<td>State apportionment population counts delivered to Congress</td>
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<td>March 2011</td>
<td>PL-94-171 population counts at the block level and TIGER/Line file publically available</td>
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<td>Spring 2011</td>
<td>TAZ delineation begins for CTPP</td>
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Q. Will there be time for a criteria review prior to seeing the results and after the 2010 population counts are known?
A. The timeframe is such that you will have to respond to the FR notice on the criteria BEFORE the Census 2010 block data are available.

Q. Will the Census Bureau consider a consultation process with stakeholders such as AMPO, NARC, NADO, AASHTO, ETC and others on potential issues and problems before the Bureau finalizes the draft criteria?
A. The Census Bureau will attempt to keep users of urban area boundaries and data informed as development of proposed criteria proceeds over the next few months. The Bureau will do so via the CTPP listserve (http://www.trbcensus.com/maillist.html) as well as other available means.
Q. Does FHWA review the Census Bureau definition or take it “as is”?
A. FHWA legislation says that it must use the Census Bureau definition of Urbanized Areas. Anyone, including FHWA, can submit comments on the Census Bureau criteria if you do not like the expected results of any proposed criteria.

Urbanized Areas and Adjusted Urbanized Areas.

Roadway Functional Class and HPMS

Q. What is the law/regulation on adjusted urbanized areas?
A. 23 USC 101(a)(36) & (37)

Q. Is there a website where the adjusted urbanized boundaries are available?
A. No. Boundary info is normally hard coded in the existing Highway Performance Monitoring System (HPMS) that the States report to FHWA. Boundary shape files as part of the decennial boundary adjustment process can be forwarded to FHWA (HPPI-20). The future HPMS 2010+ will go geo-spatial and shapefiles will become part of the submittal process. Decennial Census boundaries (as adjusted) are to be encompassed as stated under 23USC101(a), etc. In addition to boundaries for urbanized areas, HPMS also accounts for the smaller urban areas having an urban population of at least 5,000 that are outside adjusted Urbanized Area boundaries. With HPMS 2010+ reporting, boundaries will be needed for these smaller urban areas. However, FHWA has no plans at this point of making these “detailed” planning boundaries available on a public website.

Q. If the Census Bureau is not defining urbanized areas for funding purposes, then who defines them for funding purposes?
A. Although the Census Bureau does not establish the urbanized areas with funding purposes in mind, the urbanized area boundary does define the area from which the population count is derived for many federal programs. USDOT in turn uses CB urbanized area population counts and population estimates for funding apportionment. FHWA uses CB urbanized areas and allows for adjustments to the CB’s urbanized areas for determination of project eligibility for different funding categories. The decennial Census population counts are used by FHWA for apportionment purposes. The decennial Census boundaries, the adjusted Census boundaries, and the 20-year forecast boundaries (MPO Planning) are used for planning analysis, HPMS and FARS reporting, and project eligibility, etc.

Q. What adjustments can be made to the Census Bureau’s Urbanized Area for FHWA functional class purposes?
A. TITLE 23—UNITED STATES CODE § 101 (37) URBANIZED AREA.—The term “urbanized area” means an area with a population of 50,000 or more designated by the Bureau of the Census, within boundaries to be fixed by responsible State and local officials in cooperation with each other, subject to approval by the
Secretary. Such boundaries shall encompass, at a minimum, the entire urbanized area within a State as designated by the Bureau of the Census." Therefore, you can ADD area, but you cannot subtract area.

Q. Will FHWA continue to allow adjustments to Urbanized Area boundaries?
A. Currently, adjustments to Urbanized Area boundary are allowed by law at the option of the local officials (see above). As of today (July 2009) no change is expected in that allowance, but no formal position on what will happen after the 2010 Census has been made.

Q. Who makes the adjusted urban boundaries?
A. The boundaries are “fixed by responsible State and local officials in cooperation with each other” subject to FHWA approval. [23 U.S.C. 101 (37)]

Relationship of Urbanized Area to MPO Planning Area boundary.

Q. What is the relationship between the Census Bureau’s Urbanized Area boundary and the MPO Planning Area boundary?
A. The MPO Planning Area boundary at a minimum must include the Census Bureau’s Urbanized Area. In addition, it should include the area that is expected to become urbanized in the next 20 years. According to Title 23 USC 134 http://www4.law.cornell.edu/uscode/uscode23/usc_sec_23_00000134----000-.html

Metropolitan Planning Area Boundaries.— (from 23 USC 134)
(1) In general.— For the purposes of this section, the boundaries of a metropolitan planning area shall be determined by agreement between the metropolitan planning organization and the Governor.

(2) Included area.— Each metropolitan planning area—
(A) shall encompass at least the existing urbanized area and the contiguous area expected to become urbanized within a 20-year forecast period for the transportation plan; and
(B) may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area, as defined by the Bureau of the Census.

Q. When the Census Bureau releases new Urbanized Area boundaries in 2012, will MPO boundaries automatically be adjusted?
A. No, after 2012, each MPO should review the new Urbanized Area boundary to determine if it needs to make changes to its planning area or to the MPO membership and organizational structure.

Q. If a Regional Transportation Plan is due in 2012, what boundary should be used?
A. You should use your current “formally approved” boundary, since the Census Bureau will not be releasing new Urbanized Areas until 2012.

Q. How soon after the Census Bureau releases the new Urbanized Area boundaries will MPOs have to make changes to their boundaries and MPO composition?
A. We expect that the timeframe will be similar to that used after the Census 2000.
http://www.fhwa.dot.gov/planning/census/faqa2cdt.htm#q40

Q. If a new Urbanized Area is created by the Census Bureau, does it need to be a new MPO?
A. No, according to current law all Census Bureau defined Urbanized Areas have to be covered by an MPO. (23 USC 124 (d). However, the area does not have to be a new MPO. For example, Frank Lenk of Mid-American Regional Council gave an example that Lee's Summit became its own urbanized area after 2000 Census but chose to remain a part of the Kansas City MPO.

Q. Who decides which MPO is responsible for which Urbanized Area?
A. The State(s) and the MPO should work this out and come to an agreement.

Core Based Statistical Areas (CBSAs)

Q. What is the relationship between urbanized areas and the cores of CBSAs?
A. The Census Bureau’s urban areas form the cores of OMB’s Core Based Statistical Areas. Each Metropolitan Statistical Area must contain at least one Urbanized Area of 50,000 or more population; each Micropolitan Statistical Area must contain at least one urban cluster of 10,000 or more population. More specifically, a CBSA is designated as a metropolitan statistical area if it contains at least 50,000 people located within a single urbanized area.

Q. Aren’t UZAs supposed to be within MSAs? If so, why does the LA UZA slip across the county borders into RSB counties?
A. There is no requirement within either the Census Bureau’s Urban Area criteria or OMB’s Metropolitan and Micropolitan Statistical Area standards that an Urbanized Area must be contained in its entirety within a single Metropolitan Statistical Area. There are numerous instances in which an Urbanized Area crosses the boundary between two Metropolitan statistical Areas or between a Metropolitan and a Micropolitan Statistical Area.

Census 2000 Urbanized Area criteria

Q. What was the population density criteria used for Census 2000?
A. 1000 persons per square mile (ppsm) for core Blocks or Block Groups and 500 ppsm for surrounding Blocks or Block Groups.
Q. Does the Census Bureau start with the Census 2000 Urbanized Areas to develop the new 2010 Census Urbanized Areas?
A. No, Census Bureau does not take the older boundaries and modify them. The Census Bureau will redefine Urbanized Areas using the 2010 Census population data. The new concepts discussed today would be changes to the previous criteria.

Q. Can an Urbanized Area shrink from Census 2000 boundary due to loss of population?
A. Yes. That is possible, but the extent to which the land area of the Urbanized Area would decline would be based on changes in population density at the block level as a result of population loss. It’s possible that an Urbanized Area could lose population, but not land area if the population loss was distributed enough that block densities still remained above 1,000 people per square mile. In addition, if blocks that decline in density are surrounded by higher density, qualifying blocks, it’s possible that the low density blocks could qualify for inclusion in the Urbanized Area under the criteria relating to enclaves.

Q. What about areas that have been recently affected by hurricanes? Will they be allowed to have a larger area based on historic population because the 2010 Census will not likely show sufficient population recovery?
A. The Census Bureau will have to take this under consideration to determine exactly how delineation of Urbanized Areas in areas affected by the hurricanes will be addressed.

OLD criteria that will still be part of new criteria

Q. What population is included in the measurement of population density?
A. Persons in housing units and persons in group quarters are both included in the Urbanized Area definition. This is the same as in previous decade.

Q: Won’t calculating population density using tract data differ from using population density at the block group level?
A: It is important to remember that a block group qualified for inclusion in an Urbanized Area only if it met maximum land area criteria (that is, no larger than 2 square miles) and population density criteria. If the block group had a land area larger than 2 square miles, then individual block densities were analyzed. The same approach is proposed with regard to tract-level analysis—a tract would qualify for inclusion only if it met maximum land area criteria as well as density criteria. Whether calculating density at the tract level differs from calculating at the block group level really depends on the size of the tract in comparison to its component block groups and the distribution of population within the tract. There are some tracts in which all block groups met the maximum land area and
minimum density criteria. Assuming the tract meets the land area size criteria and population density criteria, the net result of applying either a block group level analysis or a tract analysis is the same—the entirety of the tract qualifies. In other instances, a tract may not meet the maximum land area threshold that we’re considering, but the block groups did meet criteria. In that situation, instead of considering the tract for inclusion, we would analyze densities at the block level (this is the same approach as in 2000 in which we dropped down to the block level if a block group did not meet criteria). This scenario might actually result in greater spatial resolution in the delineation than a block group approach since low density blocks within the block group would be excluded from the Urbanized Area.

New concepts that might be used in CB Urbanized Area definition

1. Tracts as base instead of block groups and blocks

Comments:

If the Census Bureau uses census tracts, there may be less need for adjusted Urbanized Area boundaries.

Q: Won’t large rural tracts be problematic if tracts are used as the base?
A: The CB explained that their plan is to use tracts as the starting point, but when an entire tract did not meet the criteria, they would then examine blocks.

Q: How many Urbanized Areas would be eliminated if tracts are used instead of block groups?
A: This would not change the total number of UAs. As mentioned above, the process would still use blocks to build up the UAs.

Q: Would using census tract as the base geography mean that the pop density threshold will be different from 2000?
A: No, the CB plans to keep the population density threshold the same.

2. Software availability to estimate CB Urbanized Area in advance of CB publications of UA boundary.

Comments:

State DOTs and MPOs are very interested in estimating the potential implications of any new criteria in advance of the CB issuing new UA boundaries in 2012.

Someone should develop open-source software so that people can apply the proposed CB Criteria to the 2010 Census block data to determine the impact on their local area.
The Census Bureau should share their software so that there isn’t a duplication of effort.

Many MPOs use ArcGIS, so that if code in this software system were developed and shared, it would benefit the community.

Q. Is the CB planning to share their software in advance of the boundary delineation?
A. The CB had not been planning to share their software, but will take this under advisement.

Q. Will the CB apply the new criteria to existing Census 2000 data and publish the results?
A. The CB will need to take this under consideration. Some of the criteria changes, such as using census tracts in the initial analysis, could be applied with Census 2000 data. Others, such as using land use/land cover data and elevation data may not be possible given lack of availability of appropriate nationwide datasets with vintages close to April 1, 2000. The urban impervious and land use/land cover data currently available is derived from the 2001 National Land cover Database (NLCD) developed by the Multi-Resolution Land Characteristics Consortium (MRLC). These data are actually of a closer vintage to conditions existing at the time of the Census 2000. The USGS NED is continually updated. However, barring rare catastrophic events, large changes in topography tend to occur slowly over time.

3. Hops and Jumps

Q. What kinds of roads can be used for connectors for hops?
A. A private or a public road can be used, as long as the road is part of the TIGER file.

Q. Is a hop 0.5 miles?
A. Yes, 0.5 miles is the maximum distance for a hop.

Q. Can you JUMP-HOP-JUMP from the same valid roadway?
A. No. Only one jump is allowed along any valid roadway.

Q. Please explain if hops and jumps are based on blocks, if tracts are used as the base geography.
A. Hops and jumps are always based on blocks.

4. Undevelopable land

Q. What is an exempted territory? Will the CB publish a list of exempted territories in the planned October FR notice? What about National Wildlife Refuges? Is there a limit on how long the exempted territory can be? Small
Airports? State Forest land, or other land protected from development by sale or donation of a conservation easement? Undevelopable flood plains, e.g. Mississippi River floodplain in Memphis.

A. The Census Bureau will publish the kinds of uses it proposes for inclusion in the “exempted territory” definition, and will welcome comment on that proposal. “Exempted territory” is territory that is excluded from other aspects of the urban area criteria. In the 1990 Urbanized Area criteria, the concept was termed “undevelopable territory.” In both instances, the concept applied to territory that could not be developed, and as a result tended to offset urban development.

There must be a road connection across the exempted territory connecting the main body of the Urbanized Area with the discontiguous densely settled territory considered for inclusion in the Urbanized Area. That road connection can be no more than 5 miles, and the exempted territory must exist on both sides of the road connection.

A perennial issue with exempted territory focuses around the difference between “undevelopable” territory—that is, territory than cannot physically support development (water is a clear example)—and “undeveloped” territory—that is, territory that is not developed as a result of economic or regulatory and zoning conditions. The difference, of course, is that regulatory and economic conditions can change, leading to opening up of land for urban development. On the other hand, one could argue that certain land uses and regulatory “set asides” are part of the urban fabric of today.

5. Impermeable land and Land Use/Land Cover

Q: What is the source of this data?
A: The CB is researching using urban impervious and land use/land cover data derived from the 2001 National Land cover Database (NLCD) developed by the Multi-Resolution Land Characteristics Consortium (MRLC) consisting of a number of partners representing several federal agencies, one of which is the USGS. The list of consortium partners can be found at: http://www.mrlc.gov/index.php

Q. Doesn’t this dataset seem too old?
A. Yes, the NLCD 2001 is the most current and comprehensive nationwide land cover database available. The MRLC is currently researching and developing the NLCD 2006 Update, but a date of availability has yet to be determined. The CB is in contact with the MRLC and intends on incorporating the most current data available into the urban delineation. If the NLCD 2006 update is not available, the CB is considering use the 2001 vintage data. These land cover data are considered to be supplemental, or additional, information that will be used to address some of the deficiencies encountered during the Census 2000 delineation. In case of identifying “exempted territory”, these data will not replace the existing criteria which relies on data stored in the MAF/TIGER, but will add
the ability to classify wetlands as exempted. For Census 2000, wetlands areas were not identified because of subjectivity introduced through the lack of consistent nationwide data. Similarly, the urban impervious data will not be used to “de-classify” urban territory, but rather, be used to add area exhibiting urban character that might not be classified through population or employment measures. In either case, these data are the most current nationwide datasets available for use at this time.

Q. How are airports handled?
A. Currently, there is no change in the airport criteria that was implemented for the Census 2000 urban area delineation. After all territory has been identified to the interim cores via hop and jump connections, whole tabulation blocks that approximate the territory of major airports (those with enplanement of 10,000 or greater) are added, provided that at least one of the blocks representing the airport is included or contiguous with the interim core. However, additional airports, or portions of airports, may also qualify according to the urban impervious surface criteria.

Q. How are seaports handled?
A. There will be no change in how seaports will be handled since the Census 2000 delineation. For 2000, no special criteria was developed to qualify seaports, but were indirectly addressed through the inclusion of Type II enclaves. For the 2010 delineation, seaports will not only be captured by retaining the Type II enclave criterion, but also through the adoption of criteria relating to impervious surfaces, and may also be identifiable through employment measures.

Q. How are intermodal freight centers handled?
A. There was no special criteria to classify intermodal freight centers for Census 2000. For 2010, the addition of employment measures to the delineation criteria will help qualify these commercial zones.

Q. Could a State submit their own land cover data or other geo ref layers to the CB to use?
A. The Census Bureau is inclined to answer “no,” since a single consistent, nationwide data set is preferred in order to maintain objectivity, but CB will take this under consideration.

6. Employment Centers

Comments:

The inclusion of employment centers would likely reduce the need for adjusted Urbanized Area boundaries, at least in Michigan.

Q. What will be the data source used for Employment Centers?
A. The CB is exploring the use of LED/LEHD data at the block level. They previously explored the use of American Community Survey (ACS) data, but decided against it.

Comment: Several transportation planners are suspect of the LED/LEHD data. This can be due to errors in headquarters reporting, spatial accuracy of employer locations. The amount of employment activity might not be critical, unless the CB uses an employment density measure.

Geography Division staff responsible for urban area definitions are in contact with LED staff within the Census Bureau, and will discuss the issues raised above.

Q. Will airports and seaports be included in employment centers?
A. Yes.

Q. How will large freight intermodal facilities be handled?
A. No differently from any other area with employment.

7. Possible new concept to define “suburban” and “exurban”

The Census Bureau is investigating the concept of an urban-rural continuum which could encompass suburban and exurban categories. More research and discussion needs to occur in this area. The Census Bureau is not planning to include “suburban” or “exurban” categories in its urban/rural classification for the 2010 Census.

Some of the complexities in defining these categories include: “Exurban” could refer to low density/large lot subdivisions that are adjacent to an Urbanized Area, but fail to meet the Census Bureau’s population density thresholds. It could refer to a subdivisions separated from an urban area and surrounded by low density, “rural” territory, and too small to qualify as an urban area on their own. “Exurban” could also refer to small urban areas that are linked to a larger urban area socially and economically, but separated by intervening low density, rural territory.

The “extended urban area” concept used in Wolman et al., “The Fundamental Challenge in Measuring Sprawl,” (Professional Geographer, 57 (1) 2005) attempted to account for territory that might be considered exurban.

Comment: The concept of a continuum of development characteristics could be useful in states with rural transportation planning programs.

Q: Could an index of urbanicity be developed that would allow for “fuzzy” rural/urban boundaries?. In this scenario, each polygon (tract, block, block group, etc) would be assigned a value that could be used in eligibility and scoring criteria for funding programs.
A: An index of urbanicity could be created based on other urban/rural classifications or by combining elements of different classifications. You can examine the
USDA/Economic Research Service’s Rural-Urban Commuting Area (RUCA) classification. Within the RUCA classification, Census Tracts are assigned a category based on location inside or outside an Urbanized Area or Urban Cluster and their primary (largest) commuting flow. Within each of the 10 categories, tracts are further identified according to their secondary (next largest) commuting flow. The RUCA classification allows one to identify tracts that are in smaller urban areas or are rural, but have strong commuting relationships to larger urban centers. For more information see: 
http://www.ers.usda.gov/data/ruralurbancommutingareacodes/

Census 2010

Q. When will 2010 Census data first be available?
A. In December of 2010, the CB will deliver to Congress the counts for each State to be used in apportionment (how many congressional seats). In March 2011, the CB will release the PL-94-171 file with block counts by age, sex, race, Hispanic Origin. The CB will simultaneously release a TIGER/Line file that can be used in conjunction with these population data.

Q. Will Census 2010 tracts be the same as Census 2000 tracts?
A. No. The Participant Statistical Areas Program (PSAP) is currently in the field. This program allows for local participation in census tract and block group definitions. Please contact Vince Osier (Vincent.osier@census.gov) at the Census Bureau if you do not know who your local contact is.

TIGER files

Q. What is the latest date of the Census block/track boundary GIS (.shp) file?
A. Census Bureau TIGER files are issued annually, http://www.census.gov/geo/www/tiger/tgrshp2007/tgrshp2007.html however, current TIGER files include only Census 2000 tract and block group boundaries. The 2010 Census tracts and block groups will not be in TIGER until the March 2011 release.

Q. Will there be an online registry to request the 2010 Tiger file ahead of time?
A. You are responsible for finding out when TIGER files are released. The Census Bureau does not have a listserv dedicated to geographic topics such as TIGER.

Merging and Splitting areas.

Q. Under what criteria do you consolidate Urbanized areas when they grow together?
A. With the adoption of an automated delineation process in Census 2000, the issue was no longer one of determining when to consolidate Urbanized areas that had
grown together, but how and whether to split large agglomerations formed during the delineation process. Without splitting criteria, the delineation process might have resulted in one large Urbanized area stretching from northeastern Maryland through the Philadelphia and New York areas to Hartford, Connecticut and perhaps to Springfield, Massachusetts. While delineation of a large agglomeration along the northeastern seaboard might be useful to some researchers, many no doubt prefer to have the agglomeration split into more meaningful and useful entities.

There are examples of formerly separate Urbanized Areas that were defined as a single Urbanized Area in 2000. The Miami, FL Urbanized area defined for Census 2000 encompassed the formerly separate Urbanized areas of Miami, Fort Lauderdale, and West Palm Beach.

Q: Is the CB examining methods for splitting large Urbanized areas used by other countries? Some areas in the U.S. that prove difficult include SF/SJ, NY/SW/CT and LA/RSB. Each of these areas share the same CSA.

A: The CB can research how other countries’ statistical agencies handle splitting of large agglomerations, or whether they do. Statistics Canada’s urban area delineation criteria are similar to ours; CB can ask about their practice vis-à-vis splitting.

Q. Perhaps the CB should consider a consolidated UZA area definition to deal with the split problems. The idea of four Urbanized Areas in eastern Alameda and Contra Costa counties does not seem helpful.

A. The CB has considered defining combined urban areas or consolidated urban areas, but decided to postpone any decision in order to investigate potential use and utility. The CB prefers to be cautious before initiating a new statistical area concept because it might be used for programmatic purposes. Once a statistical area is adopted for programmatic purposes and its use specified in legislation and regulations, major modifications to, or even elimination of, that statistical area concept become difficult to make and implement.

Q. What is CTAC?

A. CTAC is Commercial Tract Analysis Core. The CB explained that if large Urbanized Areas need to be split, then they would prefer to keep commercial areas consolidated within an Urbanized Area, rather than split among 2 or more Urbanized Areas.

Sawtooth problems

Q: Can you explain more about trying to avoid the “saw tooth” effect??

A. The “sawtooth effect” occurs when the jump criteria and process results in blocks on alternating sides of a road being used to form a jump corridor, leading to a jagged and irregular boundary. If the CB excludes the jump corridor blocks in the Urbanized Area, and only included the contiguous qualifying blocks that
could be reached via the jump corridor, we could avoid creation of an irregular boundary. The danger in excluding the corridor blocks is that we might leave non-residential urban land uses and population in those blocks out of the Urbanized Area. The densely settled urban population in the jump destination blocks would still be included in the Urbanized Area and classified as “urban.”

International Comparisons

Q: Has the CB considered Urbanized areas that cross international boundaries, given differing restrictions on border crossings for labor or goods?
A: Good point. We (CB) hadn’t thought about freedom of movement across the border. The fact that one must stop at the border when moving between El Paso and Juarez or Detroit and Windsor does place these areas in a different category than an Urbanized Area that spans state borders.

TAZ delineation for CTPP

Q: When will MPOs define TAZs and what version of TIGER will they use?
A: The TAZ delineation project to support the Census Transportation Planning Products (CTPP) will not begin until 2011 and will use the 2010 TIGER file available in Spring 2011.

Miscellaneous

Q: Will the CB continue to produce population estimates for places of 2,500 and more?
A: The Census Bureau’s Population Estimates Program will continue to produce intercensal estimates for incorporated places of any population size just as it has done for decades.

Q: Are any special criteria considered when dealing with Tracts/Blocks adjacent at state lines, or is it considered irrelevant by the CB?
A: State boundaries are ignored when defining Urbanized Areas.

Q: Could the Urbanized Area boundary include both sides of a street?
A: The CB does not have parcel-level data to use in the Urbanized Area delineation process.