

# Preparing for Tennessee's New Population Estimates Program

Tim Kuhn, Director  
Tennessee State Data Center



BOYD CENTER FOR BUSINESS &  
ECONOMIC RESEARCH



Tennessee State Data Center

Introduction

# OVERVIEW OF CERTIFIED POPULATIONS AND SHARED REVENUES

# Certified Population Report

---

- Basis for distribution of state-shared revenues
- Population based on:
  - 2020 federal decennial census (baseline)
  - 2020 challenges
  - Any special censuses certified by ECD
- Counts become effective July 1 every year

# Tennessee State-Shared Revenues Formulas with a Population Component

---

## Municipalities

- Beer excise (100%)
- Gasoline (100%)
- Gasoline inspection (100%)
- Motor fuel (100%)
- Sales and use (100%)
- TVA PILOT (100%)

## Counties

- Alcoholic beverage tax (75%)
- Fantasy sports (100%)
- Gasoline (25%)
- Gasoline inspection (100%)
- Motor fuel (25%)
- TVA PILOT (3/7's)

[https://www.tn.gov/content/dam/tn/tacir/commission-meetings/2018-august/2018Aug10\\_Tables.pdf](https://www.tn.gov/content/dam/tn/tacir/commission-meetings/2018-august/2018Aug10_Tables.pdf)

# ORIGIN OF THE POPULATION ESTIMATE LEGISLATION

# Population estimates legislation signed into Tennessee law

- [House Bill 780 introduced](#) signed May 21, 2025
- Effective Jan. 1, 2026
- Requires TNECD to certify Boyd Center population estimates
- First, estimate-based Certified Population Report effective July 1, 2026

The screenshot displays the legislative history for House Bill 0780 and Senate Bill 0875. The left sidebar shows details for HB 0780 by \*Stevens and SB 0875 by \*Reeves, including options to show co-prime sponsors and caption text. The main content area features a navigation bar with links for Bill History, Amendments, Video, Summary, Fiscal Note, and Votes. Below this, two tables list the actions for each bill, including dates and descriptions of events such as introduction, signing, and passage.

HB0780 ACTIONS	DATE
Effective date(s)	01/01/2026 05/27/2025
Pub. Ch. 501	05/27/2025
Signed by Governor.	05/21/2025
Transmitted to Governor for his action.	05/09/2025
Signed by Senate Speaker	05/08/2025
Signed by H. Speaker	04/30/2025
Enrolled; ready for sig. of H. Speaker.	04/24/2025
Passed Senate, Ayes 32, Nays 0	04/21/2025
Amendment withdrawn. (Amendment 1 - SA0333)	04/21/2025
Senate substituted House Bill for companion Senate Bill.	04/21/2025
Received from House, Passed on First Consideration	04/21/2025
Engrossed; ready for transmission to Sen.	04/21/2025
Passed H., Ayes 92, Nays 2, PNV 0	04/21/2025
Sponsor(s) Added.	04/21/2025

SB0875 ACTIONS	DATE
Comp. became Pub. Ch. 501	05/27/2025
Sponsor(s) Added.	04/21/2025
Companion House Bill substituted	04/21/2025
Placed on Senate Regular Calendar for 4/21/2025	04/17/2025
Sponsor(s) Added.	04/16/2025
Refer to Senate Calendar Committee	04/15/2025
Recalled from Senate Finance, Ways & Means Committee	04/15/2025
Placed on Senate Finance, Ways, and Means Committee calendar for 4/15/2025	04/14/2025
Rule: #83(8) Suspended, to be heard in Senate Finance, Ways & Means Committee on 4/15/2025	04/14/2025
Recommended for passage with amendment/s, refer to Senate Finance, Ways & Means Committee Ayes 8, Nays 0 PNV 0	04/02/2025
Placed on Senate State and Local Government Committee calendar for	04/01/2025

# Funding Impacts of Population Estimates

---

The new law (effective **January 1, 2026**) applies to all state funds allocated by population:

"The allocation and distribution of moneys to counties and municipalities... must be made according to the revised populations certified by the department of economic and community development under § 4-3-710, except in instances where a jurisdiction's population is revised as a result of a special census or in a year in which populations are revised as a result of the regular decennial federal census."

– Sections 5, 6, and 7 of HB780

# Certified populations lag by one year

“The allocation and distribution of moneys pursuant to this subdivision (a)(3) must be made according to the revised populations certified under this subdivision (a)(3)(G), except in instances where a jurisdiction's population is revised as a result of a special census or **in a year in which populations are revised as a result of the regular decennial federal census**” – Section 2, House Bill 780

	Certified Pop. Report	Data Type	Census Date
2026	7/1/2026	Estimate	7/1/2025
2027	7/1/2027	Estimate	7/1/2026
2028	7/1/2028	Estimate	7/1/2027
2029	7/1/2029	Estimate	7/1/2028
2030	7/1/2030	Estimate	7/1/2029
<b>2031</b>	<b>7/1/2031</b>	<b>Decennial</b>	<b>4/1/2030</b>

# PLANS FOR JULY 1, 2026 CERTIFIED POPULATION

# What is a population estimate

A population estimate is a **statistical calculation** of the number of residents in a specific area at a particular point in time that is derived from data such as **administrative records, surveys, and statistical models** that account for population changes since the last full census.

# Vintage 2025 Population Estimates produced by the U.S. Census Bureau to be used in 2026

---

## Maximize Planning Time

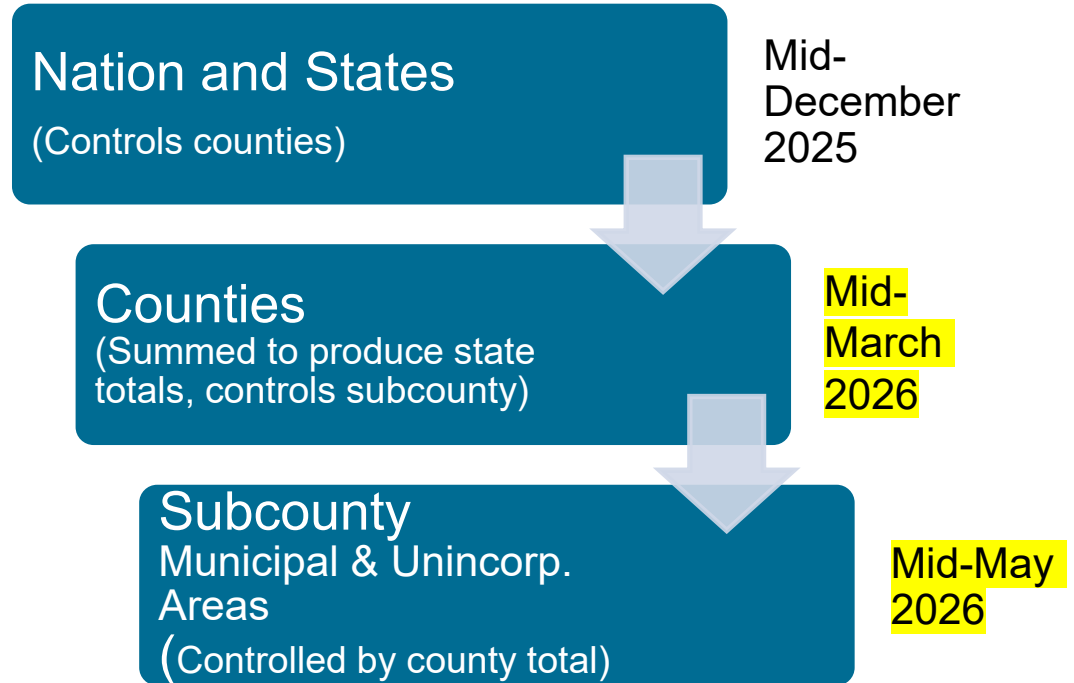
- Operationalize program
- Vintage 2024 useful guidance
- Data is currently available
  - Reports and data on TNSDC website
  - Dashboards

## Leverage investments

- TNSDC led census challenges
- Tennessee liaison to FSCPE
- Supplying Tennessee data to Census Bureau
  - Group Quarters
  - Building Permit Survey corrections

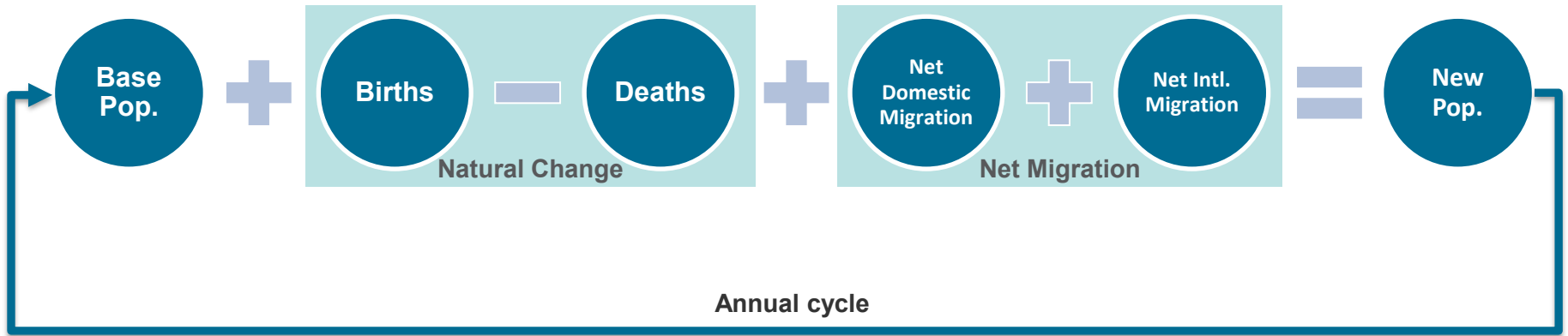
# Census Bureau Population Estimate Concepts

- “Top-down” approach
- Smaller geographies sum to the whole



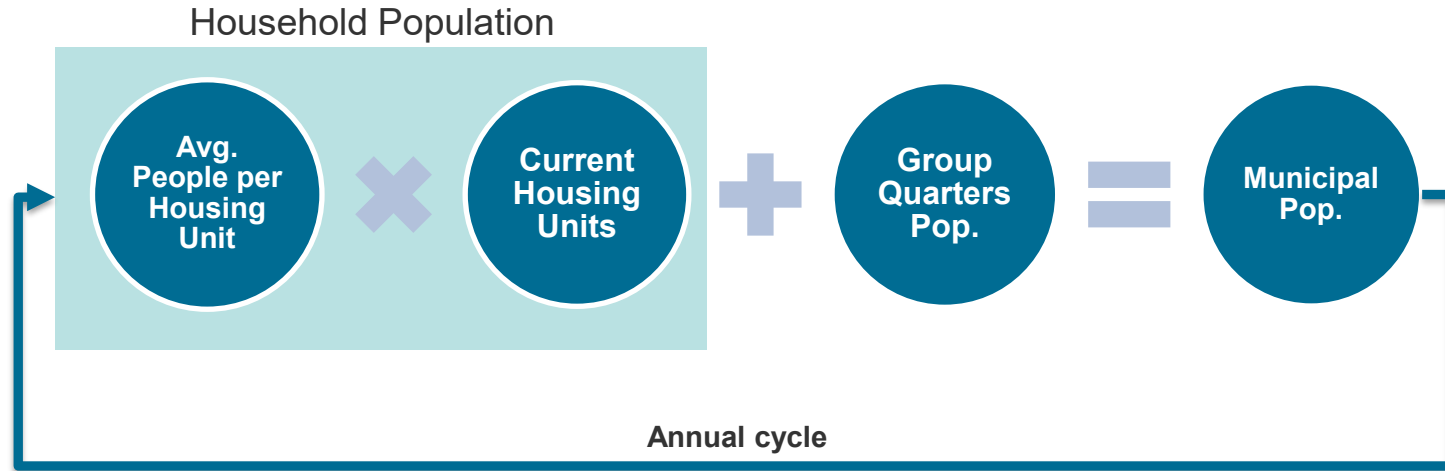
# Census Bureau **County Population Estimates:** Components of Population Change

- **Natural change** and **net migration** determine population change



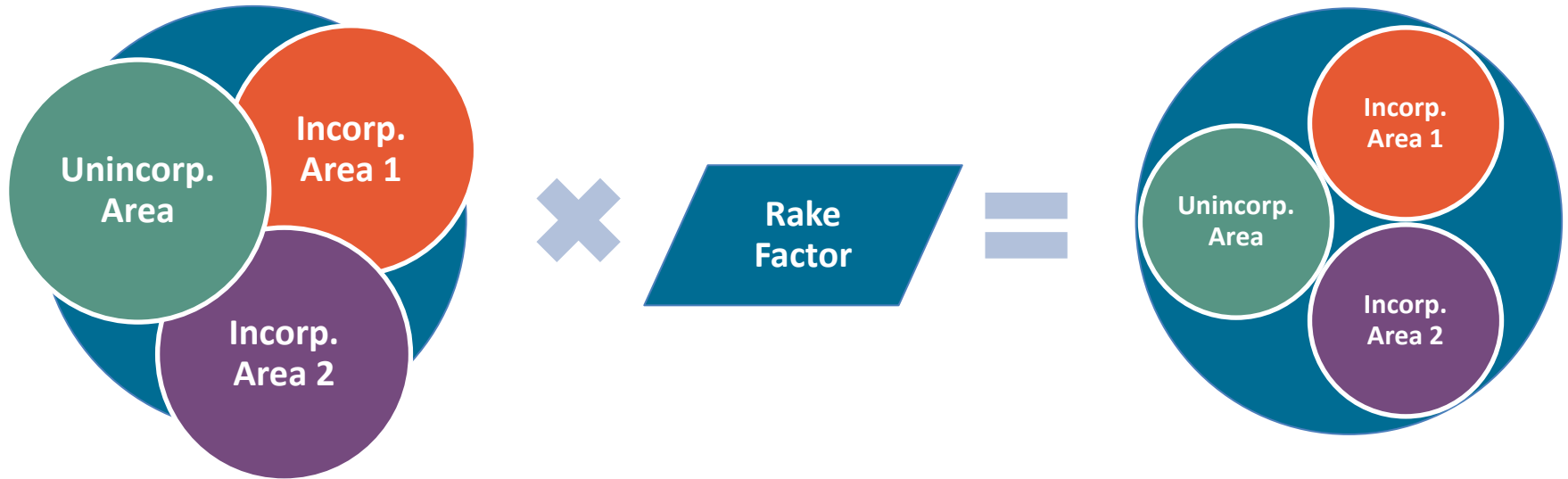
# Census Bureau **Municipal Population Estimate:** Housing Unit Method

---

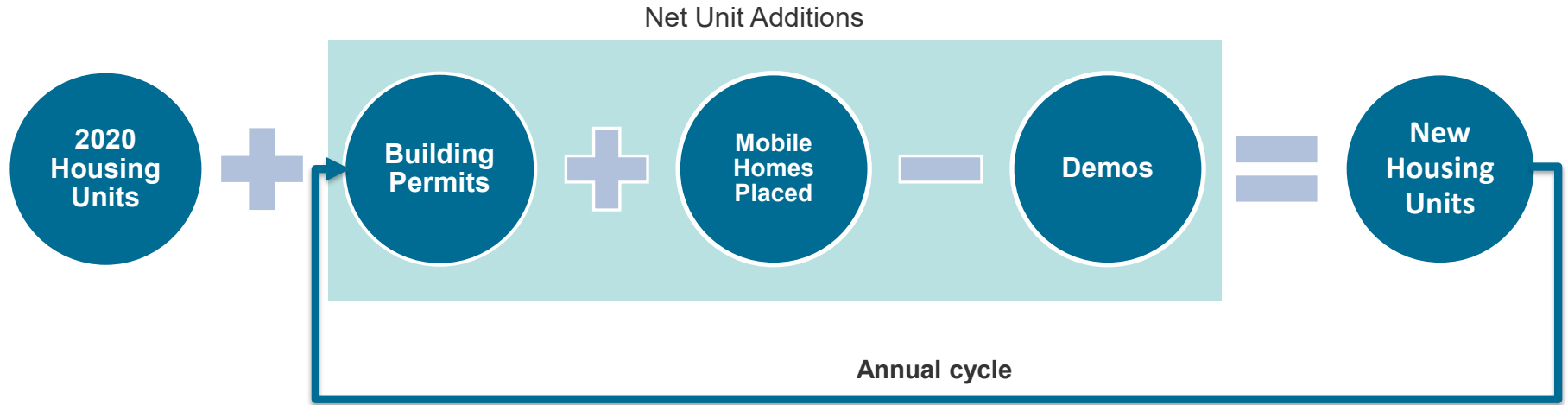


# Municipal household populations must sum to county household population total

---



# Housing Units Components of Change for Municipal (Subcounty) Estimates



\*Areas not requiring a permits for new housing units are allocated new housing units through a different process but are eligible to submit information about new units from alternate sources

# Required modifications to U.S. Census Bureau estimate for July 1, 2026 estimate release

---

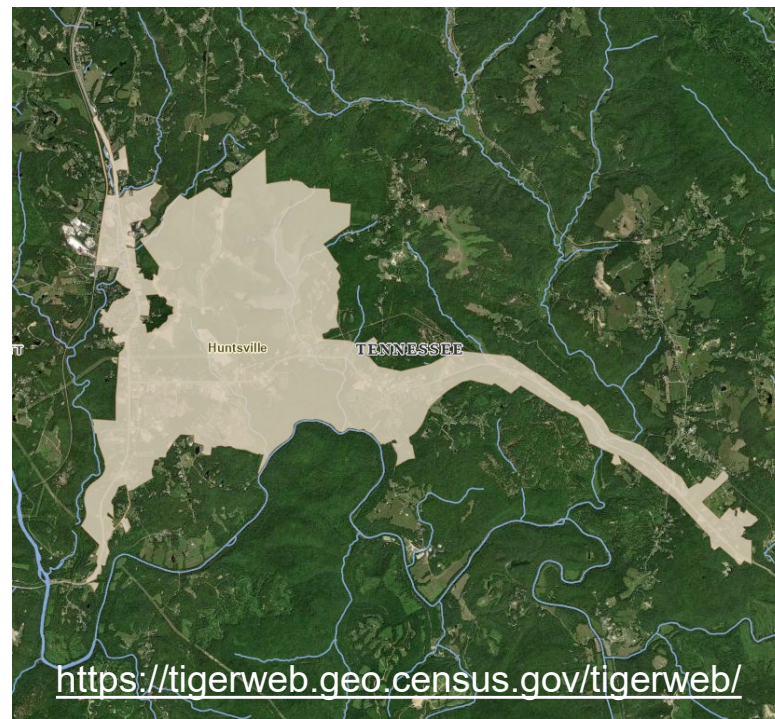
1. Review **Special Census** results for integration into the Census Bureau population estimates
  - Statute preserves “...*the right or ability of a county or municipality to take a special census at any time during the interim between the regular decennial federal census...*”
2. Small area estimates within **Urban Services Districts** for three metropolitan counties (Davidson, Moore, Trousdale)
3. Final **adjustment of aggregate municipal and county population** totals to include special censuses and Urban Services Districts

What do you need to do?

# PLANNING FOR IMPLEMENTATION

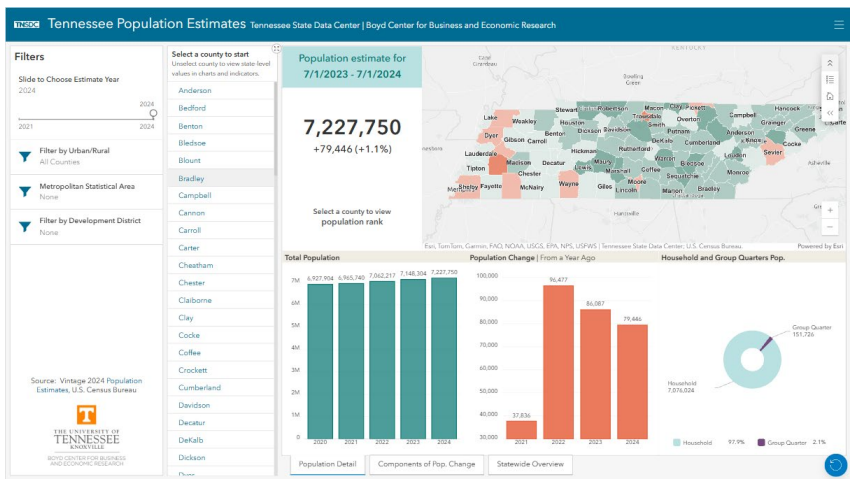
# Are the municipal limits shown in the Census Bureau's maps correct?

- Housing unit counts based on Census Bureau boundaries
- Contact Comptroller's [Division of Property Assessments](#)
  - Report annexations
  - Correct errors
  - **March 1, 2026 deadline** for Vintage 2026 Population Estimates



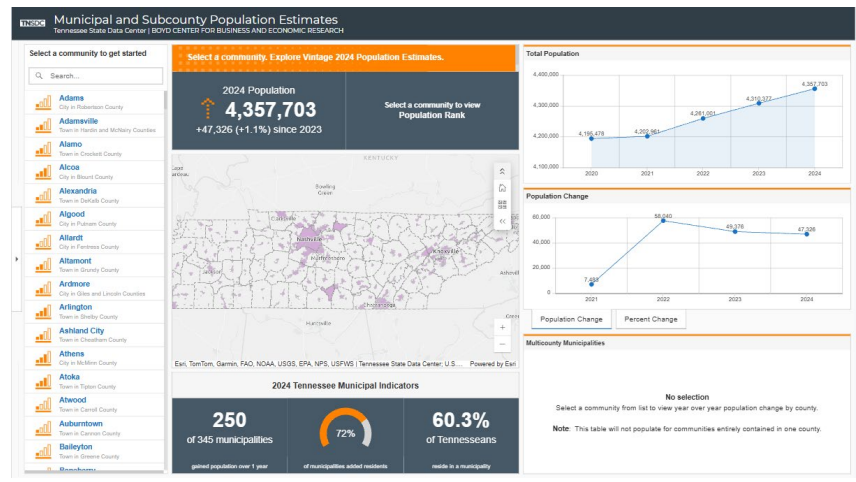
# Check County and Municipal Population Estimates on TNSDC Dashboards

## County Estimates (v. 2024)



[tiny.utk.edu/co\\_est\\_202x\\_dash](https://tiny.utk.edu/co_est_202x_dash)

## Municipal Estimates (v. 2024)



[tiny.utk.edu/sub\\_est\\_202x\\_dash](https://tiny.utk.edu/sub_est_202x_dash)

# Think about what the change means for your town:

## Population Proportion Change for Anytown, TN

State sales tax revenues are “distributed ...in the proportion as the population of each municipality bears to the aggregate population of all municipalities within the state...”

– TN Code § 67-6-103(a)(3)(A)

	2024	2025	
<b>Anytown, TN Population</b>	1,000	1,500 (+500)	
<b>Aggregate Municipal Population</b>	100,000	100,500	
<b>Anytown Pop. Proportion</b>	0.010 (1,000 ÷ 100,000 = 0.010)	0.015 (1,500 ÷ 100,500 = 0.015)	50% aggregate population increase

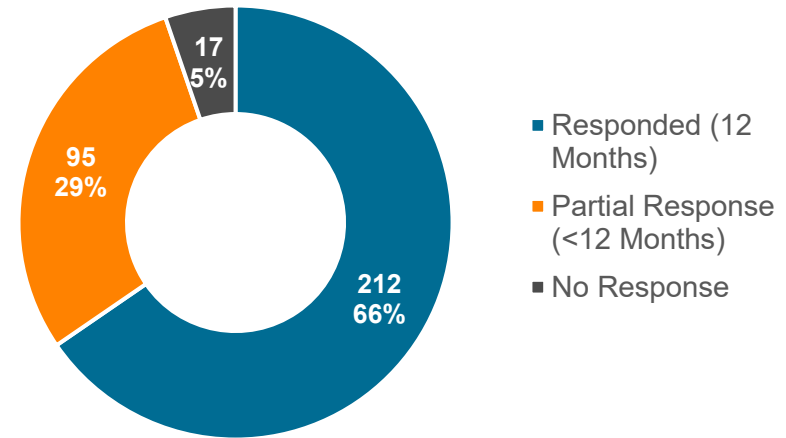
Improving Building Permit Survey Data

# HOUSING UNIT REVIEW

# Change in subcounty housing units affects population and is based on building permits

- U.S. Census Bureau Building Permit Survey (BPS) is primary source of new housing units
- 1/3<sup>rd</sup> of invited communities did not report 12 months of activity

2024 Tennessee BPS Participation

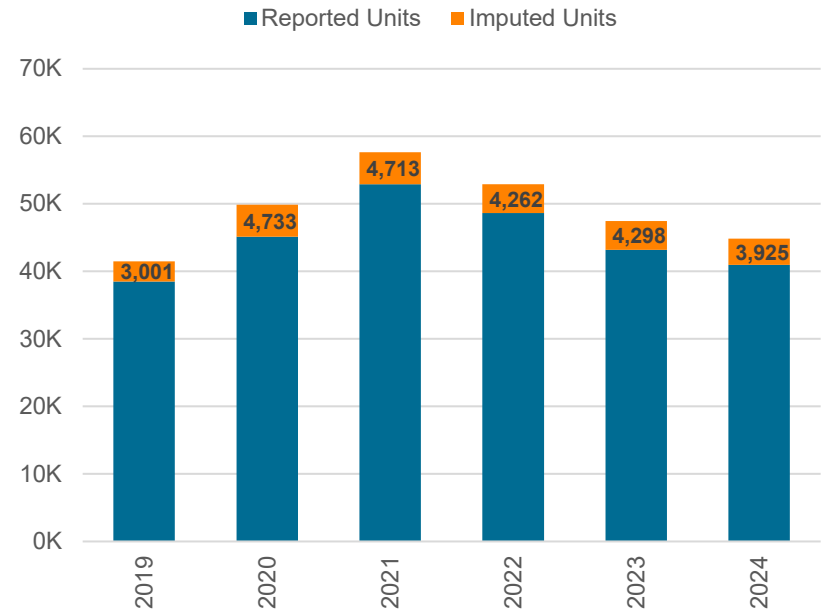


324 Tennessee communities invited to respond to BPS

# What happens if my community didn't respond or provided partial information to the BPS

- Building permits are an important economic indicator
- Permits are estimated for non-responding communities
  - Prior years
  - Southeast U.S. Trends

Reported and Imputed Housing Units



# TNSDC Prioritized Housing Unit Review

---

- All communities invited to review BPS submissions
- Prioritized Review

Incomplete  
data

- Partial or no BPS response

Situations  
where BPS  
lacks detail

- Municipalities in more than one-county
- Permit offices serving multiple jurisdictions

# Do you need to participate in Housing Unit Review?

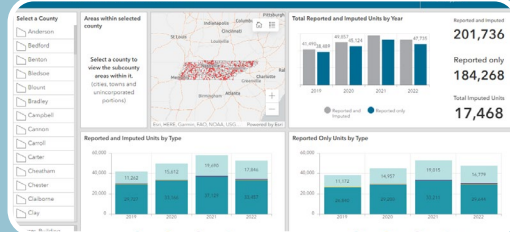
## Tennessee Housing Unit Review: Priority Communities (2025)

There are nearly 450 sub-county areas in Tennessee for which the number of new housing units are reported each year. These include the unincorporated parts of the state's 95 counties and about 350 municipalities. Those annual housing inventory changes are critical for [maintaining accurate sub-county population estimates](#).

The number of housing unit additions in an area are created through estimates derived from the Building Permit Survey. For many areas, these estimates do not require modification because the number of permits authorizing new dwelling construction is accurate. But there are many areas of the state where population estimates could be improved by verifying the accuracy of the reported estimates or by providing additional information to the State Data Center's via the [Housing Unit Review](#) program.

### Imputed Permits

If a community's reports are missing or incomplete, the [number of new housing units may be estimated](#).



## TBOA

*Safer Communities*

**Review:**  
Priority Communities List

**More Detail:**  
BPS Imputation Dashboard

**Improve future outcomes:**  
Talk to your building chief

# What data can be submitted to TNSDC for Housing Unit Review?

---

- Permits covering period from 2019-2024



**NEW SINGLE AND  
MULTI-DWELLING  
UNITS**



**MOBILE HOME  
PLACEMENTS**



**DEMOLITIONS**

# Submitting Housing Unit Review Data

---

- **Record-level list** (Excel, CSV, etc.)
  - Permit date
  - Address
  - County
  - Type
  - Improvement Type
  - Number of units
- Aggregate Data
  - Published reports
  - Websites

# Participate in Housing Unit Review

---

- **Data Format:** No requirement. We can adapt to your format but need required information
- **Deadline:** January 6, 2026
- **Website:** <https://tiny.utk.edu/hur>
- **Contact:** [tnsdc@utk.edu](mailto:tnsdc@utk.edu)

# Tim Kuhn

Director, Tennessee State Data Center

tkuhn@utk.edu

Boyd Center for Business & Economic Research  
**University of Tennessee, Knoxville**



Tennessee State Data Center

Use Q&A feature in Zoom

# QUESTIONS AND ANSWERS

# Questions & Answer:

## Use Q&A feature in Zoom

---

### **Ned Phillips**

Office of Local Government  
Tennessee Comptroller of the  
Treasury

### **Matthew Hill**

Office of Local Government  
Tennessee Comptroller of the  
Treasury

### **Cassie Stinson**

Center for Economic  
Research in Tennessee  
Tennessee Department of  
Economic & Community  
Development

### **Tim Kuhn**

Tennessee State Data Center  
Boyd Center for Business and  
Economic Research, UTK