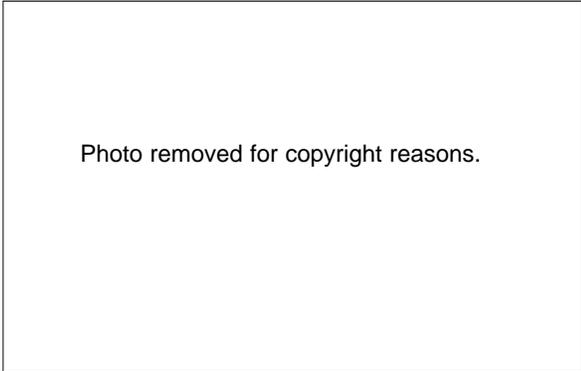


For China, a Census That Really Counts

Tracking down more than 1 billion Chinese citizens is no easy task, but China's government is trying to do just that. Between November 1 and 15, more than 5 million census-takers are visiting China's estimated 350 million households to conduct the fifth national census since the founding of the People's Republic in 1949. The reliability of the data will be a question, to be sure, especially since local officials pay a price if births in their bailiwick exceed targets. Even so, the final tally will be viewed in Beijing as a report card on the government's population stabilization program, possibly leading to a tightening of birth restrictions even as family planning services continue to expand.

The official goal is to be under 1.3 billion. If the census total (due in February) surpasses that figure, some experts believe the government will step up pressure on families to limit births. "I don't think they'll change the rules, but they could get tougher on enforcement," said Susan Greenhalgh, a China population specialist at the University of California-Irvine. Current rules limit most urban couples to one child—two if both parents are only children—while rural residents may have two chil-



All eyes are on Beijing, where reaction to the headcount may mean stricter enforcement of birth limits.

dren. These limits are widely evaded, however, and implemented unevenly throughout China, making enforcement a key issue. The 1990 census revealed higher than expected fertility levels and was followed by a draconian toughening of enforcement, though no clear-cut connection between the two has been documented.

If the government meets its goal, stricter enforcement is not expected to be as high a priority. In some cases, modest

Continued on page 2

The American Community Survey

by Cynthia M. Taeuber

Until Census 2000 data are released, the 1990 census is the official picture of our nation's people and housing. Before 2010, the U.S. Census Bureau plans to update the picture that emerges from the 2000 census with an ongoing American Community Survey "video."

The American Community Survey (ACS) is slotted to replace the decennial census long form by collecting essentially the same information throughout the decade rather than once every 10 years. With updated information, researchers will be able to track changes over time and measure relative differences among population groups and areas (see map on page 4).

The Census Bureau has been developing the ACS since 1996, when it was tested in just four sites. The ACS has since expanded to 31 diverse sites, collecting data that can be com-

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Drawing the Line at 1.3 Billion *Continued from page 1*

adjustments to the urban one-child policy might even be possible. Officials in Shanghai have already granted residency rights to second-born children, giving them access to public education and health care. Any future reforms are likely to be downplayed, however, and coupled with calls for achieving national population targets. "There's a tremendous fear that if they liberalize too quickly, people will rush to have more children," said Greenhalgh, "so there's a go-slow approach to reform."

Experimenting With a New Approach

Whether or not the census results please Beijing, the government will probably continue

rhetoric, and intention," said Joan Kaufman of the Ford Foundation in Beijing, though she quickly pointed out that local approaches vary widely and that much retraining is needed.

China's interest in the quality of family planning services, with increased emphasis on

more customer-oriented approach will fit better into China's changing society.

Although Chinese officials are reportedly happy with the results of the reforms undertaken so far, practical obstacles will impede the expansion of family planning services in the

Family planning service centers have sprung up across China.

reproductive health, stems from the 1994 International Conference on Population and Development, which stressed the value of such services. The State Family Planning Commission (SFPC) first introduced the reforms in 1995, starting with six rural counties and five urban districts in eastern China. The UN Population Fund and the Ford Foundation became involved in funding the reform effort through the SFPC in the late 1990s.

The government's interest in family planning as a means of moderating population growth has also risen as China's economy has shifted from state planning to free-wheeling markets, a transition that has made coercive approaches less workable. The erosion of control has been particularly pronounced in the countryside, where the majority of China's population still resides. Increasingly affluent parents can often afford to pay the fines or bribes necessary to have above-quota children, or simply travel to a new area to escape scrutiny. As a result, while the government claims that the total fertility rate (the average number of children per woman) is 1.8, some Chinese demographers believe the real number lies between 2.0 and 2.3. With traditional controls looking ineffective, the government appears to hope that a

future. Among other problems, shortages of technical expertise and limited funding are key constraints. Financial concerns are compounded by wasteful duplication of services between the family planning service centers and local health facilities, a problem that has sparked heated debate in Beijing.

As for birth restrictions, while officials may tinker with the policy, there is broad consensus in China that controlling population growth remains critical to the country's development. In March, for example, the government announced plans to apply birth limits more strictly to China's ethnic minorities, groups that have been relatively free from such controls in the past. "It would be a fantasy to think that the population stabilization goals will go away—they won't," said Kaufman. "It's how they're pursued that is the question." ■

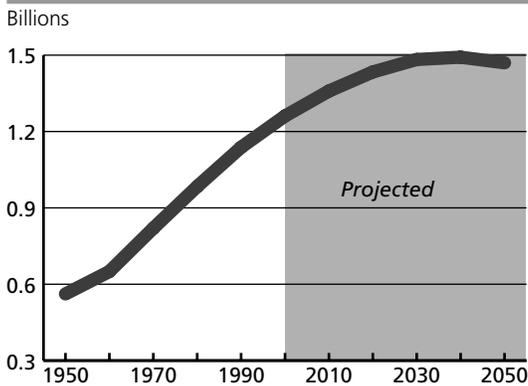
—Bingham Kennedy, Jr.

For More Information:

These organizations offer helpful information:

- The China Population Information and Research Center (www.cpirc.org.cn/eindex.htm)
- The UN Population Fund's China Program (www.unfpa.org/regions/apd/countries/china.htm).

China's Population, 1950–2050



Source: U.S. Census Bureau, International Data Base.

its efforts to improve the availability and quality of family planning services, a movement underway since the mid-1990s. Family planning service centers have sprung up across China, offering method choice counseling, reproductive health services, prenatal care, and premarital counseling. The government estimates that 660 of China's 3,000 counties have participated in the movement so far, marking a sizable shift in how population goals are pursued in some areas. "There has been a sea change in attitude,

Nafis Sadik, Architect of ICPD

by Steven Sinding

This is the final installment in a year-long series profiling people who have influenced thinking about population over the past century. A year's worth of profiles could not do justice to all the people who deserve recognition. We hope that, by bringing you the insights of today's population specialists on the contributions of their predecessors and contemporaries, we have personalized a century of population change and demographic work. For the other profiles in this series, go to www.prb.org and click on Population Today.

Many people think of Nafis Sadik as the symbol of the remarkable new consensus that emerged from the International Conference on Population and Development (ICPD) in Cairo in 1994. This profile is an account of how Dr. Sadik helped make ICPD happen and why she deserves much of the credit for its success.

Nafis is an “in-from-the-field, up-through-the-ranks” leader, with a masterful grasp of population issues. As a young doctor in Pakistan in the late 1950s, she taught rural women and men about family planning. She also helped develop the country's first population policy as a member of the National Planning Commission. After joining the UN Population Fund (UNFPA) in its formative years, Nafis quickly rose to become director of operations, assistant executive director, and then executive director.

I have known Nafis since 1975. When I headed the U.S. Agency for International Development's Office of Population in the early 1980s, she and I worked to minimize disruptions caused by the Reagan administration's efforts to eliminate U.S. population assistance. I knew from the beginning that Nafis was an extremely able program manager; I learned later what a skillful diplomat she is.

In 1992, Nafis was named secretary-general of ICPD. At that time, two political currents with profound implications for ICPD were flowing through the international community. The first was opposition to population policies that placed demographic objectives ahead of women's health. The

second was demand for a more active role for nongovernmental organizations (NGOs) in international political affairs. Nafis' challenge was to channel both in a positive direction.

Rights advocates argued that demographic targets led to heavy-handed, even coercive, programs. Program administrators defended targets as necessary to keep program workers focused. Nafis, a longtime program administrator, was inclined to side with the latter. But as she listened to the impassioned voices of women, she changed her mind. When it was time to draft the conference document, her position was clear: The objective should be to serve individual needs. If that were done well, population growth would take care of itself. That point of view prevailed.

Representatives of international NGOs and foundations urged Nafis to open ICPD to NGOs. Nafis at first hesitated but realized that civil society would not be denied a significant role in future global negotiations. She urged all governments to include NGO representatives in their delegations, and she supported an NGO presence throughout the ICPD process. In turning a political necessity into a virtue, Nafis also helped permanently change the role of civil society in international political conferences.

Perhaps Nafis' most important contribution to ICPD was the introduction of global goals for the year 2015. Speaking before the final preconference meeting in April 1994, she proposed five 20-year goals: increased availability of family planning services; reduced infant mortality; reduced maternal mortality; increased life expectancy; and increased access to education, especially for girls and women. Her proposal demonstrated the interrelationship of key development goals: None could be achieved unless all were achieved.

ICPD culminated a distinguished career: from grassroots doctor to architect of one of the most successful international agreements of the last 30 years—certainly the most important in the history of the global population movement. While many deserve credit for the new ICPD orientation toward population and family planning, Nafis Sadik stands tallest because of her imagination, political skill, and leadership. ■



Nafis Sadik will retire at the end of this year from the UNFPA.

Steven Sinding is professor of clinical public health at Columbia University. He directed population programs at the Rockefeller Foundation from 1991 to 1999, and at the U.S. Agency for International Development from 1983 to 1986.

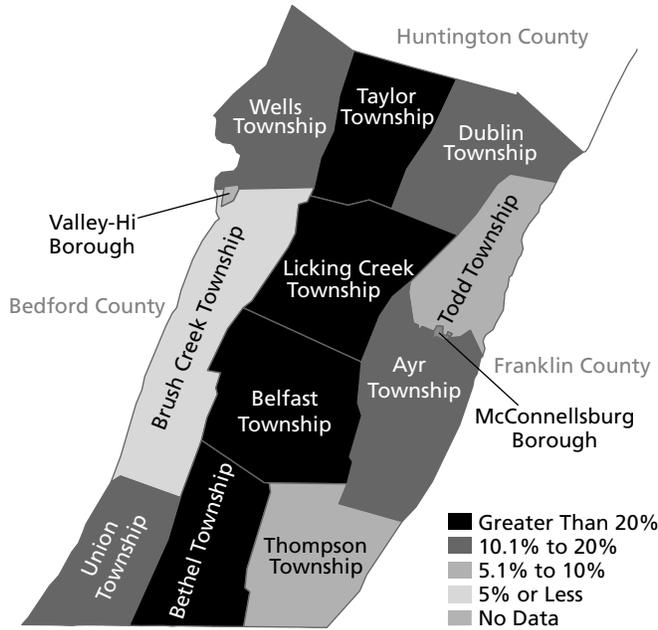
Sequel to the Census Long Form Continued from page 1

pared with Census 2000 results. These comparisons are laying the groundwork for the transition from the long form to the ACS. The plan is to fully implement the survey in 2003 and continue data collection every year thereafter.

Tracking Trends With the ACS

The American Community Survey provides planners in Fulton County, Pa., with updated information about the number and location of poor children in the county.

Percent of children in poverty, by minor civil division as a percent of related children under age 18, 1996



Source: Prepared by the Geography Division, U.S. Census Bureau.

The basic design of the survey is self-enumeration through mail-out and mail-back operations in every county to a representative sample of about 3 million addresses (households and group quarters) across the country. The questions are essentially the same as those on the decennial census long form. Follow-up of those who do not mail back their forms is conducted first by telephone and then through face-to-face interviews with one-third of the remaining nonrespondents.

The results have been encouraging. Effective final response rates for the ACS have been about 97 percent, even during the Census 2000 period, when response rates for the census long form dropped. ACS field staff work full-time in their areas and can explain to local communities how the ACS benefits them. Because of this, the

ACS has not encountered the kind of resistance from respondents that the census long form has engendered.

Since 1996, Census Bureau staff have been meeting with users of the decennial census long form to ensure that the new survey will meet their needs. Among these is a need for reliable data on small areas. The ACS accumulates samples for small areas such as rural areas and census tracts (statistical subdivisions of counties) over multiple years to provide data quality similar to that obtained from the long form. For areas with fewer than 20,000 people, collecting a sufficient sample to provide reliable data will take five years. The first such data release is planned for 2008, and the five-year "moving averages" will be updated every year thereafter to provide, for the first time, the ability to track trends for small areas. Data users have testified to Congress that such updated multiyear averages will show general trends that are more valuable than out-of-date long-form data.

Information updated every year also will open new possibilities for using data. Researchers are considering how the updated trends provided by the ACS can be used to improve needs assessment, predictive models, and estimates of characteristics such as disability and poverty. Geographic Information Systems (GIS) can use the current population and housing information to help community officials monitor and evaluate programs.

As an ongoing survey, the ACS is a flexible vehicle, capable of adapting to changing customer needs. Once it is fully implemented, it can be expanded to accommodate questions of national policy interest and even specialized supplements to help identify the characteristics of special population groups. ■

Editor's Note:

The Census Bureau plans to replace the long form with the American Community Survey, but the decision to do so rests with Congress. Congress decides annually whether to allocate the funding needed to conduct the survey, and will continue to do so after the survey is fully implemented in 2003. The Census Bureau is conducting research to ensure that it and Congress will have the information they need to make final plans for the design of the 2010 census; survey design and questionnaire content are guided by the needs of Congress, federal agencies, and other data users.

For More Information:

Detailed information about the ACS is available on the Census Bureau's website at www.census.gov/acs/www. Multiple years of data for the current sites are available through the American FactFinder, at <http://factfinder.census.gov> and on a free CD-ROM (request by calling 888/456-7215 or by sending an e-mail to: acs@census.gov).

Cynthia M. Taeuber is a program policy adviser for the American Community Survey at the U.S. Census Bureau.

Public Clinics Vital to U.S. Women's Health

Each year 6.5 million women in the United States, most of them poor or low-income and under 30, receive reproductive health services from clinics funded under Title X of the Public Health Service Act.

A new report from The Alan Guttmacher Institute highlights this and other achievements of the clinic system and details the impact on the system of reduced Title X funding.

Over the past 20 years, clinics funded under Title X have helped women avoid some 20 million unintended pregnancies, an estimated 9 million of which would have ended in abortion. Currently, Title X-funded clinics serve:

- One-fourth of the women in the United States who obtain birth control from a health care professional
- One-seventh of the women of reproductive age who receive Pap smears and pelvic exams
- One-fourth of the women of reproductive age seeking HIV tests
- One-third of the women of reproductive age seeking treatment for sexually transmitted diseases other than HIV/AIDS.

Despite the rising costs of diagnostic tests offered by the clinics, the funding they received under 1999 Title X appropriations was 60 percent lower than it was 20 years earlier (after adjusting for inflation).

The report is available on the Web at: www.agi-usa.org/pubs/fulfill.pdf.

Japanese Not Sold on the Pill

One year after Japan's Health Ministry granted regulatory approval to the birth control pill, less than half of 1 percent of women of childbearing age are taking it, according to the *Los Angeles Times*. Although the availability of the contraceptive pill was expected to attract many new users, several factors

appear to be limiting the demand. These include:

- Ignorance among the public and among health care providers after years of anti-pill misinformation
- Restrictions on advertising
- Onerous exams that women must undergo before being given prescriptions
- Reluctance among gynecologists, most of whom are men, to prescribe the pill
- High cost (up to \$950 per year).

The *Times* article cites another factor responsible for Japan's slow response to the pill: the belief that men are the ones who are supposed to make contraceptive decisions. This conviction is borne out by the country's "condom culture." Japan is the world's highest user of condoms (46 percent of couples ages 15 to 49 say they are regular users).

Help Wanted?

In October, the U.S. Congress passed a bill increasing from 115,000 to 195,000 the annual cap on visas for skilled foreign workers. The visas (H-1B) are granted by the Immigration and Naturalization Service (INS) to "nonimmigrant aliens employed in a specialty occupation of distinguished merit and ability." Most of those admitted under the bill, which President Clinton later signed, are sought by employers in the computer industry.

Although computer companies claim that raising the cap is necessary because of a shortage of skilled workers in the United States, members of the Programmer's Guild, the American Engineering Association, the National Urban League, and other groups oppose the legislation. They claim that skilled U.S. workers—including minorities, women, and older workers—are available to fill the positions vacant in the information technology industry. The groups further claim that what the high-tech companies really seek in foreign workers is cheap labor. H-1B visa holders must stay with the employers

that sponsor them, cannot join unions, and may not receive the benefits that American workers would. At the end of six years of work, the foreign employees must return home.

Advocates point out that the bill sets a \$500 visa application fee paid by the employer that will help fund programs to retrain 150,000 U.S. workers for technology jobs and provide 20,000 college scholarships for American students in math and science.

Information on the characteristics of H-1B visa recipients and their sponsors is posted on the INS website: www.ins.gov/graphics/services/employerinfo/h1b3.htm#h1b. For more on this topic, see the "Spotlight Statistic" on page 7.

The Food Deficit

The daily diets of 826 million chronically hungry people in the world lack an average of 100 to 400 kilocalories, robbing these individuals of the energy they need to lead an active life and making them susceptible to disease. To target resources effectively, the UN Food and Agriculture Organization (FAO) stresses that measuring the "depth" of hunger in this way is just as important as totaling the number of people who are hungry.

In *The State of Food Insecurity in the World 2000*, the FAO classifies countries according to the prevalence and depth of hunger of their populations. Countries with the greatest depth and highest prevalence (more than 34 percent of the population undernourished) of hunger include Afghanistan, Bangladesh, Haiti, North Korea, Mongolia, and 18 countries in Africa. Some countries that were part of the Soviet Union (Armenia, Georgia, Tajikistan, and Azerbaijan) rate only one category higher, with 20 percent to 34 percent of their people undernourished.

The report is available on the Web at: www.fao.org/news/2000/img/sofi00su-e.pdf. ■

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Population Today is published 8 times a year by the Population Reference Bureau (PRB). PRB is the leader in providing timely, objective information on U.S. and international population trends and their implications. PRB informs policymakers, educators, the media, and concerned citizens working in the public interest around the world through a broad range of activities including publications, information services, seminars and workshops, and technical support. PRB is a nonprofit, nonadvocacy organization. The views and opinions of *Population Today's* contributors do not necessarily reflect those of PRB.

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ISSN 0749-2448

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Numbers You Can Use

Latest data and estimates

Speaking Graphically

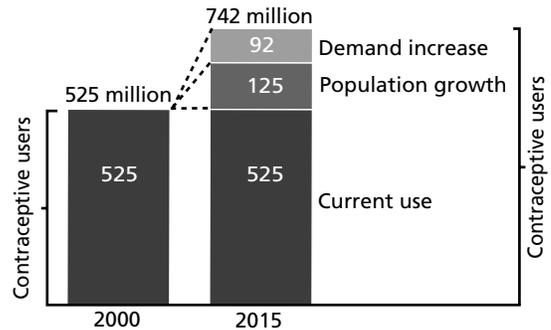
The Growing Need for Family Planning

According to a recently released report from the UN Population Fund (UNFPA), the number of users of family planning services in less developed countries is expected to grow from 525 million to 742 million by 2015—an increase of more than 40 percent.

Approximately half of the increase will result from the rising number of women in their childbearing years (ages 15 to 49) in these countries. The number of women in this age group will grow by more than 20 percent in the next 15 years, from 1.26 billion to 1.55 billion. The rest of the increase will result from increased demand as more people adopt family planning to space and limit births.

Projected Increase in Contraceptive Users, 2000-2015

Millions of women ages 15-49, less developed countries



Source: UN Population Division, *World Population Prospects: The 1998 Revision*; and UNFPA, *The State of World Population 2000*.

Estimated World Population

As of Nov. 2000 6,095,000,000
Annual growth 82,000,000

Source: Extrapolated from the mid-2000 population on PRB's 2000 *World Population Data Sheet*.

Estimated Population of the United States

As of Aug. 1, 2000 275,619,000
As of Aug. 1, 1999 273,197,000

Source: From the U.S. Census Bureau, total monthly population estimates. Totals include armed forces overseas.

U.S. Vital Stats

12 Months Ending With October

	Number		Rate	
	1999	1998	1999	1998
Live births	3,931,000	3,940,000	14.4	14.6
Fertility rate	—	—	65.3	65.9
Deaths	2,351,000	2,340,000	8.6	8.7
Infant deaths	27,000	27,300	6.9	6.9
Natural increase	1,580,000	1,600,000	5.8	5.9
Marriages	2,318,000	2,214,000	8.5	8.2
Divorces	—	—	4.1	4.2

Note: Fertility rate is given per 1,000 women ages 15-44; infant deaths per 1,000 live births; other rates per 1,000 population. Number of divorces not available.

Source: National Center for Health Statistics, *National Vital Statistics Reports* 48, no. 10 (2000).

Spotlight Statistic:

Who Are the Skilled Foreign Workers? H1-B Visa Holders, October 1999 to February 2000

Top Two Countries of Origin	43% India 10% China
Primary Occupations	54% Computer-related 13% Architecture, Engineering, and Surveying

Source: Immigration and Naturalization Service, "Characteristics of Specialty Occupation Workers (H-1B): October 1999 to February 2000" (Washington, DC: INS, June 2000). For more information on the revised number of skilled foreign workers that Congress has voted to allow into the United States, see "In the News" on page 5.

The Season for Giving

'Tis the season to be jolly—and generous. Just how generous are Americans? Are they more likely to give to the Salvation Army bell ringer posted at the shopping center or to some other cause? What about giving of their time? And how does the United States compare on both fronts with other countries?

An index of charitable giving by state, released this fall, shows wide variations in giving among U.S. taxpayers. Residents of New England and some Midwestern states appear to be stingy, while those in the South and Mountain West give more liberally (see table).

The Generosity Index, prepared by the Boston-based Ellis L. Phillips Foundation, is based on 1998 tax returns. The index measures the relationship between giving and income; it compares states' "ranks" in income and giving, rather than dollar amounts. Only one in four taxpayers itemizes charitable deductions, but independent research indicates that itemizers account for roughly 80 percent of charitable giving.

Data from *Giving USA 2000* by the American Association of Fund-Raising Counsel help put the state comparisons in perspective. *Giving USA* found that giving to religious organizations was the

most common, accounting for 43 percent of total 1999 charitable contributions. The states that topped the Phillips Foundation's list are known to have a strong church presence.

As for donations of time, Independent Sector, a coalition of nonprofits based in Washington, D.C., found that 56 percent of U.S. adults volunteered their time in 1998. This was the highest level since the biennial survey began in 1987.

Generosity Index

Five Most Generous States

Mississippi
Arkansas
South Dakota
Louisiana
Tennessee

Five Least Generous States

Rhode Island
Minnesota
New Jersey
New Hampshire
Massachusetts

Sources: *The Catalogue for Philanthropy Massachusetts 2000* (ed. by the Ellis L. Phillips Foundation); and information from the *IRS Statistics of Income Bulletin*, Spring 2000 (data tables from which were prepared by the National Center for Charitable Statistics, Washington, DC).

Comparing generosity across countries is difficult. Many other more developed countries have higher taxes and more generous welfare states than the United States. To put U.S. giving in some perspective, researchers at the Johns Hopkins University's Center for Civil Society Studies (CCSS) have examined volunteerism. They have gathered data on volunteering in 22 countries, and expressed volunteer hours as a percentage of the total employment in each country (first translating hours spent into full-time equivalent workers, and then calculating the share of that number of workers in the overall workforce).

The CCSS data for the European Union, Australia, Israel, Japan, and the United States put Americans in third place in volunteerism. The top two countries are the Netherlands, where time given to charitable causes amounts to 6.6 percent of the country's workforce, and the United Kingdom, at 6.4 percent. U.S. volunteering amounts to 5.7 percent of the workforce. ■

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