

# Utah Economic and Business Review

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## Highlights

- The increasing need to understand trends at small-area geographies is coupled with an ongoing dearth of detailed neighborhood-level data from national sources due to the loss of the U.S. Census long form. The Utah Community Data Project has just been launched at the University of Utah and will, when built out, provide a suite of data, profiles, community indicators, and neighborhood-focused research projects to fill this void.

### Case Study: Neighborhood Contrasts in the Salt Lake City Census 2010 Atlas

- From 1990 to 2010, the White alone, non-Hispanic population of Salt Lake City declined by 9,766, while the minority population increased by 36,268.
- Two-thirds of the Hispanic population resides in City Council Districts 1 and 2.
- Council Districts 1 and 2 represent 29.4 percent of the total population of Salt Lake City, but 43.2 percent of the city's youth population.
- About one-in-four preschool-age children in Utah are minorities, while that share is 35 percent in Salt Lake County, 49 percent for the nation, and 50 percent in Salt Lake City.

### Case Study: Application of Community-Level Data in Salt Lake City Schools

- Last year, the Salt Lake City School District was selected as one of only 61 finalists nationwide in the Race to the Top – District grant competition. However, SLCSO was not selected as one of the 16 grantees, who received awards ranging from \$10 million to \$40 million over a four-year period.
- Over one-third of the point deductions were for data-related reasons. Community indicators describing other factors that affect student achievement – such as housing, transportation, health, and other socioeconomic indicators – could complement school data to provide a more detailed and holistic context for academic growth projections.
- The point deductions related to sustainability and data could have covered the 14.3 additional points needed to win one of the \$10–\$40 million Race to the Top grants.

*Note: There was no issue number 4 of volume 72. We apologize for any inconvenience this causes.*

## Community Data for Policy, Planning, and Community Investment: Salt Lake City Case Studies

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We are witnesses to and participants in a great demographic, economic, and cultural transformation. The dynamics driving this change originate from our increasing interconnectedness with the rest of the world, principally through markets, technology, and migrations of people. Although markets are often portrayed as mechanical processes, in reality they are ways of organizing complex networks of human actions and interactions. Our expanding connections to global financial, product, and labor markets result in our deepening global interdependencies along many dimensions. Similarly, the advance of digital technologies allows for ever-greater capacity to generate, manage, mine, and analyze information. Expanding networks of near-instantaneous communication connect us to people and ideas globally. Finally, the greater frequency and volume of long-distance migrations of people have introduced cultural, ethnic, linguistic, and intellectual diversity that has catalyzed creative synergies and new cross-cultural collaborations. However, the confluence and interplay of all these dynamics is coincident with increasing economic inequality.

Importantly, patterns of this emerging complexity and diversity vary dramatically by neighborhood and community. Statewide or even city-level averages do not capture the wide range of socioeconomic conditions or demographic characteristics. Because people experience their lives in neighborhoods, an understanding of current and changing conditions that impact individual life opportunities and outcomes requires high-quality data at ever smaller geographies. Similarly, appropriate and effective policies, practices, and investments in education, housing, public health, transportation, and other areas require a sound foundation of data at the neighborhood level. There is high demand across a broad spectrum of entities for accurate and contemporaneous community-level data to guide decision making and investment strategies as well as to evaluate the impacts of investments and policies after implementation.

Simultaneously, the era of “big data” has dawned, with an explosion in the volume of digital data that is generated. Fortunately, our analytical tools and computational capacity have also advanced

significantly. Enormous datasets are often available, but most people and organizations lack the technical resources to collect and analyze these ever-expanding masses of data. Datasets are generally difficult to integrate across topics, organizations, and disciplines. Further, some key datasets that had previously been supplied by the public sector are no longer being produced. Given the high demand for timely, frequent, and accurate small-area demographic, housing, and socioeconomic data, many communities have responded by creating online community-indicator information systems which are often housed at universities.

Although there are dozens of examples across the nation, Utah currently has no such system. The Utah Community Data Project has just been launched at the University of Utah and will, when built out, provide a suite of data, profiles, community indicators, and neighborhood-focused research projects to fill this void.

This paper explains the rationale for creating the Utah Community Data Project as well as broad outlines for the products and content that we will produce. We include excerpts from the *Salt Lake City Census 2010 Atlas* as an illustration of the great diversity of neighborhoods emerging in Utah and as an example of the type of information that UCDP will produce on an ongoing basis. We include a discussion of potential applications of our neighborhood data in policy planning by referencing an existing collaboration with Salt Lake City's initiative, A Capital City Education. Finally, we identify current sources of startup funding for the Utah Community Data Project and make the case that core UCDP products should be sustained as a "public good" into the future in order to democratize data and to better understand our evolving communities.

## Changes in the Data Universe

The single most important and enduring source of neighborhood data is the decennial census. It has been conducted by the federal government every ten years since 1790, and it informs congressional apportionment and redistricting efforts. It also generates our most accurate neighborhood-level enumeration of people, households, and housing units. The 2010 Census comprised only ten questions and was essentially the "short form" used in prior enumerations. There were questions about the age, gender, race, and ethnicity of individuals residing at specific addresses. Additional persons living together in a household were also asked about their relationship to each other. Housing units were counted in the census and were classified by occupancy (vacant or occupied) and tenure (rented or owned). Persons residing in the community but outside households were classified as part of the group quarters population. This includes homeless persons as well as those residing with others in settings such as college dormitories or correctional facilities.

Prior to the 1940 Census, there was only one questionnaire for all respondents. It included the basic information on demographics and housing units just explained, as well as dozens of questions about socioeconomics and housing. Although the contents changed over time, these questions provided detailed information about individuals (such as birthplace, ancestry, prior residence, disability, education, income, occupation, and commuting) and housing units (such as year built, number of rooms, number of

units in structure, and costs of occupancy). Beginning in 1940, all respondents answered "short form" questions and only a subset was required to answer the entire "long form" questionnaire. This practice was continued until the 2010 enumeration, when the long form was discontinued altogether. The 2010 Census included only the short-form questions.

The intended replacement for the long form is the American Community Survey (ACS), which is a continuous monthly survey that produces rolling-period estimates. These are quite different from point-in-time enumerations or estimates. Annually, the ACS generates 1-year estimates (for census geographies with populations of at least 65,000), 3-year estimates (for census geographies with populations of at least 20,000), and 5-year estimates (for neighborhoods, which are classified as census tracts and block groups). Period estimates are averages of conditions over the period and cannot be centered on the midpoint of the timespan. At the neighborhood level, where changes can occur very rapidly, average conditions over a five-year period do not, for example, capture the details of housing or economic cycles. Interpretation of 60 months of data is conceptually challenging for most people and analytically problematic for researchers who have generally been trained to utilize the point-in-time cross-sectional data that had been available in every census back to 1790.

The advantage of the ACS is that data are available more frequently than every ten years as well as on a more timely basis, with data releases less than a year after collection (compared with years for previous long-form data). The quality of responses is an improvement from the long form. The tradeoff is accuracy, with relatively larger sampling errors. An additional challenge is the greater sampling error for small populations as compared with the long-form data of the 2000 Census. The bottom line is that for large populations and geographies, the ACS is valuable. But for small populations or at small geographies, the sampling error results in estimates that are so imprecise that they cannot be used. For example, in census tract 1028.01 in Salt Lake City, the number of persons indicating Somalian as their primary ancestry over the five-year period from 2007 through 2011 is estimated to be 0 with a margin of error of  $\pm 89$ . The 2006–2010 5-year ACS provided a similarly unreliable estimate of  $98 \pm 161$ .<sup>1</sup> These data are clearly not useful given the negative lower bounds of the confidence intervals. This means that we no longer have reliable estimates for small populations at the neighborhood level. Now invisible at the neighborhood level are details of school attendance, veteran status, disability, income distributions, occupations, educational attainment, housing characteristics, characteristics of commuters, migration origins, and all of the other detailed data formerly available from the long form.<sup>2</sup>

One strategy to address the loss of neighborhood-level data is to utilize administrative and other data to construct alternative socioeconomic indicators. Administrative data is collected by

1. Table BO4001 from both the 2007–2011 and the 2006–2010 American Community Survey, accessed on American Factfinder on May 1, 2013.

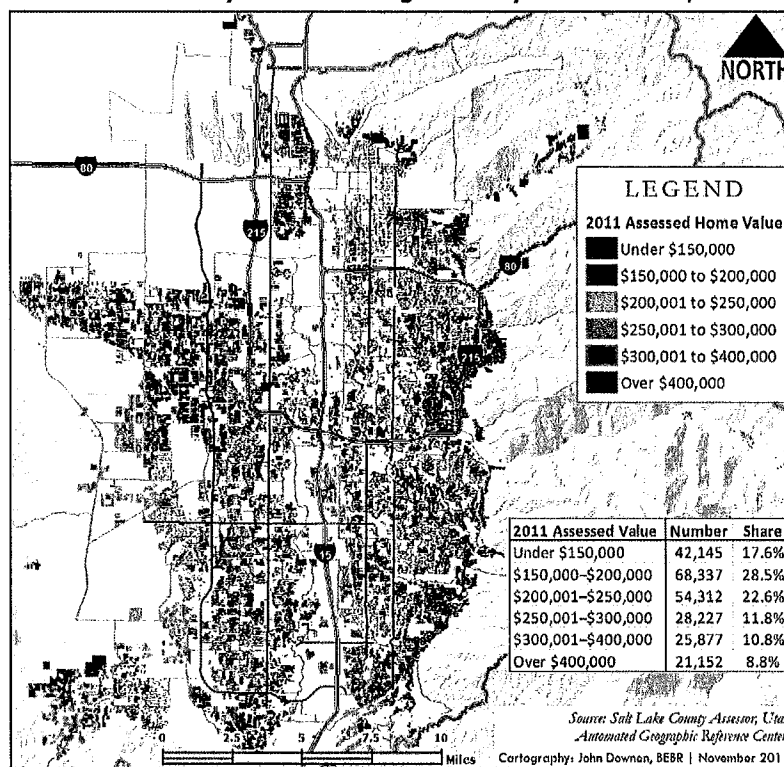
2. *Using the American Community Survey: Benefits and Challenges: Panel on the Functionality and Usability of Data from the American Community Survey*, Constance F. Citro and Graham Kalton, eds., National Research Council, available online from: [www.nap.edu/catalog.php?record\\_id=11901](http://www.nap.edu/catalog.php?record_id=11901).

entities as part of their operating practices. These data were never intended to be used for demographic or other analytical purposes. But, when care is taken to protect the privacy of individuals, aggregations from this data can be used to construct community indicators. Examples of potentially useful administrative data are vital records from the Department of Health, student-level data from school districts, property assessment data from the county assessor, and a wide range of other data. This is the strategy the Utah Community Data Project is beginning to implement and that community indicator projects across the country have successfully utilized.

### Socioeconomic Indicators – Administrative Data

As explained above, the loss of the census long form combined with the inadequacy of the American Community Survey has meant that neighborhood socioeconomic data are no longer generated in the ways they have been in the past. The Utah Community Data Project will produce community indicators using administrative data. Two examples that illustrate how these administrative datasets may be repurposed to reveal neighborhood-level socioeconomic conditions are assessor data and school data. Figure 1 shows assessed property values for areas within Salt Lake County. Figure 2 displays the shares of school populations in Salt Lake City that are

**Figure 1**  
**Salt Lake County Assessed Single-Family Home Values, 2011**



eligible for meal assistance. In both cases, there is a spatial correlation between the presence of newly arrived populations, who are more often racial and ethnic minorities, and affordable housing and high proportions of participation in meal assistance programs.

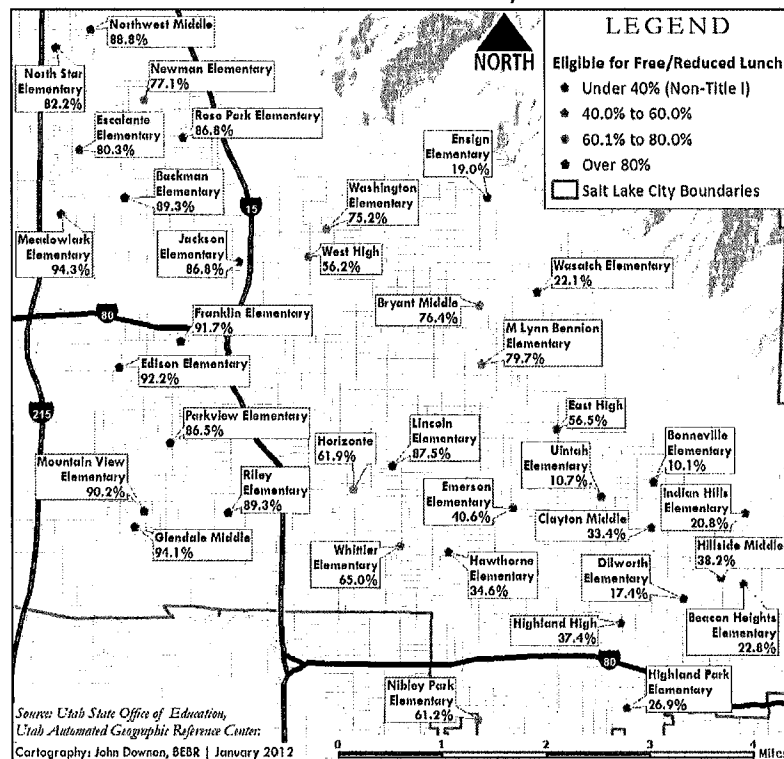
### Neighborhood Data Highlights Contrasts – Salt Lake City Case Study<sup>3</sup>

#### Context

Salt Lake City has long been the central location of Utah's major religious, cultural, commercial, financial, medical, and educational institutions. Every day, people come to the city to work, conduct business, attend school, worship, shop, play, or visit. The residential, or nighttime, population is about half that of the daytime, and the two populations have contrasting demographic and socioeconomic characteristics.

Our recently completed *Salt Lake City Census 2010 Atlas* illustrates and analyzes the age structure, race and ethnic composition, household types, group quarters populations, and housing unit tenure of neighborhoods in Salt Lake City. The main maps display data for census blocks, which are the smallest unit of geography for which data are available, serving as the building blocks of larger census geographic units (such as block groups, tracts,

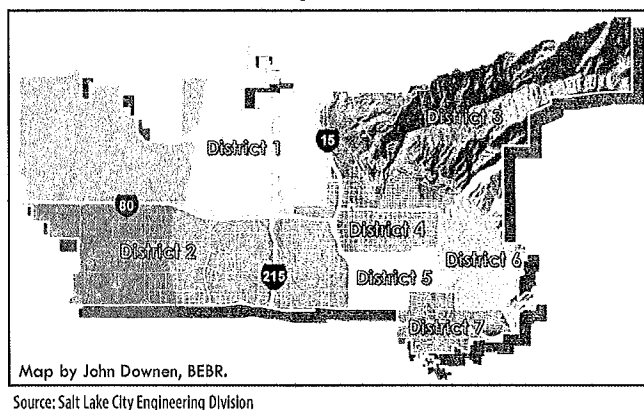
**Figure 2**  
**Share of Salt Lake City Students Eligible for Free and Reduced Lunch, 2011**



3. Much of this section was taken from John C. Downen and Pamela S. Perlich, *Salt Lake City Census 2010 Atlas*, Bureau of Economic and Business Research, University of Utah, February 2013; available online at [www.ucdp.utah.edu/?page\\_id=36](http://www.ucdp.utah.edu/?page_id=36).

places, and counties). Data in the *Atlas* are also aggregated to each of the seven Salt Lake City Council Districts (Figure 3) and eight occupied Master Plan Areas. What emerges from this analysis is the wide range in characteristics depending upon neighborhood. There is no single Salt Lake City – there is a tapestry of many communities that create Salt Lake City. The *Atlas* highlights how the River District (the parts of Salt Lake City to the west of Interstate 15) has become a gathering place for many of the newly arriving populations. Schools in the River District report over 100 languages spoken in the homes of their students. The depth and extent of the cultural, linguistic, ethnic, and intellectual diversity of the River District are unprecedented in Utah. The greater Salt Lake City metropolitan area has emerged as a global city.

**Figure 3**  
**Salt Lake City Council Districts**

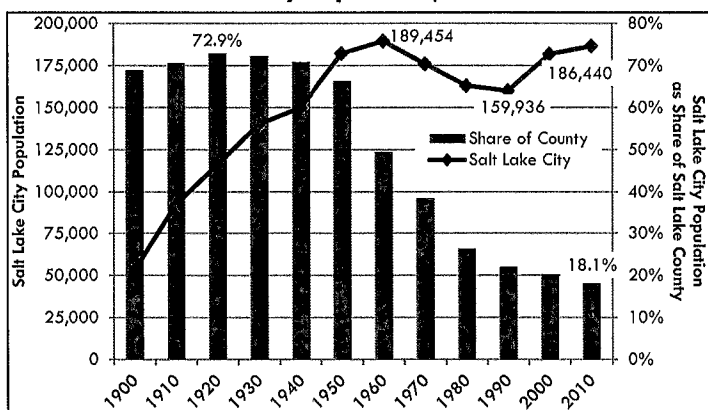


This means that, compared with the age distribution of the county, Salt Lake City has a smaller proportion of its population that is persons younger than 20 years old and adults aged 40 to 75 years old. Compared with the state age structure (Figure 6 and Table 1), Salt Lake City also has a smaller youth share (less than 20 years old) but a larger share of working-age persons (20 to 65 years old) and elderly (80 years and older). Salt Lake City accounts for 18.1 percent of the Salt Lake County population, but 25.0 percent of

the county's 20- through 24-year-old population, an indicator of the presence of the university student population. Over two-thirds (68.1 percent) of the Salt Lake City population is working age (18 to 65 years old),<sup>4</sup> compared with 62.2 percent for Salt Lake County and 59.5 percent for the state. The retirement-age share of the Salt Lake City population (9.4 percent) and median age (30.9) exceed those of the county and state.

Dependency ratios are summary measures of age structure. Each is the ratio of the number of persons of a given age group per 100 persons of working age, defined here as 18 to 65 years old. Because the Salt Lake City working-age population share exceeds that of both the state and county, it has lower youth, retirement, and total dependency ratios. The youth dependency ratio for Salt

**Figure 4**  
**Salt Lake City Population, 1900–2010**



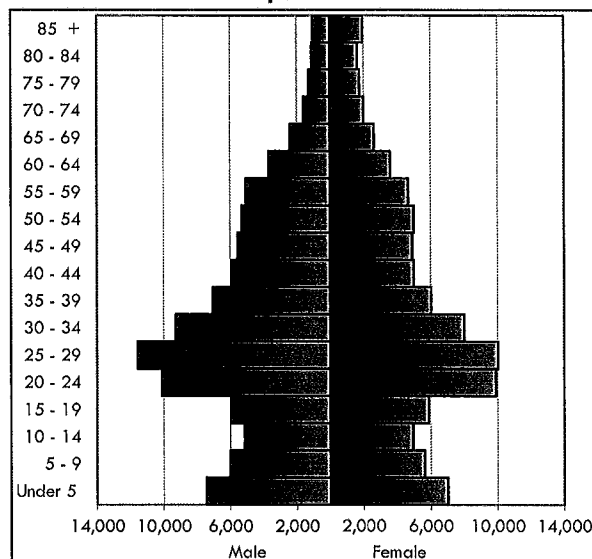
Source: U.S. Census Bureau, decennial census data.

Early in the 20th century, nearly three-quarters of Salt Lake County and one-quarter of state residents lived in Salt Lake City (Figure 4). Population grew from 53,531 in 1900 to 116,110 in 1920 (73 percent of the county total), and to nearly 150,000 (149,934) by 1940. Population growth decelerated significantly in the 1950s as it shifted to suburban areas of the county. Consequently, Salt Lake City's share of the county population declined significantly to one-half and its share of the state population declined to 21 percent in 1960. The capital city's population peaked in the 1960 Census at 189,454 and then began a 30-year decline to reach 159,936 in the 1990 Census. Population then rebounded in both the 2000 and 2010 enumerations, reaching 186,440 in 2010, but has not returned to the historic high of 1960. In 2010, the city represented 18 percent of the county and less than 7 percent of the state.

### Age Structure

Salt Lake City has relatively more young adults (20- to 40-year-olds) and a greater share of elderly (75 years and older) in its 2010 population than does Salt Lake County (Figure 5 and Table 1).

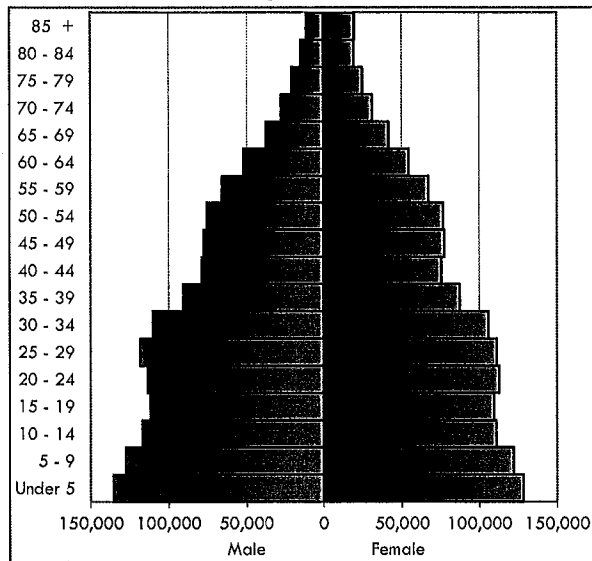
**Figure 5**  
**Salt Lake City 2010 Population by 5-Year Age Groups and Sex**



Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

4. Because of different data aggregations, we have two slightly different definitions of youth and working age. The five-year age groups lead to a definition of youth as those persons under 20 years of age and working-age as those persons aged 20 through 64. The standard aggregations, as used in the maps in the *Atlas*, define youth as those persons under 18 years of age and working age as those persons aged 18 through 64.

**Figure 6**  
**State of Utah 2010 Population by 5-Year Age Groups and Sex**



Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data.

Lake City is 33.1, compared with 46.8 for Salt Lake County and 53.0 for the state. The retirement-age dependency ratio is 13.8 for Salt Lake City, 14.0 for Salt Lake County, and 15.2 for Utah. The combined dependency ratios are 46.9, 60.8, and 68.2, respectively.

City Council Districts 1 and 2 have the highest youth shares of their populations, highest youth dependency ratios, and lowest

**Table 1**  
**Age and Sex Distribution of the Salt Lake City Population**

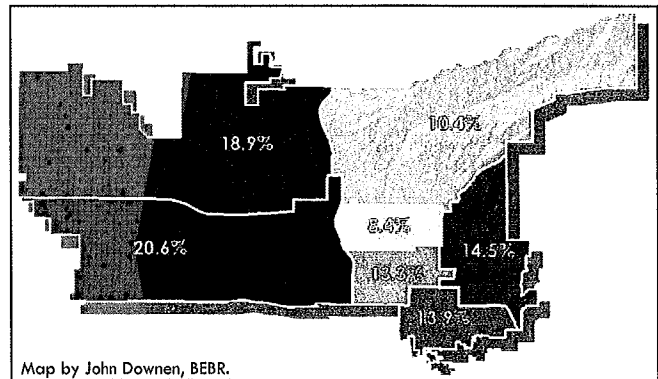
Age	Male	Female	Sex Ratio	Share	Share of County	Share of State
Under 5	7,461	7,022	1.06	7.8%	16.1%	5.5%
5-9	6,026	5,650	1.07	6.3%	13.7%	4.7%
10-14	5,155	4,941	1.04	5.4%	12.8%	4.4%
15-19	5,969	5,890	1.01	6.4%	15.9%	5.4%
20-24	10,111	9,896	1.02	10.7%	<b>25.0%</b>	<b>8.8%</b>
25-29	11,561	10,037	1.15	11.6%	<b>23.8%</b>	<b>9.4%</b>
30-34	9,273	8,024	1.16	9.3%	<b>20.0%</b>	<b>8.0%</b>
35-39	7,059	6,043	1.17	7.0%	<b>18.2%</b>	<b>7.3%</b>
40-44	5,930	5,002	1.19	5.9%	17.4%	<b>7.1%</b>
45-49	5,567	4,915	1.13	5.6%	16.8%	<b>6.8%</b>
50-54	5,313	4,998	1.06	5.5%	16.9%	<b>6.8%</b>
55-59	5,060	4,686	1.08	5.2%	18.1%	<b>7.3%</b>
60-64	3,701	3,632	1.02	3.9%	17.6%	<b>6.8%</b>
65-69	2,412	2,667	0.90	2.7%	17.5%	6.4%
70-74	1,608	2,015	0.80	1.9%	17.7%	6.2%
75-79	1,278	1,777	0.72	1.6%	<b>19.6%</b>	6.7%
80-84	1,108	1,650	0.67	1.5%	<b>22.0%</b>	<b>8.0%</b>
85 +	1,034	1,967	0.53	1.6%	<b>25.6%</b>	<b>9.7%</b>
Total	95,626	90,812	1.05	100%	18.1%	6.7%
Share 60 years +	<b>13.3%</b>				<b>19.0%</b>	<b>7.0%</b>
Median Age	<b>30.9</b>					

Note: The 55-59 and Total counts do not match official Census counts due to boundary differences. If a cell is shaded yellow with bold red type, this indicates that the city's share of the county or state for the given category exceeds the city's share of total population in the county or state. Blue shading indicates a male-to-female ratio greater than one.

Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by the DIGIT Lab, University of Utah.

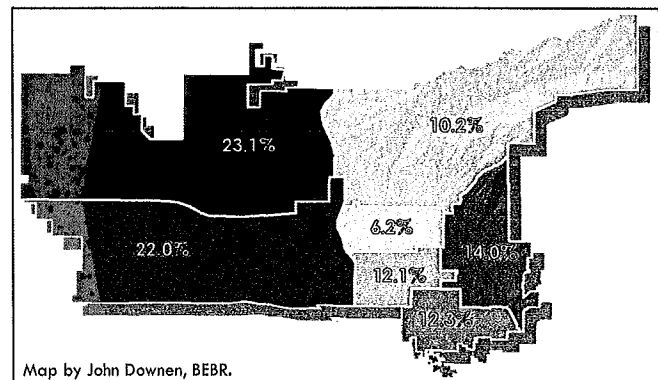
median ages among all districts. The two districts together represent 29.4 percent of the total population of Salt Lake City, but 43.2 percent of the city's youth population (Figures 7 and 8). District 4 has the largest share of college-age (18 through 24 years old; Figure 9) and working-age people of all districts. The working-age population share is also relatively high in Districts 3 and 5. Districts 3 and 6 have the highest shares of retirement-age persons and the largest retirement dependency ratios among the districts. Together, they make up 28.3 percent of the city population but 37.1 percent of the city's retirement-age population (Figure 10). The contrasts in age distributions among the council districts are particularly

**Figure 7**  
**Council District Shares of Salt Lake City's Under-5 Population, 2010**



Map by John Downen, BEBR.  
Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

**Figure 8**  
**Council District Shares of Salt Lake City's School-Age Population, 2010**



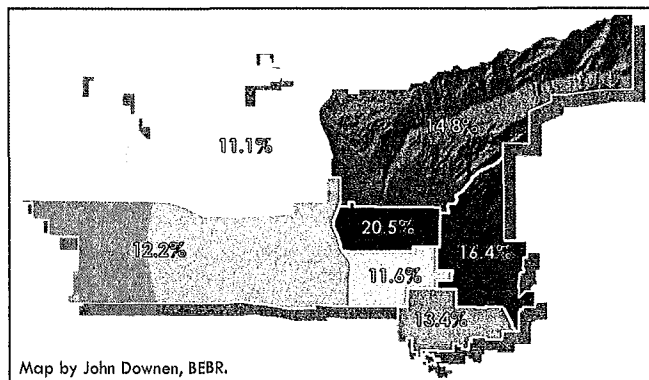
Map by John Downen, BEBR.  
Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

clear when examining population pyramids. For example, the pyramid for Council District 1 (Figure 11) characteristically represents a population with young families and their children and relatively few elders. In contrast, the predominance of young adults, many of whom are University of Utah students, is clear in District 4's pyramid (Figure 12).

### Race and Ethnicity

Race has been part of the census since 1790, although the race categories as well as methods of data collection have changed significantly over time. Census 2010 race and ethnicity categories

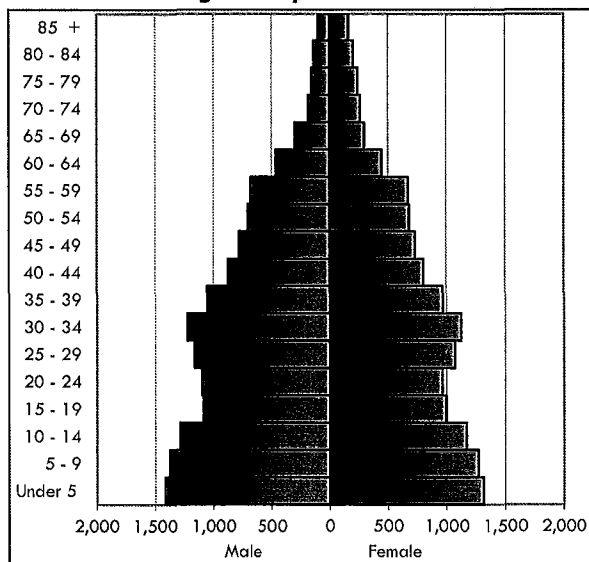
**Figure 9**  
Council District Shares of Salt Lake City's  
College-Age Population, 2010



Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

are the same as in 2000. Respondents selected from among five major race categories: White, Black or African American, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, and Some Other Race. More than one race could be selected. The only officially recognized ethnicity is Hispanic or Latino, which may be of any race. For this article, population is first classified into two groups: Hispanic or Latino and not Hispanic or Latino. Those who are not Hispanic or Latino are further classified into White alone, Black or African American

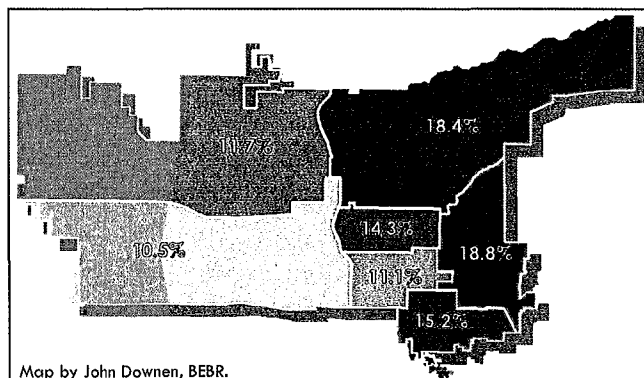
**Figure 11**  
Council District 1 2010 Population by 5-Year  
Age Groups and Sex



alone, American Indian and Alaska Native alone, Asian alone, Native Hawaiian and Other Pacific Islander alone, and All Others (which includes Some Other Race alone and two or more races). The categories are mutually exclusive and exhaustive. According to this classification system, minorities are those who do not consider themselves non-Hispanic White alone. Alternatively, minorities are all persons who self-identify as Hispanic or Latino plus those non-Hispanics who are any race except White alone.

After a three-decade decline, the population increased in Salt Lake City by 21,807 residents from 1990 to 2000 and by 4,695 from 2000 to 2010 (Table 2). Minority population growth, attributable to natural increase (births exceeding deaths) and net in-migration (gross in-migration minus gross out-migration) accounts for all of this growth. From 1990 to 2010, the White alone, non-Hispanic

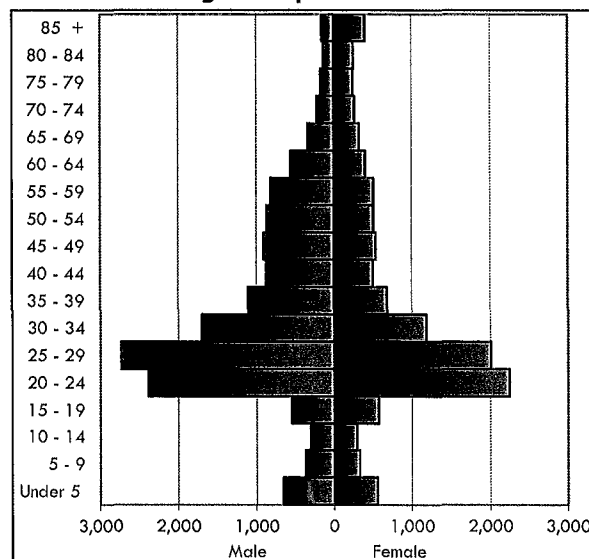
**Figure 10**  
Council District Shares of Salt Lake City's  
Retirement-Age Population, 2010



Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

population of Salt Lake City declined by 9,766, while the minority population increased by 36,268. Over this period, the minority share of the Salt Lake City population increased from 17.4 percent to 34.4 percent, while the Hispanic share increased from 9.7 percent to 22.3 percent. Hispanics accounted for 72 percent (or 26,129) of the period's minority population increase. In fact, this is the case for the northern and western sections of Salt Lake County in general. Increases in minority populations account for all of the recent growth in the populations of Salt Lake City, South Salt Lake, West Valley City, Taylorsville, Kearns, and Midvale, as well as in Sandy, White City, and Granite, which saw net

**Figure 12**  
Council District 4 2010 Population by 5-Year  
Age Groups and Sex



population losses (Figure 13).

The 1990s were a period of significant in-migration to Utah, with about half of these migrants having been foreign born. The major origin of these immigrants was Latin America, and most of them identified their ethnicity as Hispanic or Latino in the enumeration. Not all immigrants identify as racial or ethnic minorities (e.g., persons of Middle Eastern descent), but many do self-identify as something other than White alone and not Hispanic. It is the coming of these minority immigrants and the subsequent births of their children that account for much of the 1990 to 2010 population increase in Salt Lake City.

Historical and projected minority shares of the population are shown in Figure 14. Minority shares have increased for all areas shown, with Salt Lake City shares nearly equal to the nation. Minority populations are geographically concentrated within Salt Lake County, as shown in Figure 15, and minority shares have increased particularly within these areas. This has resulted in quite different ethnic compositions across the county and within Salt Lake City (Figure 16).

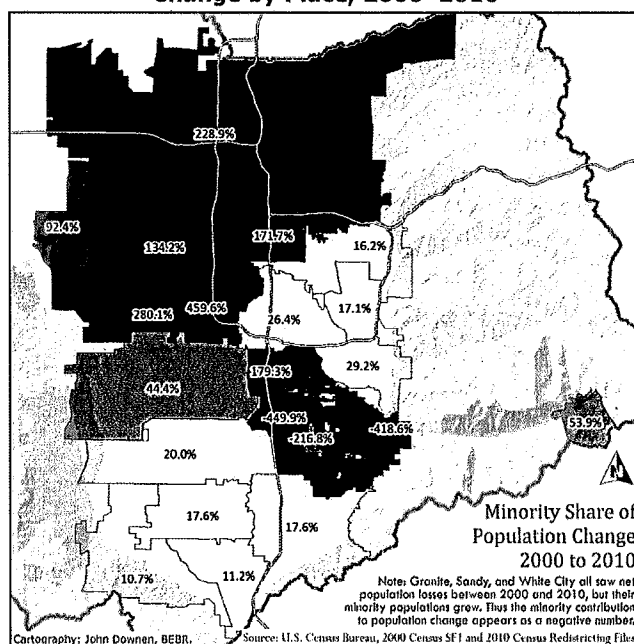
Salt Lake City's population is more racially and ethnically diverse than that of Salt Lake County or the state. Over one-third of the city's population is minority (34.4 percent), compared with 26.0 percent in the county and 19.6 percent for the state. While Salt Lake

**Table 2**  
**Salt Lake City Populations by Minority Status, 1990–2010**

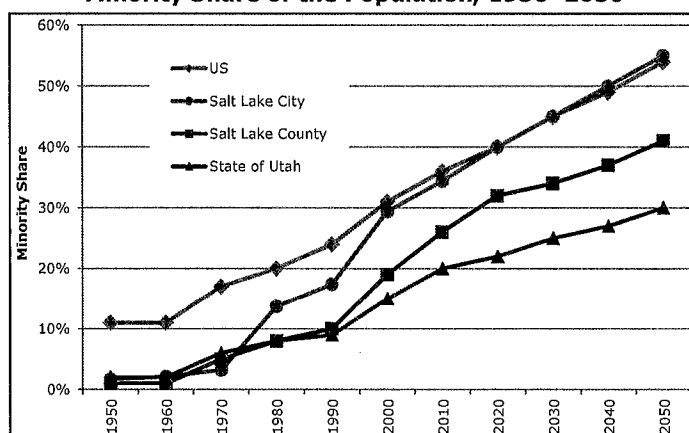
Year	Population					Shares of Total		
	Total	White alone, not Hispanic	Minority	Hispanic	Non-Hispanic Minorities	Minority	Hispanic	Non-Hispanic Minorities
1990	159,936	132,090	27,846	15,508	12,338	17.4%	9.7%	7.7%
2000	181,743	128,377	53,366	34,254	19,112	29.4%	18.8%	10.5%
2010	186,438*	122,324*	64,114*	41,637	22,477	34.4%	22.3%	12.1%
<b>Changes</b>								
1990 to 2000	21,807	-3,713	25,520	18,746	6,774			
2000 to 2010	4,695	-6,053	10,748	7,383	3,365			
1990 to 2010	26,502	-9,766	36,268	26,129	10,139			

Note: Minority is defined as total population minus the population that is White alone and not Hispanic. Multirace responses were first available in the 2000 Census.  
\* These totals differ from the official 2010 Census counts due to boundary differences.  
Source: U.S. Bureau of the Census, 1990 Census of the Population (Table 6, page 22 from 1990 CP-1-46; General Population Characteristics – Utah); Census 2000 and 2010 Summary File 1, DP-1 (American FactFinder); and computations by the Bureau of Economic and Business Research, University of Utah.

**Figure 13**  
**Minority Share of Salt Lake County Population Change by Place, 2000–2010**



**Figure 14**  
**Minority Share of the Population, 1950–2050**



Source: Bureau of Economic and Business Research, University of Utah and BEBR calculations based on U.S. Census Bureau decennial censuses and national projections, 2012 series.

City is home to 18.1 percent of the total Salt Lake County population, it has nearly a third (31.5 percent) of the county's Black or African American population, nearly a quarter of the county's Hispanic, American Indian, Asian, and Native Hawaiian and Other Pacific Islander

populations, and one-fifth of the county's multiracial and other minority populations.

There were 64,114 minorities counted in Census 2010 in Salt Lake City (Table 3). Hispanics and Latinos (of any race) accounted for nearly two-thirds (65 percent) of all minorities in 2010, and numbered 41,637. Asian alone (not Hispanic or Latino) was the second largest minority population in 2010 with 8,150 persons. The other major non-Hispanic minority groups were enumerated as follows: Black or African American alone – 4,613; Native Hawaiian and Other Pacific Islander alone – 3,706; American Indian or Alaska Native alone – 1,624; and all others – 4,384. Salt Lake City's minority population

is geographically concentrated in Districts 1 and 2 (Figure 17), both of which are minority-majority districts (Figure 18). Over half (56.4 percent) of Salt Lake City's minorities live in these two districts (Figure 19). Districts 6 and 7 are the least diverse of all districts, with the minority share at about 15 percent. Two-thirds of the Hispanic population resides in Districts 1 and 2 (Figure 20).

The increasing diversity of our population is concentrated in our youth. This generational shift is illustrated in Figure 21,

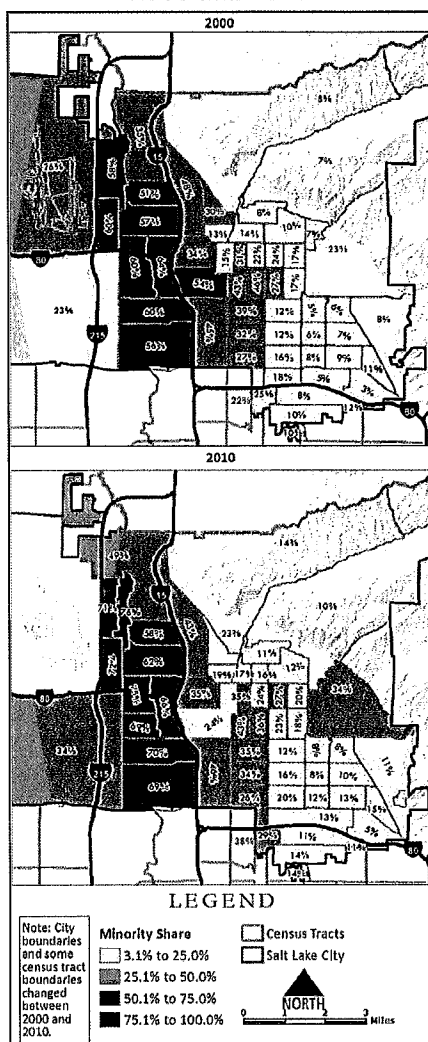


which shows minorities as a share of the population by 5-year age group. As shown in the graph, youth are much more diverse than elders, and there is much variation in minority composition by location. About one-in-four preschool-age children in Utah are minorities, while that share is 35 percent in Salt Lake County, 49 percent for the nation, and 50 percent in Salt Lake City. As we have seen, minorities are particularly concentrated in the River District (Council Districts 1 and 2), where about three-quarters of youth are minorities. In all these areas, adult populations are much less ethnically and racially diverse.

### Household Composition

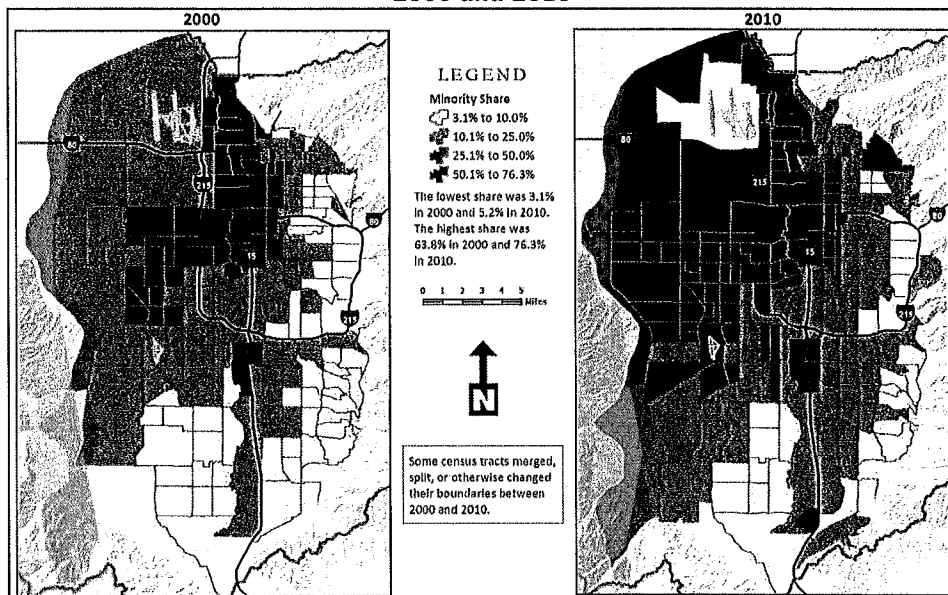
Living arrangements are classified in the 2010 Census according to household and

**Figure 16**  
**Minority Share of the Salt Lake City Population by Census Tract, 2000 and 2010**



Map by John Downen, BEBR.  
Source: U.S. Census Bureau, 2000 and 2010 Censuses; State of Utah, SGID.

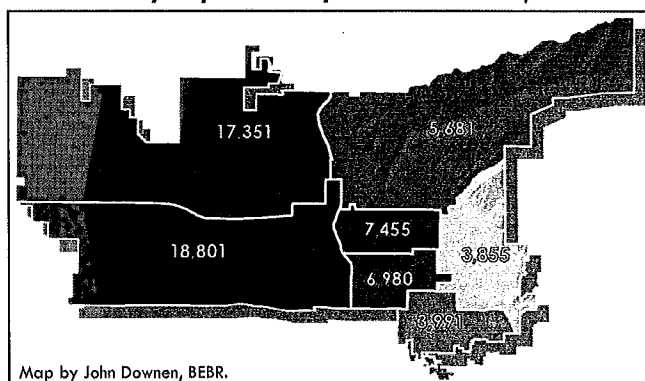
**Figure 15**  
**Minority Share of the Salt Lake County Population by Census Tract, 2000 and 2010**



Map by John Downen, BEBR.  
Source: U.S. Census Bureau, 2000 and 2010 Censuses; State of Utah, SGID.

group quarters populations. Persons living either alone or together in housing units are defined as the household population. The rest of the population is classified as group quarters populations. Family households are composed of people who are related by birth, marriage, or adoption. Nonfamily

**Figure 17**  
**Minority Population by Council District, 2010**



Map by John Downen, BEBR.  
Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

**Table 3**  
**Race and Ethnicity of the Salt Lake City Population, 2010**

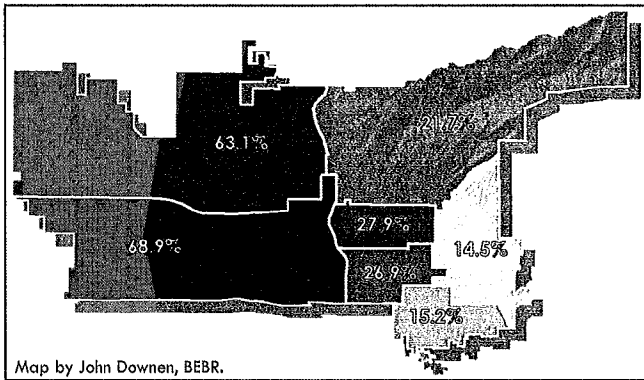
	Population	Share	Share of County	Share of State
<b>Total</b>	<b>186,438</b>	<b>100%</b>	<b>18.1%</b>	<b>6.7%</b>
<b>Not Hispanic or Latino</b>				
White alone	122,324	65.6%	16.1%	5.5%
Black or African American alone	4,613	2.5%	<b>31.5%</b>	<b>17.8%</b>
American Indian and Alaska Native alone	1,624	0.9%	<b>24.7%</b>	6.0%
Asian alone	8,150	4.4%	<b>24.4%</b>	<b>15.0%</b>
Native Hawaiian and Other Pacific Islander alone	3,706	2.0%	<b>24.0%</b>	<b>15.5%</b>
All Others	4,384	2.4%	<b>20.2%</b>	<b>8.3%</b>
<b>Ethnicity</b>				
Hispanic or Latino	41,637	22.3%	<b>23.7%</b>	<b>11.6%</b>
<b>Minority</b>	<b>64,114</b>	<b>34.4%</b>	<b>23.9%</b>	<b>11.8%</b>

Note: If a cell is shaded yellow and has bold red type, this indicates that the city's share of the county or state for the given category exceeds the city's share of total population in the county or state.

Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by the DIGIT Lab, University of Utah.



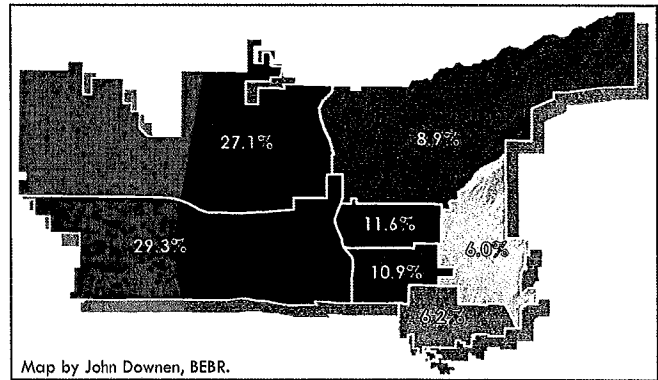
**Figure 18**  
**Minority Share by Council District, 2010**



Map by John Downen, BEBR.

Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

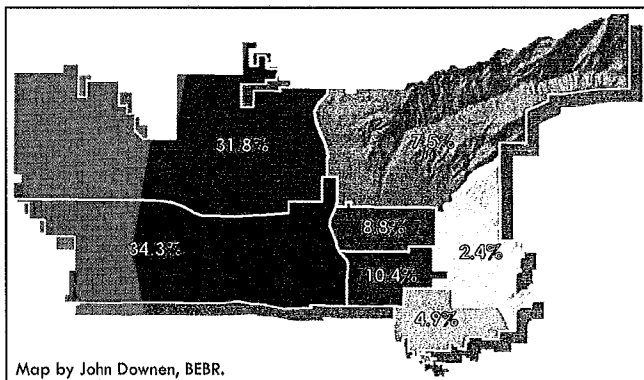
**Figure 19**  
**Council District Shares of Salt Lake City's Minority Population, 2010**



Map by John Downen, BEBR.

Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

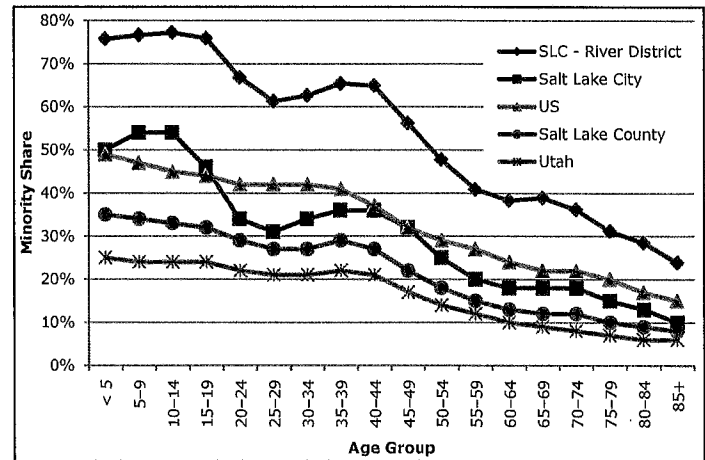
**Figure 20**  
**Council District Shares of Salt Lake City's Hispanic Population, 2010**



Map by John Downen, BEBR.

Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

**Figure 21**  
**Minority Share by 5-Year Age Group, 2010**



Source: Computations by the Bureau of Economic and Business Research based on U.S. Census Bureau, Census 2010.

households are defined as people either living alone or living with other unrelated individuals.

In Salt Lake City, 97.4 percent of the population lived in households in the 2010 Census enumeration. About half (52.5 percent) of Salt Lake City households were family households, compared with over two-thirds (70.8 percent) for Salt Lake County and three-quarters (75.2 percent) for the state (Table 4). One-fourth (24.8 percent) of households in Salt Lake City were family households with their own children under 18 years old, and 17.4 percent were married husband-wife families with their own

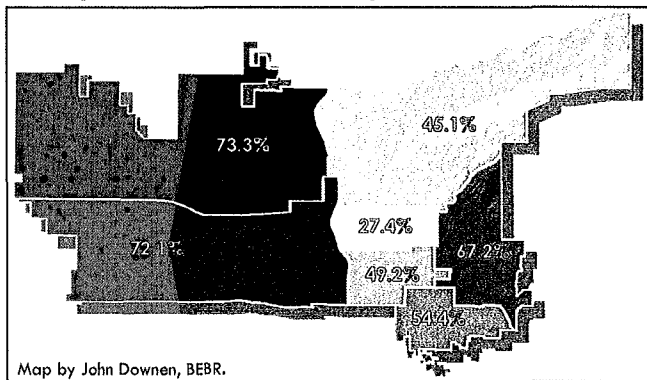
**Table 4**  
**Distribution of Households by Type in 2010: Salt Lake City, Salt Lake County, and the State**

Household Type	Salt Lake City	Salt Lake County	Utah
Total households	100%	100%	100%
Family households (families)	52.5%	70.8%	75.2%
With own children under 18 years	24.8%	36.2%	39.5%
Husband-wife family	37.9%	54.8%	61.0%
With own children under 18 years	17.4%	27.7%	31.7%
Male householder, no wife present	4.8%	5.1%	4.4%
With own children under 18 years	2.1%	2.5%	2.2%
Female householder, no husband present	9.7%	10.9%	9.7%
With own children under 18 years	5.3%	6.0%	5.5%
Nonfamily households	47.5%	29.2%	24.8%
Householder living alone	34.6%	21.9%	18.7%
Male	17.7%	10.2%	8.6%
65 years and over	2.6%	1.8%	1.8%
Female	17.0%	11.7%	10.0%
65 years and over	5.8%	4.7%	4.6%
Households with individuals under 18 years	27.5%	40.3%	43.3%
Households with individuals 65 years and over	18.0%	18.9%	20.0%
Average household size	2.44	2.96	3.10
Average family size	3.25	3.51	3.56

Source: U.S. Bureau of the Census, Census 2010, Summary File 1, DP-1.

children present. This latter group represented 27.7 percent of households in Salt Lake County and 31.7 percent in the state. Nonfamily households make up a much larger share of the total in Salt Lake City (47.5 percent) than in the county (29.2 percent) or the state (24.8 percent). The average household size in Salt Lake City was 2.44 persons, significantly smaller than households in the county (2.96 persons) and the state (3.10 persons). Similarly, Salt Lake City's average family size of 3.25 is smaller than those of the county (3.51) and the state (3.56).

**Figure 22**  
**Family Share of Households by Council District, 2010**



Source: Computations by the Bureau of Economic and Business Research based on Census 2010 SF1 data compiled by The DIGIT Lab, University of Utah.

Within Salt Lake City, Council Districts 1 and 2 have the highest proportions of family households (73.3 percent and 72.1 percent, respectively; Figure 22) and the greatest number of persons per household (3.42 and 3.50, respectively), exceeding county and state averages. Council District 6 is next with two-thirds of all households being family households and an average household size of 2.60 persons. Between 45 and 55 percent of all households in Districts 3, 5, and 7 are family households, with persons per household ranging from 2.05 to 2.33. Just over a quarter (27.4 percent) of all households in Council District 4 are family households, and the average household size is 1.76. The districts are ranked inversely for nonfamily households. District 4 has 10,239 nonfamily households, which is 72.6 percent of its total and 28.9 percent of the city's total nonfamily households. Nearly three-quarters (73.8 percent or 7,554 persons) are people living alone and about a fifth of these (19.1 percent or 1,444 persons) are 65 or older. Council District 3 has the next largest population of one-person households (5,151), with 1,088 of these being persons 65 years or older. Districts 1 and 2 have the highest proportions of family households with their own children present – 41.2 and 41.1 percent, respectively. At the other extreme, Council Districts 3 and 4 have only 17.6 and 10.3 percent, respectively, of total households in this category.

### Application of Community-Level Data – Salt Lake City Schools Case Study

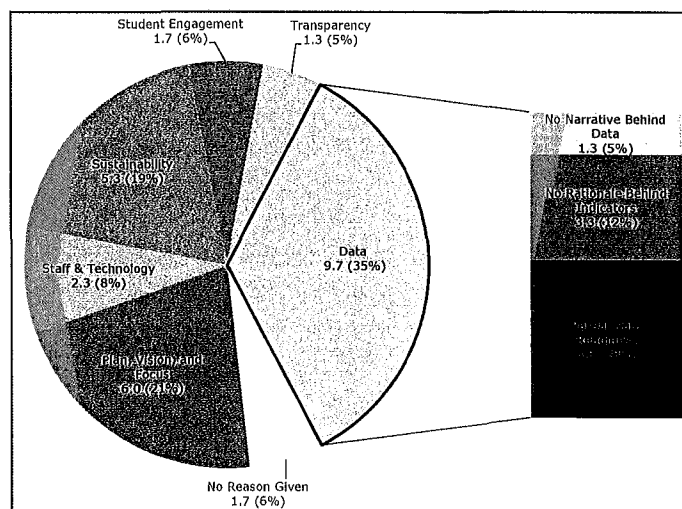
Last year, the Salt Lake City School District was selected as one of only 61 finalists nationwide in the Race to the Top – District grant competition. However, SLCS D was not selected as one of the 16 grantees, who received awards ranging from \$10 million to \$40 million over a four-year period. The district's grant application score was only 14.3 points below that of the lowest-scoring winner. Figure 23 shows the total point deductions disaggregated by reason based on the Race to the Top technical review form.

About one-third, 35 percent, of the overall point deductions were for data-related reasons. More specifically, the grant reviewers noted that projected performance measures for student subgroups (based on race/ethnicity, disability status, socioeconomic status, and English language proficiency) did not include any rationale detailing specific goals. However, the achievement and goals of

student subgroups are influenced by the neighborhoods in which they live. Given that SLCS D is a choice district, in which school enrollment is not restricted by residency either within or outside the district boundaries, school-level data alone may not justify projected performance measures for different student subgroups. Community indicators describing other factors that affect student achievement – such as housing, transportation, health, and other socioeconomic indicators – could complement school data to provide a more detailed and holistic context for academic growth projections. Thus, a community-level data system with demographic estimates and projections would be necessary to account for changes in student subgroup populations. Furthermore, neighborhood-level estimates of socioeconomic indicators based on administrative data could factor into some projected performance measures. However, this level of data development is beyond the purview of any school district and is perhaps an indication that the grant reviewers were looking for genuine cross-institutional collaboration beyond the required letters of support.

The lack of community data also affected non-data areas of the grant application. Most of the point deductions related to plan, vision, and focus were in fact associated with comments that the grant application focused too narrowly on science. If an online community-level data system had existed during the preparation of this grant application, the school district and community partners could have visited a single site to access a broad suite of neighborhood-level data, including employment data showing Utah's diverse industry clusters in science, technology, and engineering fields. This would have helped support the district's focus on science education. Thus, even the point deductions related to plan, vision, and focus were partly due to the absence of an online community-level data system integrating disparate data sources. In fact, SLCS D scored full or nearly full marks on all grant sections related to reform vision, implementation approach, teaching, and other areas strictly under the purview of school districts.

**Figure 23**  
**Analysis of SLCS D Race to the Top Grant Application Point Deductions**



Source: Computations by the Bureau of Economic and Business Research, University of Utah.

Furthermore, the judges lauded A Capital City Education as a valuable partnership that has secured stakeholder engagement, providing a framework for sustaining educational and community programs beyond grant funding. A Capital City Education is Salt Lake City's college, career, and civic readiness initiative under the partnership of the Salt Lake City Mayor's Office, Salt Lake City Council, Salt Lake City School District, University Neighborhood Partners, and the Utah Community Data Project. Despite the grant reviewers' praise of the city's cross-institutional partnership, nearly a fifth of the point deductions in the Race to the Top application were associated with the uncertainty of program sustainability due to funding availability. The point deductions related to sustainability and data could have covered the 14.3 additional points needed to win one of the \$10–\$40 million Race to the Top grants. Thus, the development of an online community-data system could lead to potentially large returns on investment for the entire community through major grant awards like Race to the Top. Given that the point deductions in the Race to the Top application came from areas beyond the immediate responsibility of school districts, it becomes even more imperative to increase collaboration across institutions to meet the heightened demands of community-level data.

The Utah Community Data Project's commitment to democratizing data and A Capital City Education's multisector partnership are widely applicable across various industries in supporting data-driven decision making, quantifying metrics for grant applications, and tracking indicators alongside community investments.

#### **National League of Cities**

Community-level data has become a focal point not only at the local level but also on the national front. Following the school district's Race to the Top efforts, A Capital City Education expanded its national outreach to complement local community partnerships. Salt Lake City was recently selected to become a member of the Postsecondary Success City Action Network (P-SCAN), a peer network of 18 cities focused on postsecondary access and completion. P-SCAN is an initiative led by the National League of Cities (NLC), an organization that provides resources to municipalities nationwide. In addition to its P-SCAN membership, Salt Lake City was selected as one of only five cities nationwide to receive technical assistance from NLC through the support of a two-year grant from the Lumina Foundation. During this initial phase of technical assistance, community-level data was identified as a top priority. This will allow the Utah Community Data Project to tap into a large national network of peer cities to exchange ideas and resources on data development, especially in the broader context of municipal governance and community development.

#### **Utah Community Data Project – Work Program and Funding**

As explained above, the plan for the Utah Community Data Project is to build an information system and research program that will enable us to uncover insights into our changing communities and to provide topical analyses on underlying trends. The increasing need for understanding trends at small-area

geographies is coupled with an ongoing dearth of detailed neighborhood-level data from national sources due to the loss of the U.S. Census long form. While many states and communities throughout the nation have programs similar to what we are building, no such system currently exists in Utah. UCDP will fill this void. The development of UCDP's online data system is a collaborative effort across multiple units at the University of Utah, with principal design and management functions at the Bureau of Economic and Business Research (BEER) in the David Eccles School of Business.

UCDP will collect, store, and disseminate an ever-expanding collection of community data in an online system that will be rich in customized cross-tabulations, dynamic data visualizations, and interactive geospatial representations.

Although this will be a significant advance for Utah, it is not sufficient. We will continue to work with community partners to design and implement a suite of community indicators that will better inform strategic planning processes as well as program performance evaluations. Our work program includes demographic metrics as well as community indicators tracking economic stability, educational equity, health disparities, affordable housing opportunities, and other quantifiable measures. These types of community indicators are necessary in order to identify and evaluate the effectiveness of community investments. Federal and other funding increasingly requires data-driven justifications and validation. Therefore, the existence of current, high-quality community indicators will result in higher success rates for funding applicants.

Centralization of this function at the University of Utah will free resources in user organizations (which are under budgetary stress) and will ensure state-of-the-practice, consistent, and timely technical work. Private vendors do produce estimates, but these are very expensive, based on federal datasets, and assume "one size fits all" methodologies for the entire nation. Our "public good" model will allow ordinary citizens as well as large institutions to have access to the same information.

Our UCDP team is inspired to "democratize data" by providing our core data products to the public at no charge. In order for this model to work, we obviously need funding to design, build, maintain, and expand the system. While we have secured some start-up funding, our progress will be much more rapid with additional resources. Our initial funding has been through a HUD Sustainable Communities Grant and the central administration at the University of Utah. With this seed funding we have built a proof-of-concept web site with limited functionality at [www.ucdp.utah.edu](http://www.ucdp.utah.edu). We continue to seek funding partners to accelerate our progress.

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