

THE 2010 CENSUS: ENUMERATING PEOPLE LIVING IN GROUP QUARTERS

HEARING

BEFORE THE
SUBCOMMITTEE ON INFORMATION POLICY,
CENSUS, AND NATIONAL ARCHIVES
OF THE
COMMITTEE ON OVERSIGHT
AND GOVERNMENT REFORM
HOUSE OF REPRESENTATIVES
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THE 2010 CENSUS: ENUMERATING PEOPLE LIVING IN GROUP QUARTERS

MONDAY, FEBRUARY 22, 2010

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND
NATIONAL ARCHIVES,
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM,
Brooklyn, NY.

The subcommittee met, pursuant to notice, at 10 a.m., at Brooklyn Borough Hall, 209 Joralemon Street, Brooklyn, NY, Hon. Wm. Lacy Clay (chairman of the subcommittee) presiding.

Present: Representatives Clay and Towns (ex officio).

Staff present: Darryl Piggee, staff director/counsel; Jean Gosa, clerk; Yvette Cravins, counsel; Frank Davis, Anthony Clark, and William Jusino, professional staff members; and Shrita Sterlin, deputy communications director.

Mr. CLAY. Good morning. The Information Policy, Census, and National Archives Subcommittee of the Oversight and Government Reform Committee will now come to order. Without objection the Chair and the panel will have 5 minutes to make opening statements followed by opening statements by any other Members that may arrive.

Let me begin by welcoming all of you to today's oversight hearing of "The 2010 Census: Enumerating People Living in Group Quarters." I also want to say I am so pleased to be here as a guest of Chairman Towns and to be in this stately room.

The purpose of today's hearing is to examine efforts to enumerate group quarter populations as the Census Bureau prepares for the 2010 census.

I want to thank Chairman Towns for his leadership of the Oversight Committee and his recognition of the importance of the 2010 census. I also want to thank him for bringing us here this morning. I always enjoy coming to New York, and especially to Brooklyn. I truly appreciate the hospitality afforded by you and your staff.

Mr. Chairman, as you know, Kings County is one of the hardest counties hit in the United States, so it is important that we are here today to discuss efforts to reduce the undercount in the 2010 census.

The Group Quarters population consist of all persons residing in the United States who do not live in housing units such as single-family houses, apartments and mobile homes. Group quarters consist of nursing homes, military barracks, correctional facilities, juvenile institutions, migrant worker, dormitory, convents and group homes. Group quarters populations are different from housing as a

unit population in counting people in group quarters and is very different from counting people in housing units. Today we will discuss the various sites of group quarters and the special places that contain them.

In the last census universities and military bases and correctional institutions were the most sizable special places. Skilled nursing facilities and assisted living facilities are other examples of special places. The populations are expected to increase with baby-boomers retiring in record numbers.

We want this hearing today to focus on the challenges that the Bureau and the group quarters organizations are facing as we prepare for the 2010 census. We want to know what you think about your plan and how effective you think they will be, and we want your input about how we can improve this process both now and in the next census. Additionally, we want you to reach out and network with the people at organizations that you come in contact with here today to further increase the chance in the county of counting as many people as possible.

It is our hope through our hearing today we will gain a better understanding of the plans for enumerating people living in group quarters during the 2010 census.

And now I yield to Chairman Towns.

[The prepared statement of Hon. Wm. Lacy Clay follows:]

*Statement
Of
Wm. Lacy Clay, Chairman
Information Policy, Census, and National Archives
Subcommittee
Oversight and Government Reform Committee
Field Hearing*

*on
“2010 Census: Enumerating People Living in Group Quarters”
Brooklyn Borough Hall
209 Joralemon Street,
Brooklyn, New York
Monday, February 22, 2010
10:00 a.m.*

**Let me pause to thank Chairman
Towns for his leadership of the
Oversight Committee and his
recognition of the importance of
reducing the undercount of all
populations in the 2010 Census. I also
want to thank him for bringing us to
Brooklyn this morning. I have always**

enjoyed coming to King's County.

Mr. Chairman, I truly appreciate the hospitality afforded by you and your staff.

Mr. Chairman, as you know, King's County is one of the hardest-to-count counties in the United States, so it is important that we are here today to discuss efforts to reduce the undercount in the 2010 Census.

The Group Quarters population consists of all persons residing in the United States who do not live in

housing units such as single-family houses, apartments, and mobile homes. Group quarters are college dormitories, nursing homes, military barracks, correctional facilities, juvenile institutions, migrant worker dormitories, convents, and group homes. Group Quarters populations are different from housing unit populations, and counting Group

Quarters is very different from counting people in housing units.

Today, we will discuss various types of Group Quarters and the Special Places that contain them. In the last Census, universities, military bases, and correctional institutions were the most sizeable Special Places. Skilled Nursing facilities and Assisted Living Facilities are other examples of Special Places; their populations will increase

with the Baby Boomers retiring in record numbers.

We want this hearing today to focus on the challenges that you and your organizations are facing as you prepare for the Decennial. We want to know what you think about your plans and how effective you think they will be. And we want your input about how we can improve this process, both now and in the next Census.

Additionally, we want you to reach out and network with the people and organizations that you come in contact with here today, to further increase the chances of counting as many people as possible.

It's this Subcommittee's hope that through our hearing today we will gain a better understanding of the plans for enumerating people living in

**group quarters during the 2010
Census.**

Mr. TOWNS. Thank you very much, Chairman Clay. First of all, let me welcome you to Brooklyn. And you're right, we had some problems in the past in terms of making certain that we get an accurate count, but I also need to point out that was before we—let me make that very clear.

The 2010 census is a top priority for the committee. It has been following it very closely. With only 6 weeks to go until census day on April 1st, we want to make sure that the Census Bureau and our constituents are ready for it. A fair and accurate census is the only way we have to ensure fairness, and we join in the recognition of enforcement of Members of the House and distribution of vital services and benefits to those who need it the most.

Chairman Clay, it is my hope that this hearing will provide an opportunity for the members of this committee to hear about the preparation the Census Bureau has made to make sure that we get the most accurate and complete census count ever. Several challenges to a successful census, of course, remain, but it is not too late for us to work together to address them.

Let me make it very clear, I am not interested in the blame game, I'm interested in the correction game. We are concerned today about the counting of people living in what we call group home quarters. This includes people living in group situations such as college, dormitories, nursing homes, military barracks, prisons, juvenile institutions, migrant workers, convents and group homes. The Census Bureau counts people according to where they reside on census day April 1st, even if that is not their permanent address.

In the past weaknesses within this system as well as other problems have led to some people being counted twice, some people being missed entirely. Past censuses have not treated all communities equally. Historically many communities have been underserved by this census count. Many millions of the people out of the population count. With millions of dollars in Federal and State funding tied to the count and with so many in our community that need our help, we cannot accept that this time around.

The Census Bureau and the Government Accountability Office have studied the undercount very closely and we look forward to hearing from them today as they address this issue. They share our concerns about the harm that has been done to historically undercounted communities, and I hope you share our commitment to making this right. In order to do that we must put more resources into those areas that have been undercounted. We cannot continue doing the same thing and then expecting different results.

I look forward to working with you, Chairman Clay, and the members on this committee as we continue our extended oversight of the 2010 census. It is a critical constitutionally mandated function, and we need to make sure we get it right.

I also look forward to hearing from our witnesses whose continued hard work has brought us to where we are today. And we will help and it will help us ensure that we have the most accurate and complete census count ever. We want to let the Census Bureau know that we are eager to do our part to help make this happen. And, of course, in order to do it, we might have to make some changes based on information that might come forward in a hear-

ing of this nature, and I'm hoping that there is the flexibility coming from some of the leadership.

On that note, Mr. Chairman, I yield back the balance of the time.

Mr. CLAY. Thank you so much, Chairman Towns.

[The prepared statement of Hon. Edolphus Towns follows:]

Statement of Rep. Edolphus "Ed" Towns

**Committee on Oversight and Government Reform
Subcommittee on Information Policy, Census, and National Archives**

Monday, February 22, 2010 at 10:00 a.m. at Brooklyn Borough Hall

Thank you, Mr. Chairman. The 2010 Census is a top priority for the Committee, and I have been following it very closely. With only six weeks to go until Census Day on April 1st, we want to make sure that the Census Bureau and our constituents are ready for it. A fair and accurate census is the only way we have to ensure fairness in redrawing Congressional districts, apportionment of members of the House and distribution of vital services and benefits to those who need them most.

Chairman Clay and I share the goal of making sure that everyone is counted fairly. We are confident in the progress the Census Bureau has made while preparing for this decennial census.

Today will be a great opportunity for all of us to hear about the work they have put into what we all hope will be the most accurate and complete Census count ever.

Several challenges to a successful Census remain, but it is not too late for us to work together to address them. In particular, we are concerned today with counting people living in what we call “group quarters.” This includes people living in group situations, such as college dormitories, nursing homes, military barracks, prisons, juvenile institutions, migrant worker dormitories, convents, and group homes. The Census Bureau counts people according to where they reside on Census Day, April 1st, even if they are not there permanently.

In the past, weaknesses within this system as well as other problems have led to some people being

counted twice and some people being missed entirely. Past censuses have not treated all communities equally. Historically, many communities have been underserved by decennial census counts, leaving millions of people out of the population count. With millions of dollars in federal and state funding tied to the population count and with so many in our communities in need of help, we cannot accept that this year. Communities like this one, here in the 10th Congressional District of New York, as well as other communities in New York, have suffered because of undercounts. Chairman Clay's district has suffered from the undercount as well, and as head of the Subcommittee on Information Policy, Census, and National Archives, he has worked hard to help ensure that all of our communities are counted fairly. I thank him for his continued leadership, and I thank the members of the

Subcommittee for their continued commitment to addressing this issue.

The Census Bureau and the Government Accountability Office have studied the undercount very closely, and we look forward to hearing them address it today. They share our concerns about the harm that has been done to historically undercounted communities, and they also share our commitment to making things right.

I look forward to working with Chairman Clay and other members of the Subcommittee and the full Committee as we continue our extensive oversight of the 2010 Census. It is a critical, constitutionally-mandated function, and we need to make sure we get it right. I also look forward to hearing from our witnesses, whose continued hard work has brought us to where we are today and will help to ensure that we

have the most accurate and complete Census count ever. We want to let the Census Bureau know that we in Congress are eager to do our part to help make that happen.

Thank you, Mr. Chairman, and I yield back.

Mr. CLAY. I appreciate your opening statement, especially the part about we cannot continue to do the same thing over and over again. You're absolutely correct.

Now we will move to the testimony portion of this hearing and I will introduce our panel. The first witness will be Dr. Robert Groves, the Director of the U.S. Census Bureau. Dr. Groves began his tenure as Director on July 16, 2009. Earlier he was the Census Bureau Associate Director for the Statistical Design Methodology. In 2008 he became a recipient of a prestigious award in recognition of the time he contributed to the development of the economic statistics. He is the author, the co-author of several articles. He got his bachelor degree in statistics and sociology from the University of Michigan. He also earned his doctorate in Michigan. Thank you for being here.

Our next witness is Mr. Robert Goldenkoff, Director of Strategic Issues with the U.S. Government Accountability Office. Mr. Goldenkoff is responsible for reviewing 2010 census and government wide counting reform. Prior research areas have included transportation securities, combative union trafficking, Federal statistics program. He received a BA in political science and a masters of public administration degree from the George Washington University.

Next we will hear from Mr. Peter Wagner, executive director of the Prison Policy Initiative. Mr. Wagner teaches, lectures and writes about the impact of incarceration in the United States. His current focus is on the U.S. Census Bureau counting of the Nation's prison population. He has presented his research at national and international conferences and meetings including to key note directors at Harvard and Brown Universities. Thank you for being here, Mr. Wagner.

Our final witness will be Professor Thomas Ellett, associate VP for student affairs at New York University, which has an exemplary university housing system in the United States and the largest among private schools. He currently oversees a significant student affairs unit at NYU including residential life. He is an adjunct associate assistant professor in the Steinhardt School of Culture Education in New York. Professional Ellett received his Ph.D. from Fordham University right here in New York. And I thank all of our witnesses for appearing here today and look forward to your testimony.

It is the policy of the committee to swear in all witnesses before their testimony. Please stand and raise your right hands.

[Witnesses sworn.]

Mr. CLAY. Thank you. You may be seated.

Let the record reflect that the witnesses answered in the affirmative.

I ask that each of the witnesses now give a brief summary of their testimony. Please limit your summary as I have mentioned, and it will be included in the hearing record.

Dr. Groves, you may begin with your opening statement.

STATEMENTS OF ROBERT GROVES, DIRECTOR, U.S. CENSUS BUREAU; ROBERT GOLDENKOFF, DIRECTOR, STRATEGIC ISSUES, GOVERNMENT ACCOUNTABILITY OFFICE; PETER WAGNER, EXECUTIVE DIRECTOR, PRISON POLICY INITIATIVE; AND THOMAS ELLETT, ASSOCIATE VICE PRESIDENT, STUDENT AFFAIRS, NEW YORK UNIVERSITY

STATEMENT OF ROBERT GROVES

Dr. GROVES. Chairman Towns, Chairman Clay, it's great to be with you today here in New York.

First, it's important for me to start by noting that the 2010 census has begun. We began on January 25th in a little native village in Alaska called Noorvik, and we are mounting operations almost daily to build on that.

Our advertising campaign is on the air and in print. The purpose of that campaign, it's important to get the word out about the census. Our data shows that knowledge, public knowledge about the census is at an all time low for the decade.

In my last testimony in front of this committee I noted a set of future activities and risks that existed in the late fall. We're 60 days away from census day right now. We've addressed many of those preparations for future activities. Some risks still exist. I'm happy to talk about them later, but we have notable achievement.

All roughly 500 census, local census offices are open, staffed, equipment is in place, computer networks are working to serve them. We are now recruiting for the big push of census staff that will hit the field. We now have over 2.4 million applicants in the pool. We're on schedule for that. We have exceeded our goals. We had a goal of about 120,000 partnership organizations that helped us get the word out. Just last week that number is now 200,000. This is a fantastic comment, I think, on this country's willingness to work with us to get the word out about this census. We have 9,600, nearly 10,000 complete count committees around the country. Most of those are government base, some are with private sector workers.

We're on track with all the printing of forms. In a matter of days they'll be 425 semi-trailers that will leave our warehouses filled with forms that will hit post offices around the country. We started on February 1st group quarters advance visits that are key to the issue that we're discussing today, I'll be happy to expand on that. And then we delivered to the postal service about 10 million advance letters to update these areas. So, a lot is happening right now, the pace is picking up.

But let me turn to the chief focus on this hearing—the enumeration of so called group quarters, well defined by both chairmen in their remarks.

I think it's important, what I'll do is basically give a lot of basic definitions that give the historical background of why the census has done what it does. We use what is called the usual residence rule. This is based on the Census Act of March 1790, where the first Congress expressed the mandate that we would count people in their usual abode. Since the first Congress contained a lot of the Founding Fathers as Members we interpret that as the will of those who wrote the constitution. The concept of usual residence

remains intact today. The usual residence rule is intended to count people once and in the right place, that is where they generally eat, sleep and work most of the time. So, the question of pertinence to us today is how does that logic apply to group quarters.

What I'd like to do is go through some major types of group quarters to give you a sense of how this is applied. Let's begin with prisons and jails. We count prisoners and have done so every decade of our lives in those facilities because that is where they live and sleep most of the time following the usual residence rule.

In prisons, which are generally State or Federal facilities, by way of definition that incarcerates those convicted in criminal court and sentenced to terms for more than a year. In contrast, jails contain people incarcerated who are pending some sort of adjudication process.

In those facilities the Bureau seeks to get an individual census record filled out by each prisoner. For practical and logistical constraints in those facilities, we can't do that always. Despite our efforts for security and other reasons and because of the wishes of those who control the prison, we sometimes rely on administrative records. That is an issue in counting of group quarters in general, individual census records versus administrative records.

Let me turn to colleges and universities and seminary dormitories. College students fall into several categories. There are those living away from their parental home while attending college. They are counted at the residence where they live and sleep most of the time where they are on April 1st. Foreign students studying in the United States are counted at their household location, generally in college provided housing or off campus housing. U.S. students traveling and are studying abroad are excluded from the 2010 census as they have been for every census for many decades.

The only students enumerated as part of the group quarters operation are students living in a dormitory, fraternity or sorority or any other housing arrangement provided by the college, university or the seminar. College students in apartments, off campus and other residential addresses will receive a census questionnaire in the mail just like most households in the United States.

Let me turn to health care facilities, a major component of the group quarters population. They are quite complex for us to do censuses in because they're so diverse. The operation in health care facilities enumerates inhabitants of long-term facilities such as nursing homes and various forms of assisted and unassisted living facilities. Group quarters operations also counts inhabitants of hospitals that are in mental and psychiatric units, long-term care units, hospice units and patients with no disposition or exit plan.

Just as in prisons, census attempts a self enumeration process. We do this in conjunction with hospital staff whenever possible. There are enumerators which show up at a facility, ideally consult with the staff, develop a plan for the distribution of these individual census requirements to the residents. As with prisons we must exert or must implement some flexibility on this because of the health status of individual patients and the need for extreme confidentiality under regulations governing health care units.

Let me now turn to a decision we've made in the last few days with regard to releasing counts, census counts of residents of group

quarters that we're planning for May 2011. For the first time we will supply block level counts as defined by Public Law 94-171 used in redistricting activities in the State. We will supply those at the end of March 2011. In talking to those concerned, external stakeholders about these things, we also learned that another tabulation would be useful for those involved in redistricting, and as it turns out in our own count question resolution programs that looks for anomalies in census counts.

So, for the first time we will submit for—we will release a table from our Summary File 1 product plan, it's called traditionally the P-41 table. Some of those in the audience may recognize the P-41 table. We're going to do that earlier than ever before.

That provides counts of the total universe of group quarters, institutionalized and non-institutionalized populations, that will include counts down to the block level of those in correction facilities, juvenile facilities, nursing/skilled nursing facilities and other facilities. It will also include counts of college students in dorms, those in military quarters and other non-institutionalized facilities. As I said, we'll provide these down to the block level. We will provide it over a file transfer protocol downloadable from the Web for users in the redistricting process.

I want to close by reaffirming the Census Bureau's commitment to an accurate count in the 2010 census. I also want to note, as evidenced by this hearing today, our commitment to work with the data user community throughout the country that needs information for a diverse set of purposes.

I'd also like to stress that the Census Bureau does not participate in any redistricting activities. Our job is a completely non-partisan objective enumeration of the population. Simply put, the Census Bureau collects individual information and reports aggregates based on it. Fittingly, the Founding Fathers left it to Federal, State and local governments to use the information for their political purposes. In that vein, the Census Bureau endeavors to compile the group quarters information in the Summary File I mentioned for its key data users and supply it as early as possible.

I want to close by noting I believe the 2010 census is on track to be a successful one. We are in a very critical time. We need every political, social and religious leader to get the word out that participating in the census is in all of our hands. I look forward especially to working with the committee in the coming months to let you know how we're doing and how the country is proceeding on this task.

Mr. CLAY. Thank you so much, Dr. Groves, for your testimony.
Dr. GROVES. Thank you.

[The prepared statement of Mr. Groves follows:]



**PREPARED STATEMENT OF
ROBERT M. GROVES
DIRECTOR
US CENSUS BUREAU**

**Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee**

*Monday, February 22, 2010
Field Hearing
Brooklyn Borough Hall
209 Joralemon Street
Brooklyn, New York*

***2010 Census: "Enumerating People Living in Group
Quarters"***

Chairman Towns, Chairman Clay, Ranking Member McHenry, members of the Committee, I appreciate this opportunity to once again testify before you about the 2010 Census.

First, the most important announcement I have to make to you today is that the 2010 Census is underway. Our work started on Monday, January 25, where we began an enumeration in Noorvik, an Alaska Native village in the Northwest Arctic Borough, 30 miles north of the Arctic Circle. That event, although costing nearly \$85,000, generated an audience of over 80 million people who were reminded that the 2010 Census is upon us. To reach that number of people through paid media would have cost at least \$10-\$15 million.

Also, our advertisements are on the air and in print. With our kickoff event in New York City on the Today Show and similar events around the country during the first week of January; we are well on our way to executing the largest non-military mobilization in the United States to count every resident in America.

In my last testimony, I noted a list of future activities and risks that needed to be addressed in late fall 2009. I can report that with less than 50 days away from Census Day, April 1, 2010, we have addressed many of these and we are ready to go. All 494

local census offices are open, staffed, with equipment in place, to serve the public. Recruiting for field operations is well ahead of our goals, even in hard-to-count areas. Just over 2.4 million potential hires have been recruited. We can boast over 200,000 partnerships formed around the country with organizations and communities ready to help us raise awareness and increase participation rates. There are 9,600 Complete Count Committees, of which 6,800 are government-based, poised to work with us to raise awareness. We are on track or ahead of schedule with all of our forms printing: 210 million enumerator forms are printed; 44.5 million group quarters enumeration forms are printed; 97 percent of 169.5 million Mailout/Mailback, Update/Leave, and Replacement Mailing questionnaires are printed; 70 percent of 13.5 million bilingual questionnaires are printed; and, 79 percent of 132 million advanced letters are printed. Lastly, on February 1, 2010, we started the group quarters advance visits, the precursor to group quarters enumeration, where we work with group quarters administrators and devise the best method for counting their residents. Last week the first advance letters were mailed to about 10 million homes that will receive census forms hand-delivered by our staff.

Let me now turn to the chief focus of this hearing – the enumeration of group quarters, the facilities that house many people, often unrelated to one another, in more or less permanent manner. A group quarters is a place where people live or stay that is normally owned or managed by an entity or organization providing housing and/or services for the residents. The group quarters operations of the 2010 Census address the enumeration of places such as college dormitories, nursing homes, long-term care facilities, convents, monasteries, orphanages, boarding and rooming houses, jails, prisons, institutions for persons with mental or physical challenges, marinas and others.

The Concept of Usual Residence

It is important to understand one of the guiding principles the Census Bureau uses to help organize our work to count the population – the “usual residence rule”. The Census Bureau’s usual residence rule is grounded in the Census Act of 1790, which governed the very first Census.

“That every person whose usual place of abode shall be in any family on the aforesaid first Monday in August next, shall be returned as of such family; and the name of every person, who shall be an inhabitant of any district, but without a settled place of residence, shall be inserted in the column of the aforesaid schedule, which is allotted for the heads of families, in that division where he or she shall be on the said first Monday in August next, and every person occasionally absent at the time of the enumeration, as belonging to that place in which he usually resides in the United States. (emphasis added)”

It is assumed that “usual place of abode” (usual place of residence) contained in this first Census Act reflects the intention of the Founding Fathers, many of whom were in the First Congress.

The “concept of usual residence” remains intact today. The usual residence rule is intended to count people, once, and in the right place--that is the place where they generally eat, sleep, and work most of the time.

Now, how is this logic applied to those in group quarters?

Enumeration of Group Quarters

Below I explain the procedures involved in counting residents at some of the group quarter facilities we encounter most frequently.

Enumeration of Prisons

Persons living in prisons and jails are counted at these facilities, because this where they live and sleep most of the time.

The enumeration of correctional facilities focuses on the two major types of institutions:

- **Prisons**, which are generally state or federal facilities which incarcerate those convicted in criminal court and sentenced to terms of more than a year.
- **Jails**, which are generally local facilities used to incarcerate those pending adjudication, those convicted in criminal court for terms of a year or less, those held in contempt of court orders and in some cases juveniles awaiting hearings.

Ideally, the Bureau seeks to get an Individual Census Record, a one page census form into the hands of each prisoner for them to fill out. The practical and logistical constraints at each facility will dictate how the enumeration process proceeds. In instances where self-enumeration is not possible we will obtain the data through administrative records. The decision as to whether to use administrative records or self-enumeration procedures is determined facility-by-facility taking into consideration several factors:

Institutional Setting – A halfway house may pose a lighter administrative and logistical burden enabling self-enumeration, whereas an overcrowded state penitentiary may not lend itself to such enumeration procedures.

Security Level – A minimum security prison with a large work release population may not require the same degree of resources from the prison to ensure the safety of Bureau staff as a facility that houses maximum security offenders.

Administrative Preference – A prison administrator or warden may, after assessing the burden and calculating risk, determine the administrative records choice a more administratively sound approach.

Enumeration of College, University and Seminary Dormitories

The Census Bureau established residency rules to define where an individual is counted on Census Day. Federal Courts in the Borough of *Bethel Park v. Stans* upheld this application of the concept of “usual residence.” Accordingly, for the purposes of enumeration, college students fall into several categories:

- College students living away from their parental home while attending college are to be counted at the residence where they live and sleep most of the time (on campus or off campus) on April 1, 2010.
- Foreign students studying in the United States are counted at their household location or in college provided housing.
- United States students traveling or studying abroad are excluded from the Census.

The only students enumerated as part of the group quarters operation are students living in a dormitory, fraternity or sorority house, or any other housing arrangement provided by the college, university or seminary.

College students in apartments and other residential addresses other than group quarters will receive a census questionnaire in the mail like most households in the United States.

The enumeration process begins with a consultation with a college “point of contact” person at an agreed upon time to determine the most effective manner to distribute the questionnaire (Individual Census Report packets) to the students. A confidentiality notice is provided to the point of contact person along with documentation that the data the Census Bureau collects is in compliance with the Family Educational Rights and Privacy Act. The completed Individual Census Report packets are collected and a census worker returns to pick up the census packets within a few days. The enumeration process includes resolving missing and incomplete data with the point of contact person. In addition, the census may conduct the enumeration of college students through administrative records provided by a university.

Enumeration of Health Care Facilities

Health care facilities are a major component of the group quarters operation, and are infused with complexity because of the wide variety of health care-related group quarters situations. This operation enumerates the inhabitants of long-term care facilities, such as nursing homes, and various forms of assisted and unassisted living facilities for senior citizens. These facilities may also include institutions that cater to people with mental illness, or long term physical disability. Group quarters operations also count inhabitants

of hospitals that are in mental and psychiatric units, long term care units, hospice units and patients with no disposition or exit plan.

The Census Bureau allows hospitals to use a self-enumeration process. This means that the hospital staff conducts the enumeration. Ideally, Bureau enumerators would show up at a facility, consult with the staff and develop a plan for the distribution of individual census reports to the residences. The completed Individual Census Report packets are collected and a census worker returns to pick up the census packets within a few days. Census Bureau workers will also accept administrative records from facility staff to use to complete individual census reports. If this cannot be done or is not preferable to the institution, the Census Bureau Crew Leader provides all the materials needed for the facility staff to conduct the enumeration. The Bureau ensures the facility staff are administered the oath to protect and maintain the confidentiality of the data collected. Census workers will train facility staff on how to perform the enumeration.

We allow self-enumeration for the following reasons:

- Operate under the need for extreme privacy.
- Need to protect standard routine activities against disruption.
- To mitigate potential safety issues for the visiting census staff as well as for the facility's residents.

The enumeration process begins with a consultation with the health care point-of-contact person at an agreed upon time to determine the most effective manner to enumerate their facility. A Confidentiality Notice is provided to the point of contact person along with documentation that the data the Census Bureau collects is in compliance with the Health Insurance Portability and Accountability Act (HIPAA). The enumeration process includes resolving missing and incomplete data with the point-of-contact person.

Release of Summary File

The Census Bureau recently decided to provide an early release of 2010 Census counts of residents of group quarters in May 2011.

We will supply the block-level counts as defined by Public Law No. 94-171, used in redistricting activities in the states by the end March, 2011. We learned in discussions over the past few months with external stakeholders that providing a related tabulation might be useful to them. We also learned that the tabulation would be helpful to our partners in local and state governments, and in our own Count Question Resolution Program, which looks for anomalies in the census counts at low levels of geography.

To serve these needs the Census Bureau is preparing to release a planned table from our Summary File 1 product plan, the P-41 table, a few months earlier than the release of the entire Summary File 1 product, which is scheduled for release June through August 2011. This single table is not a special tabulation or a preliminary table—but an early release of a planned table to facilitate potential uses to a host of data users.

This table will include the total universe of group quarters, which includes two major categories – institutionalized and non-institutionalized populations. Within the

institutionalized category are correctional facilities, juvenile facilities nursing/skilled nursing facilities and other institutional facilities. Within the non-institutionalized category are college/university student housing such as dormitories, military quarters and other non-institutional facilities.

These counts will be provided by state, county, census tract and each census tabulation block. This table will include a total population count for major group quarters types only. It will not include any characteristics such as age, sex or race. We are committing that we can produce this table on an accelerated schedule releasing it by File Transfer Protocol (FTP) only in May of 2011. We understand that most, if not all, users who apply our statistics for redistricting purposes are well served by the FTP medium. Additionally, the provision of this table via FTP provides us with the ability to release this table a little sooner than planned.

What this table provides is a tool for those public officials charged with the responsibility of redistricting their state legislative boundaries the opportunity to assess the significance of group quarters populations in their plans. This table does not remove prisoner populations from their respective census tabulation blocks. This table will not remove group quarters populations from the 2010 census totals. There should be no impact on the distribution of federal, state or local funds based upon the early release of this table. This release is consistent with providing the states with the tools they need to conduct their legislative redistricting.

Conclusion

I want to close by reaffirming the Census Bureau's commitment to an accurate count in the 2010 Census. In addition, the Census Bureau remains steadfast in its pledge to work closely with the data user community, namely the state and local governments who rely on the accuracy of the census. I hope that I have successfully explained how the Census Bureau gathers group quarters data as well as the operational plans regarding the group quarters validation, advance visits, and enumeration. In short, you have the Census Bureau's commitment to conducting a thorough enumeration that includes interviews, facility representatives to distribute questionnaire packets to each resident, and the use of administrative records.

I would like to stress that the Census Bureau does not participate in any redistricting activities. Our job is a completely nonpartisan, objective enumeration of the population. Simply put, the Census Bureau collects individual information and reports aggregates based on it. Fittingly, the Founding Fathers left it to the federal, state, and local governments to use the information for their political purposes. In that vein, the Census Bureau endeavors to compile the group quarters information in the Summary File for its key data users at the state and local level. How those levels of governments choose to use the data is squarely within their realm of authority.

I believe the 2010 Census is on track to being a success. We have asked that every political, corporate, community and religious leader get the message out that the cost and

quality of the 2010 Census is in our hands. I look forward to working with you in the coming months to let you know how we are doing and how we have done.

I thank the Subcommittee for this opportunity and would be happy to answer your questions.

STATEMENT OF ROBERT GOLDENKOFF

Mr. GOLDENKOFF. Chairman Towns, Chairman Clay, I am pleased to be here at Brooklyn Borough Hall this morning to discuss the Census Bureau's efforts to conduct an accurate group quarters count.

As you know, group quarters consist of college dormitories, prisons, nursing homes and similar group living arrangements. Examples of group quarters right here in Brooklyn include Long Island University, Brooklyn Hospital Center and the Crossroads Juvenile Center.

During the 2000 census for a variety of reasons group quarters were sometimes counted more than once, missed or included in the wrong location. However, an inaccurate enumeration is critical because data from the census are used to apportion seats in Congress, redraw congressional districts, and help allocate more than \$400 billion each year in Federal aid to State and local governments. Census data are also used to determine the boundaries of local election districts. So for Brooklyn, as with all localities, an incomplete count could have implication for political representation and the borough getting its fair share of Federal assistance.

During the 2000 census Brooklyn's total population of around 2½ million people, around 39,000 or about 1½ percent lived in group quarters. Although Brooklyn had a smaller percentage of group quarter residents compared to the rest of the United States. The borough's demographic diversity and other socioeconomic factors make sections of Brooklyn particularly hard to count. What's more, Brooklyn's range of group quarters including colleges, group homes, convents and rooming houses, only add to the Bureau's enumeration challenges here.

As requested, my testimony today will now focus on first, the extent to which the Bureau has strengthened its procedures for counting group quarters since the 2000 census. And second, particular challenges and opportunities for an accurate group quarters count in Brooklyn in 2010.

My remarks today are based in part on observations at 38 locations across the country including Brooklyn, the Bronx, Manhattan and Queens. The bottom line is that the operational change that the Bureau has made since the 2000 census position it to more accurately count group quarters. Still, a successful group quarters count, particularly in an area as diverse as Brooklyn remain a challenging task, and special efforts will be needed to ensure complete count.

Now, following the 2000 census, the Bureau developed and tested new procedures to address the difficulties it had in counting group quarters. For example, in preparing for the group quarters count the Bureau moved from a manual to GPS generated matchbox which will help ensure group quarters are counted in the proper jurisdiction. The Bureau also verified group quarter facilities through site visits rather than telephone interviews which should increase accuracy. And then the Bureau combined the conventional housing units and group quarters address listed to a single data base, which would reduce the chances of double counting. The Bureau also used a number of quality assurance procedures such as supervisory review of workers assignment. The actual count of group

quarters residents will start at the end of March and last through mid May.

Brooklyn presents challenges as well as opportunities. Factors such as poverty, high levels of non-English speakers, complex household arrangements, as well as a high percentage of rental and vacant units, multi-unit buildings and crowded housing all contribute to making the borough one of the most difficult areas in the country to count.

Moving forward, in light of these demographic and housing unit challenges, it will be important for the Bureau to carry out remaining group quarters operations on time, according to plan, as well as closely monitored key performance measures to ensure that the group quarters count proceeds on track and quickly address any glitches.

It will also be important for the Bureau to ensure that Census workers have knowledge of the language, culture and living arrangements of each and every neighborhood in the borough.

That said, the Bureau cannot conduct a successful enumeration on its own.

Census forms will soon be arriving at millions of households across the country. It will then be up to each and every one of us to fulfill our civic duty to complete the questionnaire and mail it back. According to the Bureau, each percentage point increase in the mail response rate saves taxpayers around \$85 million and yields more accurate data.

In closing, census day, April 1st, is right around the corner. A few weeks from now the success of the 2010 census will be both literally and figuratively in the hands of Brooklynites and people everywhere across the country.

Chairman Towns, Chairman Clay, this concludes my remarks, and I will be happy to answer any questions that you might have.

Mr. CLAY. Thank you so much, Mr. Goldenkoff.

[The prepared statement of Mr. Goldenkoff follows:]

United States Government Accountability Office

GAO

Testimony
Before the Subcommittee on Information
Policy, Census, and National Archives,
Committee on Oversight and Government
Reform, House of Representatives

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2010 CENSUS

Operational Changes Made for 2010 Position the U.S. Census Bureau to More Accurately Classify and Identify Group Quarters

Statement of Robert Goldenkoff
Director
Strategic Issues



February 22, 2010



Highlights of GAO-10-452T, a testimony before the Subcommittee on Information Policy, Census, and National Archives, Committee on Oversight and Government Reform, House of Representatives

2010 CENSUS

Operational Changes Made for 2010 Position the U.S. Census Bureau to More Accurately Classify and Identify Group Quarters

Why GAO Did This Study

The U.S. Census Bureau (Bureau) is tasked with conducting an accurate count of people living in dwellings known as group quarters as part of the 2010 Census. Group quarters consist of college dormitories, prisons, nursing homes, and other facilities typically owned or managed by an entity providing housing, services, or both for the residents. During the 2000 Census, for a variety of reasons, group quarters were sometimes counted more than once, missed, or included in the wrong location.

As requested, this testimony will focus on (1) the extent to which the Bureau has strengthened its procedures for counting group quarters compared to the 2000 Census, and (2) particular challenges and opportunities for an accurate group quarters count in Brooklyn. The testimony is based on previously issued and ongoing GAO work in New York and elsewhere.

What GAO Recommends

GAO is not making new recommendations in this testimony, but a past report recommended that the Bureau revisit its group quarters procedures to ensure that this population was properly located and counted. The Bureau implemented this recommendation and strengthened aspects of its group quarters procedures. In commenting on a draft of this testimony, the Bureau provided some minor clarifying points.

View GAO-10-452T or key components. For more information, contact Robert Goldenkoff at (202) 512-2757 or goldenkoffr@gao.gov.

What GAO Found

The Bureau developed and tested new procedures to address the difficulties it had in identifying and counting group quarters during the 2000 Census. For example, the Bureau moved from manual to GPS-generated map spots, which should reduce the chance of human error and of group quarters populations being counted in the wrong jurisdiction; moved from a telephone interview to a field verification approach, which should increase accuracy; and combined the conventional housing unit and group quarters address lists into a single address list, which should reduce the chance of double counting.

Moreover, the Bureau implemented a three-pronged approach to locate and count group quarters. The approach consisted of Group Quarters Validation, where temporary census workers visited each group quarter and interviewed its manager or administrator to determine whether the dwelling was a group quarters or some other type of residence. If the dwelling was in fact a group quarters, it was then determined what category it fit under, and its correct geographic location was confirmed. This was followed by the Group Quarters Advance Visit, which is currently under way. Census workers are to verify the location of the group quarters; identify contact officials; and schedule the date, time and other information to help conduct the actual enumeration. The actual count of group quarters residents is conducted during the third phase of the approach, Group Quarter Enumeration from the end of March to mid-May. The effort includes an operation known as Service-Based Enumeration, during which people commonly referred to as homeless are counted. Additional procedures to ensure a complete count of group quarters include a series of quality assurance procedures, such as supervisory review of workers' assignments.

Brooklyn presents challenges as well as opportunities. For example, a planning database the Bureau developed to help it target its resources placed Brooklyn on a list of top 50 U.S. counties with the highest number of people living in hard-to-count areas, based on data from the 2000 Census. Factors that contribute to the hard-to-count designation include poverty levels, high levels of non-English speakers, complex household arrangements, as well as a high percentage of rental and vacant units, multi-unit buildings, and crowded housing.

In light of these demographic and housing challenges, a successful group quarters count will, at a minimum, depend on how well the Bureau executes the following activities: (1) complete remaining group quarters activities on schedule, (2) implement the group quarters quality assurance procedures as planned, and (3) closely monitor key performance metrics to ensure that the group quarters count proceeds on track and quickly address any glitches. It will also be important for the Bureau to ensure that census workers have knowledge of neighborhood culture and living arrangements, and possess the language skills to reach out to residents with limited English proficiency.

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today at the Brooklyn Borough Hall to discuss the U.S. Census Bureau's (Bureau) efforts to conduct an accurate count of people living in dwellings known as group quarters as part of the 2010 Census. Group quarters consist of college dormitories, prisons, nursing homes, and other facilities typically owned or managed by an entity providing housing, services, or both for the residents. During the 2000 Census, for a variety of reasons, group quarters were sometimes counted more than once, missed, or included in the wrong location.

While a few miscounted households might not seem particularly problematic, especially in a nation of more than 300 million people, an accurate enumeration is in fact critical. Data from the census—a constitutionally mandated effort—are used to apportion seats in the Congress, redraw congressional districts, help allocate more than \$400 billion in federal aid to state and local governments, and redraw local political boundaries. Census data are also used for planning purposes by the public and private sectors. Thus, for Brooklyn, as with all localities, an incomplete count could have implications for political representation and getting its fair share of federal assistance.

Because of Brooklyn's demographic diversity and other socioeconomic factors, the Bureau has identified a number of sections of Brooklyn as particularly hard to count. Brooklyn's range of group quarters—including colleges, hospitals, convents, and correctional facilities—only add to the Bureau's enumeration challenges within the borough.

As requested, my remarks today will focus on (1) the extent to which the Bureau has strengthened its procedures for counting group quarters compared to the 2000 Census and (2) particular challenges and opportunities for an accurate group quarters count in Brooklyn.

My testimony today is based on our completed and ongoing reviews of the Bureau's efforts to build an accurate address list, including address canvassing, where temporary census employees go door-to-door verifying addresses, and an initial group quarters operation called Group Quarters Validation, where the Bureau determines whether an address is either a

group quarters or conventional housing unit.⁴ For both reviews, we analyzed key documents, including plans, procedures, and guidance for the selected activities, and interviewed cognizant Bureau officials at headquarters and local census offices. In addition, for address canvassing, we made on-site observations at 38 locations across the country, including Brooklyn, the Bronx, Manhattan, and Queens. Moreover, to examine the Bureau's group quarters activities, we observed the Group Quarters Validation operations at Atlanta, Georgia; Fresno, Los Angeles, and San Bernardino, California; Philadelphia, Pennsylvania; and Washington, D.C.. We selected these locations because of their geographic diversity, variety of group quarters, and hard-to-count populations. We also interviewed officials from the New York City Mayor's Office and the New York City Department of City Planning to obtain their perspectives on the factors that might affect an accurate count in New York City.

On February 16, 2010, we provided the Bureau with a statement of facts for our audit work, and on February 17, 2010, the Bureau provided written comments. The Bureau made some minor clarifying points, where appropriate, we made those changes. We conducted our work in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audits to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

In summary, the operational changes the Bureau has made since the 2000 Census position it to more accurately classify and identify group quarters in the correct geographic location for the 2010 Census. An accurate group quarters count, particularly in an area as diverse as Brooklyn, is a particularly challenging task. Moving forward, it will be important for the Bureau to complete remaining group quarters operations on schedule. Because of tight deadlines, as the enumeration progresses, the tolerance for any operational delays or changes becomes increasingly small. Further, the Bureau needs to implement its group quarters quality assurance

⁴See for example, GAO, *2010 Census: Census Bureau Continues to Make Progress in Mitigating Risks to a Successful Enumeration, but Still Faces Various Challenges*, GAO-10-132T (Washington, D.C.: Oct. 7, 2009), and *2010 Census: Efforts to Build an Accurate Address List Are Making Progress, but Face Software and Other Challenges*, GAO-10-140T (Washington, D.C.: Oct. 21, 2009). Also see the Related GAO Products section at the end of this statement.

procedures as planned, closely monitor key performance metrics to ensure that the group quarters count proceeds on track and quickly address any glitches, as well as ensure that census workers have knowledge of neighborhood culture and living arrangements, and possess the language skills to reach out to residents with limited English proficiency.

Importantly, the Bureau cannot conduct a successful enumeration on its own. Indeed, the decennial census is a shared national undertaking, and with census forms about to be mailed to millions of households across the country, it will soon be up to the public to fulfill its civic responsibility to return the questionnaires in a timely fashion. According to the Bureau, each percentage point increase in the mail response rate saves taxpayers around \$85 million and yields more accurate data compared to information collected by enumerators from nonrespondents. The bottom line, Mr. Chairman, is that Census Day, April 1, 2010, is right around the corner. A few weeks from now, the success of the 2010 Census will be, both literally and figuratively, in the hands of Brooklynites and the nation's residents across the country.

Background

A complete and accurate address list, along with precise maps, form the foundation of a successful census. An accurate address list is critical because, among other reasons, it identifies households that are to receive a census questionnaire. Precise maps are critical for counting the population in their proper locations—the basis of congressional apportionment and redistricting. The Bureau's database of the nation's approximately 134 million addresses is called the Master Address File. It consists of two types of dwellings: housing units such as single-family homes, apartments, and mobile homes, and what the Bureau refers to as group quarters. According to Bureau data nationwide, more than 7.7 million people, or approximately 3 percent of the population, lived in group quarter facilities during the 2000 Census. Of Brooklyn's population of approximately 2.5 million residents at that time, around 39,300 (1.6 percent) lived in group quarters.

In concept, it would appear that an accurate enumeration of group quarters residents would be a relatively straightforward task—after all, dormitories, nursing homes, and prisons tend to be obvious, have fixed addresses, and do not move. Nevertheless, for a variety of reasons, counting the group quarters population can be difficult.

For example, group quarters are sometimes hard to distinguish from conventional housing units (see fig. 1), or the address of an administrative building might be in a separate geographic location than where the residents actually live, as was sometimes the case with prison complexes. In prior work, we found that the population count of Cameron, Missouri, was off by nearly 1,500 people because the population of the state's Crossroads Correctional Center was inadvertently omitted from the town's headcount.² Similarly, North Carolina's population count was reduced by 2,828 people, largely because the Bureau had to delete duplicate data on almost 2,700 students in 26 dormitories (see fig. 2) at the University of North Carolina at Chapel Hill (UNC).³ Precision is critical because, in some cases, small differences in population totals could potentially impact apportionment, redistricting decisions, or both.

²GAO, *Data Quality: Improvements to Count Correction Efforts Could Produce More Accurate Census Data*, GAO-05-463 (Washington, D.C.: June 20, 2005).

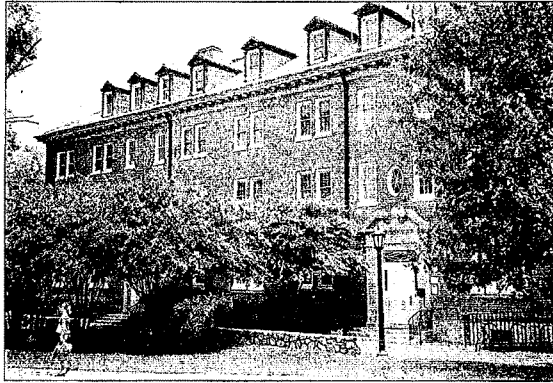
³The students were counted twice because, during the 2000 Census, the Bureau inadvertently included the UNC dormitories on both the group quarters and conventional housing unit address lists (they should have only been on the group quarters list). As a result, two questionnaires were delivered to the dormitories—one distributed by the university, and one sent to them through the mail.

Figure 1: Group Homes Can Resemble Conventional Housing



Source: GAO.

Figure 2: Students in 26 UNC Dormitories Were Counted Twice in the Census



Source: GAO.

Operational Changes Made for 2010 Position the Bureau to More Accurately Classify and Identify Group Quarters

The Bureau developed and tested new procedures to address the difficulties it had in identifying and counting this population during the 2000 Census. For example, the Bureau moved from manual to GPS-generated map spots, which should reduce the chance of human error and of group quarters populations being counted in the wrong jurisdiction; moved from a telephone interview to a field verification approach, which should increase accuracy; and combined the housing unit and group quarters address lists into a single address list, which should reduce the chance of double counting. In addition, following a test of certain census-taking procedures in 2004 that was conducted in Queens, New York, among other locations, we recommended that the Bureau revisit group quarters procedures to ensure that this population was properly located and counted.⁴ The Bureau implemented our recommendation and revised its group quarters procedures to clearly instruct census workers to

⁴GAO, *2010 Census: Basic Design Has Potential, but Remaining Challenges Need Prompt Resolution*, GAO-05-9 (Washington, D.C.: Jan. 12, 2005).

properly correct and delete addresses. Further, to better ensure a more accurate group quarters count, the Bureau employed a three-pronged effort consisting of those operations shown in table 1.

Table 1: Group Quarters Validation Is the First Operation in a Three-Pronged Effort to Accurately Enumerate Group Quarters

Operation name	Dates	Purpose
Group Quarters Validation	9/28/09 to 10/23/09	<ul style="list-style-type: none"> • Determine the status of the address as either a group quarters, housing unit, transitory location, nonresidential, nonexistent, duplicate, or vacant. • Determine the type of facility (i.e., correctional facility, health care facility, military quarters, dormitory, etc.) and confirm group quarters' geographic location. • Verify the name, address, contact name and phone number for group quarters.
Group Quarters Advance Visit	2/1/10 to 3/19/10	Confirm locations of group quarters and identify contact officials to facilitate actual enumeration.
Group Quarters Enumeration	3/30/10 to 5/14/10	Visit each group quarters to obtain a complete list of the names of the people living or staying at the group quarters and enumerate all people living or staying there.

Source: GAO analysis of U.S. Census Bureau information.

The Bureau's three-pronged approach had temporary census workers visit each group quarters and interview its manager or administrator using a short questionnaire during Group Quarters Validation. As stated above, the goal was to determine whether the dwelling was a group quarters or some other type of residence. If the dwelling was in fact a group quarters, it was then determined what category it fit under (e.g., boarding school, correctional facility, health care facility, military quarters, residence hall or dormitory, etc.), and its correct geographic location was confirmed. Accurate classification of group quarters is important to ensure that the correct enumeration methodology is used and the data are tabulated correctly.

This is followed by the Group Quarters Advance Visit operation, which is currently underway. During the advance visit, census workers verify the location of the group quarters and identify contact officials, schedule the date and time of the actual enumeration, and collect other information to help conduct the actual enumeration.

The actual count of group quarters residents is conducted during Group Quarter Enumeration. The effort includes an operation known as Service-Based Enumeration, during which people commonly referred to as homeless are counted.⁶ While this count is always important, the large number of home foreclosures the nation has experienced adds to the operation's significance in 2010. Military bases and military/maritime vessels are also enumerated as part of group quarters.

For the 2010 group quarters operations, the Bureau drew from a number of sources to build its list of potential group quarters addresses including data from the 2000 Census, address submissions provided by state and local governments, Internet-based research, and group quarters located during door-to-door address canvassing. During the first of the three group quarters operations (Group Quarters Validation), approximately 25,000 temporary workers identified over 240,000 group quarters facilities from a workload of over 2 million potential group quarters in both the United States and Puerto Rico. The remaining approximately 1.76 million addresses were identified during Group Quarters Validation as conventional housing units, transitory locations, nonresidential, nonexistent, or duplicates. All addresses that were verified as housing units or transitory locations were added to the appropriate address extracts for subsequent enumeration operations. In addition, over 7,000 addresses from the Group Quarters Validation workload could not be properly processed in the Bureau's database because they were returned with insufficient information. However, a contingency plan was implemented to ensure that these locations were included in the census.

To further ensure an accurate group quarters count, the Bureau employs a number of quality assurance procedures. For example, key quality assurance procedures for the completed Group Quarters Validation operation included field observations of workers' performance by supervisors known as crew leaders. Crew leaders also reviewed workers' completed assignments each day, while Quality Control Clerks conducted

⁶Service Based Enumeration is a method of data collection designed to count people at facilities that primarily serve people without conventional housing in the United States and Puerto Rico. These facilities include emergency or transitional shelters, soup kitchens, and regularly scheduled mobile food van stops. In addition, Service Based Enumeration counts people at targeted nonsheltered outdoor locations where people might have been living in March (before Census Day, April 1) without paying to stay there and who did not usually receive services at soup kitchens, shelters, or mobile food vans.

among other things, to address the difficulties the Bureau had in trying to identify and count this population during the 2000 Census, and to refine its definitions of the various types of group quarters to make it easier to accurately categorize them. The Bureau determined that the test was a success based on follow-up interviews. Out of the 38 follow-up addresses in Queens, 34 were classified correctly (89.5 percent).

Nevertheless, the counting of group quarters is still a challenging task. In addition to some of the demographic challenges noted above, our observations of the Group Quarters Validation operation highlighted other potential trouble spots. For example, we observed that while the effort generally proceeded as planned, some temporary census workers were concerned that working with paper maps and time cards was time consuming and inefficient, and some had difficulties identifying a manager or administrator from whom to obtain necessary information about the facility. Importantly, our observations were limited and we do not know how pervasive these and other issues might have been, if at all.

More recently, a senior New York City official told us about some of the local challenges in counting group quarters, including complex housing arrangements. He noted that the city has buildings with a large number of apartments, where part of the building consists of conventional housing units and the other part is group quarters. Such situations occur, for example, in housing people with special needs or buildings with assisted-living occupants. When this occurred, during door-to-door address canvassing, the temporary census workers removed the building from the list of conventional housing units and added it to dwellings to be visited during the Group Quarters Validation operation.

In addition to these mixed-use building situations, the New York City official told us that in cases where buildings have a large number of occupants and have been subdivided into various configurations, it can be very difficult to determine whether the building is a housing unit or group quarters dwelling. While this is an issue for all of New York City, it is particularly problematic in Queens and Brooklyn. The official told us that with some buildings, it is extremely difficult to draw a line as to where the occupation of apartments in a building by an extended family ends and a group home situation begins. This is especially true where language barriers and fear of government may be commonplace.

In hiring census workers, the Bureau attempts to employ people familiar with local living conditions and who possess the language skills needed for particular communities. Further, the Bureau has translated questionnaires

into 5 different languages and has language assistance guides available in 59 different languages to help people complete their questionnaires. Other tools to help those with limited English proficiency, such as telephone questionnaire assistance, are available as well.

In light of these demographic and housing challenges, a successful group quarters count will, at a minimum, depend on how well the Bureau executes the following activities:

- Complete remaining group quarters activities on schedule. Indeed, the entire census is run on an extremely tight timeline, and as the enumeration proceeds, there is little room for operational delays.
- Implement the group quarters quality assurance procedures as planned, and closely monitor key performance metrics to ensure that the group quarters count proceeds on track and quickly address any glitches.
- Ensure that census workers have knowledge of neighborhood culture and living arrangements and possess the language skills to reach out to residents with limited English proficiency.

Concluding Observations

Mr. Chairman, with little more than a month remaining until Census Day, the Bureau's efforts to enumerate group quarters generally appear to be on track and more robust compared to similar efforts for the 2000 Census, better positioning the Bureau for a complete and accurate headcount. In the coming weeks and months ahead, we will continue to monitor the Bureau's progress in counting group quarters, as well as the implementation of the census as a whole, on behalf of the Subcommittee.

Mr. Chairman and members of this Subcommittee, this concludes my statement. I would be happy to respond to any questions that you might have at this time.

GAO Contacts and Acknowledgments

If you have any questions on matters discussed in this statement, please contact Robert N. Goldenkoff at (202) 512-2757 or by e-mail at goldenkoffr@gao.gov. Other key contributors to this testimony include Peter Beck; Dewi Djunaidy; Richard Hung; Kirsten Lauber; Andrea Levine; Signora May; Catherine Myrick; Lisa Pearson; and Timothy Wexler.

Related GAO Products

2010 Census: Efforts to Build an Accurate Address List Are Making Progress, but Face Software and Other Challenges. GAO-10-140T. Washington, D.C.: October 21, 2009.

2010 Census: Census Bureau Continues to Make Progress in Mitigating Risks to a Successful Enumeration, but Still Faces Various Challenges. GAO-10-132T. Washington, D.C.: October 7, 2009.

2010 Census: Communications Campaign Has Potential to Boost Participation. GAO-09-525T. Washington, D.C.: March 23, 2009.

2010 Census: Fundamental Building Blocks of a Successful Enumeration Face Challenges. GAO-09-430T. Washington, D.C.: March 5, 2009.

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Mr. CLAY. Mr. Wagner, you may proceed.

STATEMENT OF PETER WAGNER

Mr. WAGNER. Thank you, Chairman Towns and Chairman Clay, for having me here today. My name is Peter Wagner, I am executive director of the Prison Policy Initiative. And for the last decade I studied how the Census Bureau counts people in prisons, and we've worked to quantify the policy and legal implications that flow from the technical decisions.

Fairly and accurately counting the prison population matters. On census day, there will be about 2.3 million people incarcerated in this country. That's a population that's larger than the fourth largest city in the country and larger than 15 individual States.

I'd like to just briefly address some of the distortions in representation that flow from the Census Bureau's current practices regarding how incarcerated people are counted, and address some of the long-term changes that will be needed to fully address this problem, while also commending the Census Bureau for making the step to make prisons and other group quarter populations easier to find in the data.

As Dr. Groves mentioned the Census Bureau counts people in prisons as if they actually lived in the correctional facility, and this procedure has been used since the first census in 1790. And while it is the procedure that will be used in this census, it's a growing concern to the State and local governments that changes will be required in the future.

Specifically, the problems occur at the redistricting level. It turns out there's very little impact on how Federal funding is distributed, because most Federal funded formulas are very highly sophisticated formulas that tailors the program to the needs, and so they can directly or indirectly not improve prison populations, so the redistricting implications are pretty significant.

Just yesterday I just got back from a small town in Iowa called Anamosa. It was a town that just recently had a city council ward of 96 percent prisoners. In 2005, there was a city council election and no one ran for office. And a man named Danny Young got up, went to work for the county, came home and found out he had just been elected to the city council. He wasn't a candidate, he didn't vote for himself, but his wife and a neighbor voted him into office. And this sparked a citywide movement to change the form of government in this city so that a situation in wards where they have prisons that are the majority of the ward will go to a large government.

And we discovered that Anamosa is an extreme example, but it's far from unique. Waupun, WI has a district that is 80 percent prisoners. Lake County, TN has a district that is almost 90 percent incarcerated.

What we see in our research around the country, is that when local governments—when citizens of rural county governments that have prisons discover that their prisons are changing the representation that each district has, they asked legislature to change it. So, in the case of Franklin County, NY, the legislature has taken prisoners out.

It's very important about the decision that the Census Bureau has made to make the prison population easier to find that will greatly reduce the burden on some of these rural counties. Franklin County, NY, as I said, always takes the prison population out, and their—but they made two mistakes in the 2000 census to redistricting that would not occur this time.

When they were taking the prison populations out they made a mistake and they also took out a nursing home, and this was the subject of a lawsuit and they corrected it. And then after the district lines became official, they found out that they missed a prison. A prison that they thought was on the county line, that they thought was in the neighboring county turned out to be in another county. So changing how the data was published, will greatly facilitate counties and other local governments that want to know what their actual population is. It will give them the tools they need.

I just want to comment, Dr. Groves was very clear on this, but there's been some confusion. The Census Bureau is not proposing in 2010 to change where people in prison are counted. What they are doing is making it easier for State and county, local governments to find prisons and other group quarter populations in the data.

I'll stop there and be happy to answer any questions.

Mr. CLAY. Thank you so much, Mr. Wagner.

[The prepared statement of Mr. Wagner follows:]

Testimony of Peter Wagner
Executive Director, Prison Policy Initiative
Before the
Census, and National Archives Subcommittee of the
Oversight and Government Reform Committee
February 22, 2010

Thank you, Chairman Towns and Chairman Clay, for inviting me here today. I am Executive Director of the Prison Policy Initiative, a non-profit, non-partisan research organization-based in Massachusetts. For the last decade, we have studied how the U.S. Census counts people in prison and worked to quantify the policy and legal implications flowing from those technical decisions.

Fairly and accurately counting the prison population matters. On Census day, there will be more than 2.3 million people behind bars in this country. That is a population larger than the 4th largest city in this country, larger than 15 individual states, and larger than the combined populations of our 3 smallest states. As this population disproportionately consists of African-American and Latino men, critical civil rights issues are at stake in a fair and accurate count of this population.

In this testimony I would like to explain some of the distortions in representation that result from the Census Bureau's current practices regarding how incarcerated populations are counted, and the long-term changes that are needed to fully address the problem. At the same time, I would like to commend the Census Bureau for recently agreeing to an initial step that will provide more timely data to state and local governments that wish to make their own adjustments for a fairer and more accurate count.

The Census Bureau counts people in prison as residents of the correctional facility. The procedure is that the Bureau contacts correctional facilities prior to the Census, explains what is required and works out the method and timing of the count with the warden or the state Departments of Correction. The Bureau strives to use individual enumeration via census forms wherever possible, and as a last resort uses administrative records to capture the age, sex, race and ethnicity of the population.¹

This is, to a large extent, the method and procedures that the Census Bureau has used since the first Census in 1790. And while it is the procedure that will be used in the 2010 Census, there is a growing concern in state and local governments that changes will be required for the Census in the future.

Specifically, the Census Bureau's 200-year-old decision to count incarcerated people as residents of the census block that contains the prison creates problems for redistricting at

¹ See letter of Acting Census Bureau Director Thomas L. Mesenbourg to Peter Wagner, January 16, 2009. Mr. Mesenbourg was responding to letters written on May 27, 2008 and November 24, 2008 in regards to notices published in the *Federal Register* on March 26, 2008 and September 24, 2008.

the state and local level. Most states have constitutional clauses or election law statutes which declare that incarceration does not change a residence.² The fact that incarcerated people tend to be incarcerated in large facilities far from their homes means that a large population is being counted in the wrong place.

When used for redistricting, these prison counts can have a significant effect. One state legislative district in Maryland is 18% prisoners; a state legislative district in Texas is 12% prisoners; and 15% of one Montana district is incarcerated people imported from other parts of the state. Forty-eight states bar people in prison from voting, and state residence laws make it clear that even if people in prison could vote, they would need to do so back at home via absentee ballot.

As a result, when states rely on Census Bureau prison counts to draw districts, they inflate the weight of a vote in the prison district at the expense of every person in every district that does not contain a large prison. Indeed, the Census Bureau's own advisors at the National Research Council wrote in their 2006 report, *Once, Only Once, and in the Right Place: Residence Rules in the Decennial Census*, "The evidence of political inequities in redistricting that can arise due to the counting of prisoners at the prison location is compelling."³

This problem is even more significant in rural counties and cities that contain prisons. Their legislative districts, county board districts and city council districts are smaller, so a single prison can have a massive effect. The most well known example is in Anamosa, Iowa, where the state's largest prison is located and where it constituted 96% of the city's second ward. In 2005, there were no candidates for election, and the winner won with two write in votes, one cast by his wife and another by a neighbor. Citizen outcry about granting some residents 25 times as much political influence over the future of the city just because they live next to the prison led to changing the form of government in the city to eliminate the districts. I understand that one of the first persons to sign the petition for change was the representative of the prison district.

Anamosa is an extreme example, but far from unique. Waupun, Wisconsin has a city council district that is 79% incarcerated persons. Lake County Tennessee has a county board district that is 88% incarcerated persons. And the city of Rome, New York has a city council district where half of the population is not residents of the city, but people incarcerated in state prison facilities.

The Prison Policy Initiative, along with our allies, have discovered that many dozens of counties and local governments are concerned about distortions in representation caused

² For example, New York's Constitution, art. 3, § 4, provides: "For the purpose of voting, no person shall be deemed to have gained or lost a residence . . . while confined in any public prison." See Brenda Wright and Susan Gerson, "A prison is not a home: The Lesson of *People v. Cady*," available at <http://www.demos.org/publication.cfm?currentpublicationID=B1EBEA26-3FF4-6C82-507573810BDBA00D>.

³ Available at http://www.nap.edu/catalog.php?record_id=11727.

by treating prison populations as residents of the prison community. Indeed, when the issue of using prison populations to change electoral representation in local government is brought to the public's attention, there is a huge outcry, and with one exception in the entire nation, the government immediately reverses course and decides to revise the census counts and base districts on the actual population of the community.

More than 100 rural counties and municipalities currently ignore the prison populations when drawing districts or designing weighted voting systems.⁴ Some do so on their own, and others do so with the support of state government. In Mississippi, the attorney general directs counties to remove prison populations. In Colorado, state law requires counties to ignore the prison populations. Virginia law encourages counties with large prison populations to ignore the prison populations, and New Jersey law requires school districts to be drawn without regard to prison populations.

However, on a technical level, this process of revising the Census data to remove prison populations has been difficult and error-prone for the simple reason that the Census Bureau's prison count data was traditionally published too late to be used in redistricting. Although it sounds surprising, it is extremely difficult to separate prison populations from resident populations in the PL94-171 redistricting data without the assistance of the Bureau. Counties were forced to use creative ad-hoc methods of identifying the prison populations for the purposes of drawing fair districts, and due to their larger size, states were unable to even consider taking such steps.

That will be very different in 2010. For the first time, the Census Bureau will be providing assistance to state and local governments in making adjustments to the prison counts. In May 2011, less than 2 months after the redistricting data is published, and before most states and counties have completed redistricting, the Census Bureau will publish the group quarters counts, including correctional facilities, for each Census block in the nation.

This group quarters file will be the same file as will later appear in Summary File 1 as Table P41:

Universe: Group Quarters (GQ), Population by GQ Type

Total:

Institutionalized population for four categories of GQ

Correctional Facilities for Adults

Juvenile facilities;

Nursing/Skilled nursing facilities;

Other institutional facilities;

Noninstitutionalized population for three categories of GQ

College/University student housing;

Military Quarters;

Other noninstitutional facilities

⁴ See Prison Policy Initiative, "Select counties and cities that adjust Census data to correct for the prison miscount," available at http://www.prisonersofthecensus.org/factsheets/select_cities_and_counties.pdf.

This change sounds small, but the implications for data users are large. Many data users in state and local government — especially local government — have long desired a way to identify prison populations in the redistricting data. The Census Bureau has, in consultation with Chairman Clay and voting rights advocates, found a way to empower data users with the data they need to correct distortions in representation that result from counting prison populations as residents of the prison community when drawing voting districts.

One question that frequently comes up is whether a change in current practices on how incarcerated persons are counted would affect how federal funding is distributed. While decisions about where to count prison populations are important from the standpoint of fair representation, this issue actually has little impact on distribution of federal funding to communities. Most federal funding based on Census data consists of block grants to states, meaning that the federal government gives money to states based on their total population. Once the states receive the federal money, they are free to distribute it as they see fit within their own borders. For state block grant purposes, in other words, it does not matter where within any given state an incarcerated person is counted.⁵ Policy in this area should be based on issues of fair political representation and not on concerns about funding distribution.

Finally, despite some press reports to the contrary, the changes recently announced by the Census Bureau do not mean that the Bureau will be counting incarcerated people at home in 2010. Rather, by agreeing to publish one data table early in order to make incarcerated people easier to see in the data, the Bureau has given governments — particularly rural county governments — a choice they did not have before. I commend Director Groves and Chairman Clay for developing this important interim solution to give data users the choices they need to draw fair districts based on accurate data.

⁵ For more information on this point, see Prison Policy Initiative, “The Census Bureau’s Prison Miscount: It’s about political power, not funding,” available at http://www.prisonersofthecensus.org/factsheets/ny/political_power_not_money.pdf.

Mr. CLAY. Mr. Ellett.

STATEMENT OF THOMAS ELLETT

Mr. ELLETT. Chairman Clay and other distinguished members of the Information Policy, Census, and National Archives Subcommittee, and Chairman Towns, Chairman of the Oversight and Government Reform Committee, thank you for the opportunity to testify today. My name, as you mentioned earlier, is Tom Ellett, and I serve as the associate vice president for student affairs at New York University, and I'm responsible for overseeing the university's residence hall system.

As background for those unfamiliar with the university, NYU is the largest private non-private institution of higher education in the United States with a student population, including undergraduates and graduate students, of approximately 40,000. 11,600 of those students live in 23 number of university residence halls. The halls are located in the lower end of Manhattan spread throughout a few mile radius interspersed between the New York City general population. 95 percent of the first-year students reside in our facilities and 1,000 graduate students. The facilities range in size and level of amenities.

In my opening statement, I will briefly discuss NYU's interaction with Census officials to date and give an overview of the university's efforts to assist in enumeration efforts. During the question and answer period, I will be happy to expand on some of the difficulties encountered by NYU throughout this process and provide my own thoughts about how Census officials may be able to ensure a more accurate student count as they prepare for the 2020 census.

Census officials initially made contact with the university's Office of Public Affairs late December of last year. Shortly thereafter, NYU administrators responsible for faculty housing, government relations and career services met with Census officials. They were seeking NYU's assistance in getting the highest student return rate as possible, communicating the importance of the census to our student body and to use university space to interview potential door to door and local workers. Thus far, two meetings have taken place, the most recent being late last week. We have scheduled an additional meeting where census officials will meet with our residence hall directors, who oversee the facility, to explain the process of getting an accurate count of students living in our facilities. The RHD's are key to this process because they reside in the hall and are the professional/administrative staff who oversee the student experience.

NYU is planning a series of proactive actions to both communicate to our students the importance of census participation and assist officials in receiving the highest possible rate of return. On April 1st, the university will send an e-mail to all students reminding them of the importance of completing the census forms. NYU will also provide Census officials with a list of all 11,600 students living in NYU residence halls. This list will be in the form of envelope labels that officials will use to send census forms to each residence hall. Residence advisors [RAs], undergraduate and graduate students in each building, will then hold floor meetings to urge participation, then followup individually to ensure full participation.

Census officials will then pick up these materials from each residence hall by the third week of April.

Professionally, I have served on the Executive Board of the non-profit professional association, the Association of College and University Housing Officers—International and have queried my colleagues from across the country who also run large campus housing programs. During the question and answer period, I would be happy to share both my views and the thoughts of my colleagues around the country about how universities could more effectively work with Census officials on our share of ensuring a more accurate count of university residence halls.

Again, I thank the subcommittee for that opportunity to testify today.

Mr. CLAY. Thank you so much, Mr. Ellett.

[The prepared statement of Mr. Ellett follows:]

*Statement
Of
Thomas Ellett
Associate Vice President for Student Affairs
New York University*

**Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee**

*Monday, February 22, 2010
Field Hearing
Brooklyn Borough Hall
209 Joralemon Street
Brooklyn, New York*

2010 Census: "Enumerating People Living in Group Quarters"

Chairman Clay and other distinguished Members of the Information Policy, Census, and National Archives Subcommittee, and Chairman Towns, Chairman of the Oversight and Government Reform Committee thank you for the opportunity to testify today. My name is Tom Ellett, I am the Associate Vice President for Student Affairs at New York University, responsible for overseeing the universities' residence hall system. As background for those unfamiliar with the university, NYU is the largest private non-profit institution of higher education in the United States with a student population, including undergraduates and graduate students, of approximately 40,000. 12,000 of these students live in 23 number of university residence halls. The halls are located in the lower end of Manhattan spread throughout a few mile radius interspersed between the New York City general population. 95% of first-year students reside in our facilities and 1,000 graduate students. The facilities range in size and level of amenities.

In my opening statement, I will briefly discuss NYU's interaction with Census officials to date and give an overview of the universities efforts to assist in enumeration efforts.

During the question and answer period, I will be happy to expand on some of the difficulties encountered by NYU throughout this process and provide my thoughts about how census officials may be able to ensure a more accurate student count as they prepare for the 2020 Census.

Census officials initially made contact with the universities Office of Public Affairs last December. Shortly thereafter, NYU administrators responsible for faculty housing, government relations and career services met with Census officials. They were seeking NYU's assistance in getting the highest student return rate as possible, communicating the importance of the Census to our student body and to use university space to interview potential door to door local workers. Thus far, two meetings have taken place, the most recent being earlier this week. We have scheduled an additional meeting where census officials will meet with our Residence Hall Directors (RHD) to explain the process of getting an accurate count of student living in our facilities. RHD's are key to this process because they reside in the hall and are the professional / administrative staffs who oversee the student experience.

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Residence Advisors (RA) in each building will then hold floor meetings to urge participation then follow-up individually to ensure full participation. Census officials will then pick up these materials from each residence hall by the third week in April.

Professionally, I have served on the Executive Board of the non-profit professional association, *The Association of College and University Housing Officers - International* and have queried my colleagues who also run large campus housing programs. During the question and answer period, I would be happy to share both my views and the thoughts of my colleagues and about how universities could more effectively work with census officials on our shared goal of ensuring a more accurate count at university residence halls. Again, I thank the subcommittee for the opportunity to testify today.

Mr. CLAY. I want to thank all the witnesses for participating here.

Chairman Towns.

Mr. TOWNS. Thank you very much. Let me begin with you, Dr. Groves. The 2010 census that's been on GAO's high risk list since March 2008, GAO cited challenges including weaknesses in the acquisition of the management of information technology, problems in handling computers and certainly over the final course of this, we've covered some of these issues before, but I'd like to ask you about one of them today.

It is my understanding that the technological concerns that GAO had was with the limited testing of non-response followup and group quarters count used in the paper base operation and control system. According to GAO the test revealed problems that will need to be addressed before census day. The test also did not evaluate the stress the system will face with processing the estimated 48 million housing units nationwide that will be involved in the non-response followup. GAO added a few of the newer temporary census employees who will actually conduct the operations involved in the test.

These systems and others systems that the Census Bureau created will need to run very smoothly if we are going to ensure an accurate and complete count, particularly in historically undercounted and overcounted communities. That's my statement, now here's my question. Can you elaborate on the results of these tests?

Dr. GROVES. Sure. Thank you, Chairman. I'm glad this was your first question, because I have a few things to say about this. First of all, the GAO assessment we agree with these were data that we supplied them, so there's disagreement among us on this. Let me give you an update on where we are on this. As I testified in front of Chairman Clay's subcommittee, gee, I think it was in October, maybe September, this is the No. 1 risk that I worry about in addition to the largest risk, and that is how will the American public respond to our request for completed questionnaires.

There was a test, there were two tests in December of the software. The software is now being developed because of the change of plans that occurred before I got there in 2008, the dropping of the hand held computers required the software to be written anew. There were two tests in December, the first test did not include this paper based operation control system that you mentioned as part of the test. And also we discovered a problem in the payroll system software. That was fixed. And another test was run about 2 weeks after that. In both of these tests there was an attempt to simulate load, and on the first test there were indeed large numbers of users on the system.

There were problems found in the first test that were then fixed. Problems in the second test were also found and those are on the fix list, many of those have been fixed.

Let me tell you where we are right now. This software is being released in three phases. The non-response followup phase that you referenced is in the second release that's just been released recently. It will actually be released, the non-response followup software itself will be released at the end of March, about a month before it's needed, so we're writing the software in a schedule that es-

entially releases pieces of software about a month before they're used.

Is this a high risk endeavor? Yes. Are we aware of the risk? Yes. How are we managing this process? I set up in August an independent assessment team that has outside computer scientists and internal, our CIO as well as the commerce chief technology officer. They're meeting almost daily now overseeing a process that must happen for us to be successful with this software. It's a set of trade-off decisions.

As we release these successive releases and we find things that aren't working optimally, then we form a list of fixes on those. We're also writing the functions for the next release. We will make tradeoff decisions going forward that will have work around, manual work around for some of the functions that were on the list that would have been the ideal list. I am almost in constant communications with our regional offices about turning computer assisted operations into manual operations to make sure we can do those well.

The wisdom that is required on the part of the Census Bureau right know and the external consultants I brought in is to make those tradeoff decisions wisely, so that we have a set of core functions that allow us to do these operations. All I can say at this point is we are on top of this problem, we're attempting to manage it as well as we can. The regions are optimistic they can do the functions that are going into manual mode because they did them that way in prior censuses as it turns out. But this is not over and I'm happy to keep you and the committee up to date on this as frequently as you'd like.

Mr. TOWNS. Let me hear from GAO.

Mr. GOLDENKOFF. For all of us here who are concerned about the census I would agree with Dr. Groves. There are two things that should keep us all up awake at night as we get closer and closer to census day. One of those is the response rate which is the external challenge, but the internal challenge is the State of the IT system in particularly the PBOCS, the paper based operational control system. We have been looking at it, the Commerce Department Inspector General has been looking at it and the Bureau is too, but I think that we are maybe not as optimistic at this point from some of the data that we've been seeing.

As we see it there are four significant issues with PBOCS. One is people, the second is hardware, the third is software and the fourth is schedule, and I'll talk about each one very briefly.

The people, the folks who are the technicians who are working on PBOCS they are working at capacity but they're falling behind schedule. It's just not enough to train people to go around, and they're not available to train additional people to help out. And, you know, in the days between when these operations, the census operations go on line, they'll be challenges to fix these existing issues as well as deal with new issues that come up as the different operations ramp up.

Hardware issues, there's significant problems with the PBOCS computer that limit the number of users that can use the systems at any one time, that still needs to be addressed.

Software issues, the critical software defects, the last piece of data that we saw from the test, the critical software defects continued to mount. That's not the trend you want to have when these systems need to go live very soon. And system performance is lagging.

The fourth major issue is schedule. Time is not on the Bureau's side. These different operations have fixed start dates, so the various IT systems need to be ready when according to the schedule of the start date of these different operations, otherwise things start to get pushed back and it has a cavitating effect in all the downstream operations which can affect the data quality and also add to the cost. And so, to deal with that, one of the things, as Dr. Groves referred to as a tradeoff, one of the things that's happening now is different functions of the PBOCS are actually being taken off, and so the focus now is just on those critical systems, which is probably a good thing in terms of risk management, but it's still going to create some challenges in the future for the Bureau.

Mr. TOWNS. So you're not quite as optimistic as Dr. Groves.

Mr. GOLDENKOFF. They are working as hard as they can on it, but here it is, it's the 11th hour and there's a lot of work that needs to be done and not a whole lot of time remaining.

Mr. TOWNS. Thank you, Mr. Chairman. We will have an additional round of hearings scheduled.

Mr. CLAY. Let me start with Mr. Ellett. Tell me, how does the educational campaign in NYU plan to improve, for example, campus awareness and to let parents of dormitory students know not to count their children in the household, how do you deal with that?

Mr. ELLETT. I can't say that's an area that we have talked to the Census about. We have certainly talked about educational campaign for why students would want to complete the census, and we think that we have good followup process to ensure that every student will know that they should be doing it, and will have multiple times should they not turn it in that our staff will be going to them to remind them to turn in their census.

Mr. CLAY. Have you any recommendations on how you can improve group quarters enumeration at universities.

Mr. ELLETT. Yes, I do. I have queried, as I mentioned, colleagues at colleges and universities in Boston, Los Angeles, Chicago, Florida, Illinois and other parts, Texas and other parts of the north-east. And some of the challenges that have been faced have been the untrained temporary Census staff who are not aware of the university housing structure and how to engage with universities.

There seems to be a gap in the confusion between group quarters as relates to apartments in residence halls. A number of large housing universities have apartments that they manage that are directly off campus. And as the age of partnerships grow between profit organizations in college and universities, some of those facilities are now considered partly through the university, and whether those are being captured or not are in question as group quarters rather than individuals.

The geographical issue for my colleagues in urban areas are very challenging where there will be two or three different geographical areas and working with two to three different Census offices rather

than one. In the time line the census is challenging. Like spring semester you see a 5 to 8 percent decrease in student housing across universities and colleges as students who will leave the campuses and be abroad, etc. And the end of the semester is challenging because students will start finals in the very beginning of April and may disappear leaving the college campus, and whether they're being counted at the college campus or back at home is in question.

We do have some solutions for some of these. If you'd like to hear those I'd be glad to share those. One is the data dump. We think that we can actually save the Census a lot of money and time by giving you what you want. We have the information to the top three questions already in our hands at every college, university and we can turn it over very easily without printing paper, being a little bit more green friendly, and also just giving the information without Census staff having to come back four or five times to our college campuses.

Most of my colleagues think that the on line system that is being talked about may not be as successful as the data dump that we can provide quickly. I will note that some of my colleagues, actually in Florida, some colleges in Florida, are giving the data dump directly to Census officers, while the majority are not.

Mr. TOWNS. Without the Census office asking for it.

Mr. ELLETT. With the Census office asking for it in some jurisdictions, but almost every other jurisdiction they are not asking for the data dump, which means they turn over the records in the numbers of those students.

Last one would be each college or university is assigned one Census office to work in, even though they may be located in two or three different geographical areas. NYU, for instance, has three different census areas that makes up NYU campus.

Mr. CLAY. Thank you.

Mr. Wagner, what changes in the past are—considering past knowledge to require changes in how and where the prisons are kept?

Mr. WAGNER. Currently Oregon, Wisconsin, New York, Illinois, Maryland and Florida have bills pending that will apply to State or State and local legislative districts or counties. Some of those States are developing procedures working with the Department of Corrections to figure out where incarcerated people come from and do an adjustment to put people back at home. And then a number of those States have bills that would require incarcerated population be removed from the count. And then Virginia, Mississippi, New Jersey and Colorado have existing laws passed in the previous census cycle, will require local governments to remove prison populations prior to issuing.

Mr. CLAY. So is that how you envision a workable solution to what we have now?

Mr. WAGNER. For this cycle the next step of the solution for the 2010 cycle is at the State and local level, the State and local government to develop their own procedures.

Mr. CLAY. Thank you so much. Chairman Towns.

Mr. TOWNS. Let me just add, listening to some of this really requires getting additional information out to people. I mean, it sort of makes sense that they fully understand what's going on.

I guess, Dr. Groves, is there any way at this stage of the game that through the discretionary funds that you might be able to put it into some of these areas and make certain that people fully know and understand? Because when you look at—and of course over the past 30-years we've gotten bad counts, for 30-years that I know and I'm sure it's probably even before that.

And of course I see some of the things developing again that maybe we still would be in a position to correct by looking at ways and methods to get resources into these areas in a different kind of way. In other words, local news, local press, NYU newspaper, I mean things of this nature that we might not have tried in the past.

I know it's late, I know the hour is late, but the point is that there are things called discretionary funds. And let me just say to you that we are not up here to beat up and blame, no. We are up here to try to get an accurate count, and you won't find anybody more cooperative than the Chair of this committee and of course be the full committee, in terms of working with you to make certain that we get the information out to people, because we want to make certain that we get a count.

In this instance, Mr. Wagner, that a whole prison population was missed, I mean there's something wrong in this day and age when we have these kind of problems. And when I look at what's happening in our city—basically the prison population comes from seven zip codes in our city. Which means those are the areas which probably need the most help, and those are the areas that may end up being undercounted.

Dr. GROVES. Thank you for the question. I think there's a lot for all of us to do. With regard to the group quarters, the so called group quarters population, the challenge is multi-full because each population presents its own issues, so it's back to colleges and universities. I think the biggest challenge is to make sure that the student population understands that it is their job to enumerate themselves to be part of that enumeration, not their parents' job. That's a big barrier we have, especially a barrier for the students who live off campus.

The situation with four roommates living in an apartment near a college campus is one that's a real challenge for us because no one really is used to taking responsibility as the head of the household. We have census forms there where everyone should, every member of that household should be written down. So that's one set of problems.

There are colleges and universities around the country that are doing wonderfully creative stuff on this, really spectacular work, I think. My old institution has started a contest where the pro-vo is giving a price for the best YouTube commercial done by the college students about this whole issue to get the word out, and there are great student newspaper articles and so on, exactly what you said.

I think for non-institutionalized populations, as you mentioned earlier, are strongest tool in reaching out to local partners. And the New York city officials and the complete health committee in this city are wonderfully organized. We're trying to advertise in the local press. We're advertising in 15 different local newspapers for

the African American and Caribbean population. Getting the word out down to the grass roots, I think, is the key thing.

We will also be publishing publicly, you and I, all of us can look at participation rates daily by track, by census track starting about the third week of March. We'll all be alerted to this. And what we hope, with regard to your notion of discretionary funds, is to target any advertising to the tracks that aren't performing as well as we all hope them to perform despite the good work of the partners and so on. So, there are a lot of different tools we have. They depend on different group quarters and different living situations, and we're always open for good ideas.

Mr. TOWNS. We have situations that you have an area that has housing shortage or the fact that the cost of living is so high that people double up and triple up, you know, that kind of thing. And of course we found some interesting things, and even in our housing developments that wherein you have a daughter who gets married and then it's her and her husband still living in the apartment. And then you have a son that gets married and also lives in the apartment. Now, when the count comes they're not going to give us that information because, let's face it, they feel that creates problems for them in terms of continuing to live there, and where we would like to have that information because it helps us to make the point that additional housing is needed in order for them to be able to have their own apartment.

So, I think that advertising and talking about the fact that it's important that we get accurate information and at the same time, you know, let them know that the information that the Census Bureau is collecting is not used otherwise. I think that, you know, if we can sort of get that across. And I don't know in terms of what more we can do that we're not doing. But the point is that I want you to see us, the lecturers, as a partner with you to be able to address this issue.

Dr. GROVES. Well, you and many of your colleagues have been wonderful in putting out PSAs that are being broadcast locally. On the issue of doubling up houses, this census is facing a challenge that the last census didn't face on this nationwide because of the foreclosures that have occurred and people moving out of houses that they were buying and living with relatives or friends. In areas where that is a big problem we're trying to get the word out that those households need to be counted fully. So if your brother-in-law is living with you because they've lost their home, brother-in-law and sister-in-law and their kids, because they cannot be counted in any other place, they should be included on your census form. And that message we're trying to hammer out, and when officials and leaders of the community help us in that message it helps a lots. There's a companion message that we need, I think, for some of those households, especially rental units where that doubling up may not be—or that doubling up might be frowned upon by the owner of the property.

We need everyone to understand that the information that is provided to the Census Bureau is never passed on to any enforcement agency at the local, State or national level, it's not passed on to landlords. We have the job of enumerating everyone who lives in this country, and that information is kept private under very, very

strong confidentiality laws that we could all be proud of, I think, to protect those data. That message needs to be delivered over and over by a lot of trusted voices in these communities.

Mr. CLAY. Thank you so much, Dr. Groves. You may want to share the story that you shared with me about President Harry Truman. You want to share that with the committee.

Dr. GROVES. I'd be happy to. This is a story that's told at the Census Bureau, I'm trying to get the hard data on this, but here's the story. Part of it we know is true. When Harry Truman was President they remodeled the White House, and during the remodeling phase they had to move out the President's family. They tried to find a house in Washington for the family to live. They located a house. And at that point the concern of the Secret Service was, well, is this a safe neighborhood for the President. And the Secret Service approached the Census Bureau and asked for the census forms of the neighbors for the new President's residence. The Census Bureau Director said "well, I can't do that. We have this law that protects that information and I can't give it to you." And I want to remind us of the story, this is the Secret Service coming to the Census Bureau asking about the safety of the President. The Census Bureau Director said no, that is a law that's been upheld in the courts over and over again. It's a wonderful law for all of us to know about because it means that when you say something, when you give an answer to the Census Bureau, it doesn't go anywhere in any way that can harm you or your family.

Mr. CLAY. And I guess Chairman Towns has a point about stressing to our constituents that all information and data collected by the Census Bureau will be confidential and it cannot be shared with any other governmental institutions, and that's the point. And that should be part of the communication, part of the speech of enumerating that has to go around, that should be part of their verbiage also.

Let me ask you, Dr. Groves, Mr. Ellett suggested that the colleges have a data drop to give to the Bureau with the first three questions on the form for each student in residence, does the Bureau use this data to develop and is it helpful at all in enumeration of coverage measures?

Dr. GROVES. In many of the group quarters in 2000 the majority of the prison records, the majority of the reports on people in those facilities came from administrative records. So, for example, in correctional institutions about 56 percent of the people were enumerated through administrative records. This happens in colleges as well. The findings of the quality of those records is such that they're variable over institutions. I don't want to comment on the university records system at all, but I do know across prisons at a State level the nature of the variables that are collected on records and missing data rates are highly variable, so we have to do a lot of what we call imputation. We have to estimate the answers when the records are deficient.

As I testified before, looking forward record systems are getting better and better of all sorts. Thinking ahead for censuses in the future, I can't imagine effective cost efficient censuses that are not exploiting the existing records in new and useful ways. In looking forward in that way we have to realize that record systems vary

over institutions. We have to be real worried about consistent information when we use them, but we're using this when we can and we'll continue to use it I'm sure.

Mr. CLAY. Dr. Groves, out of curiosity, how are Mormon students who are assigned to missions counted, are they counted any differently than other students studying abroad.

Dr. GROVES. You mean the Mormon students on missions?

Mr. CLAY. Yes.

Dr. GROVES. Or students or non-students. I assume the Mormon missionaries in general, how are they counted.

Mr. CLAY. Yes.

Dr. GROVES. Those who are abroad during the time of the census are not included in censuses, they haven't been. The only exception for this are those who are serving in the military and abroad because we obtain administrative records from the Department of Defense for those, counts off of personnel records and those who are working for other Federal agencies formally stationed abroad. We do not attempt to count American citizens living abroad in general.

Mr. GOLDENKOFF. That's correct. The reason for the difference is that if you were a civilian or a non-Federal employee on a military or civilian affiliated with the Federal Government, the reason for that is because your mission is part of your duty to the government to go overseas, and so those folks are included in the State count but not for purposes of the redistricting. For all other Americans overseas it's considered that you're doing that out of your own volition, and therefore you're not included in the census count.

Mr. CLAY. Is that an area—I mean, would you suggest it be an area that this subcommittee look at for future census.

Mr. GOLDENKOFF. I mean, GAO does not take the position on who should be included, who shouldn't be included, that's a congressional prerogative. We have weighed in on the operational aspect of it after the 2000 census was a big issue with the State of Utah counting the 11,000 Mormon missionaries at that time that were serving overseas. It's something that to the extent this is a concern of different States, and there are other States that also have a number of people living overseas or in different countries, some of the border States, for example. To the extent that it is an issue it could be something that the Bureau examines for the future, but it's something that should be done early in the decade because, I mean GAO has looked into the operational aspect of counting people overseas.

You may recall the Census Bureau did a test of counting people overseas, they ran a test in Mexico, France and Kuwait in the early—this was right after the 2000 census and whereas we didn't take a position on who should be included in the census, we said it would be very expensive and have other operational issues. And so, it should be something—it's going to take a long time how to figure that out, how to do it if that's the way Congress and the Census Bureau want to go. It needs to be done early in the decade.

Mr. TOWNS. Thank you very much. You know, Mr. Wagner mentioned something that I think that—and I realize that the Census Bureau is not concerned about redistricting, I understand that, but I must admit, elected officials and these individuals you talked about in terms of prison, in prisons, the individuals in prisons they

are counted in the facility that they're located in. This practice, excuse me, the redistricting process, I mean, it's a serious one. I mean, if you think about an area where you have a prison and you have a tremendous population there and they're counted there in that particular facility, don't you feel that could, Mr. Wagner, I'd like to hear your views on that, I think that is creating problems because they're not there permanently.

Mr. WAGNER. Actually, legally speaking prisoners have never left their homes. In New York State and most States have constitutional clauses or election law statutes they very explicitly say that incarceration does not change their residence, so legally speaking the people in prison are still back at home. And then our system of representative democracy requires that legislative districts each contain the same number of people, so each person has the same access to government regardless of where they live. That process breaks down when this data that States rely on to draw the district or the counties rely on does not reflect where the people are.

Mr. TOWNS. So you can have a prison with 50,000 people and of course they can't even vote in that area, but it's part of that industry.

Mr. WAGNER. Correct. And in the two States where prisoners can vote, they have to do so absentee back in their home district.

Mr. TOWNS. I mean, that's something that you might have to take a look at and see in terms of how we should address that and come up with a system kind of operation, some States do it, other States do not.

Mr. WAGNER. Absolutely. I think that this is the only opportunity for States in this cycle to do things at the State level, but I think it would be ideal for Congress and the Census Bureau to come up with a good system very early in this decade for the 2020 and future censuses.

Mr. TOWNS. You know, when you have people living in these large facilities, when this happens, are you sure that we're really getting an accurate count, you know, in these facilities, Mr. Ellett.

Mr. ELLETT. I can speak for NYU and I will assure you that we will get every person who lives there in our jurisdiction. I can't say for all colleges and universities that's accurate, because I am, you know, you're dependent on undergraduate residents assistants to go to the floor and collect the forms, and whether or not someone turns in their form or not, I would say would probably not be a hundred percent accurate. And I would be surprised if the numbers that you get back aren't consistent with the university's number of how many paid students are living in housing as of April 1, 2010. I think there would be a large discrepancy between those two numbers, because universities know how many people are in their jurisdiction because they've paid to be there and are receiving payment from those students. Will the census receive all of those forms back from that institution, I would say it would be a high unlikelihood that would happen.

Mr. TOWNS. I guess in terms of you, Dr. Groves, are you satisfied and feeling comfortable now with the training that people have had up to this point and that the—in terms of the community, in terms of the services, in terms of the language and culture and lifestyle,

do you feel comfortable that we're ahead of where we were the last census and the census before that.

Dr. GROVES. The question phrased that way, I am quite comfortable. We are the unanticipated beneficiaries of this horrible recession we're living through. The quality of the staff that we're now recruiting and the quantity of people applying are at unprecedented high. So, relative to the 2000 census the quality of the staff and the experience they bring to the task is something that I think we could always be quite comfortable with.

We are hiring, as you know, Congressman locally. That puts a constraint on our recruitment, but there's a big payoff of that constraint, and that is we have people who know the neighborhoods that they're working for non-response followup phases, they know the streets, they know the comings and goings of people, and I think we've learned over the decade that is a very important step. We're hiring people with language skills that are needed in the neighborhoods. That too is a constraint on our hiring, but is a huge payoff in terms of the quality of the data we get.

Mr. TOWNS. You're not going to get this one from the Members of Congress, but I want to put it this way. What can we as Members of Congress do to help you, you're going to hear that too many times.

Dr. GROVES. I'll take advantage of it though. This is an important few weeks we're all living through. We really need you to speak out to say that the census is a deeply constitutional thing that we've done, it's important, it's the cornerstone of the democracy, that we have made it an easy thing to do this decade by having just the short form that should take you 10 minutes. And it's a very safe thing for all of your—the people who live in your district to participate in this census. You can assure them that they'll never be harmed by doing this. They only get their fair share of the benefits of congressional representation and the over \$400 billion a year of taxpayer money that is returned to local neighborhoods and cities and States based on these data. That message we're trying to get out in the advertising, we're trying to use trusted voices in any way we can, and this is the moment we need you to speak out as loudly and as widely as you possibly can, and I know you've done that and I thank you for what you've done.

Mr. TOWNS. Let me ask you, is there a pattern here that seniors don't turn it in or young people don't turn it in, is there a pattern? Is there anything that's been established that can be worked on and talked about to try and make certain that we really get this accurate count this time.

Dr. GROVES. If there are there are influences on behaviors that seem to be present over and over. Right now I'm terribly worried about young people who are being asked to fill out the census for the first time. Last census their parents filled it out. If you look at—there was a recent PEW study that asked people, "have you heard about this thing called a census." Thirty-one percent of those 18 to 29 said "no, I haven't heard of a census." Then the interviewer said, "well, let me tell you what a census is. A census is a count of everyone who lives in the country. Now that I've told you what it is, have you heard of it?" That 31 percent goes down to 17

percent, only to 17 percent. So, we have a massive challenge in front of us and it happens every decade.

For someone who is newly establishing themselves as head of the household, they're living independently, they have no experience with the census, they don't know what it is. And so, young people traditionally are tough groups to get participation on and it's true this decade, we have the data to show it. We're trying to use special outreach to those groups, advertising in media that they watch and they care about, we're using more digital media than we've used before. We need everyone to target that group. And I can go on and on, but let me stop. I just chose that one to start with.

Mr. TOWNS. Let me just say that I'm trying to look at ways and methods that we can get to where we need to go. Now I know that you have regions and all of that, I understand that. Have you thought about just specializing in certain areas of specialization, that you would have a person who only deals with seniors and senior homes, senior housing, seniors in nursing homes and just sort of specialize in these areas to be able to sort of go in and sort of get these kind of counts as an expertise in these areas where people are out there all the time and be able to just sort of go and get this information in a special kind of way. That would be his or her job, she is director of all of these senior homes, senior housing, this person is in charge of nursing homes, this person is in charge of hospitals, whatever it is that you would have in terms of specialization, residence and regional kind of things.

Dr. GROVES. So an organization that's sort of functional rather than geographical.

Mr. TOWNS. Right.

Dr. GROVES. I think it's a good idea and one to talk about. I think there are seeds of that kind of functional specialization within the region, so. One of the wonderful things that happened this decade, the stimulus money that the Census Bureau received allowed us to hire specialists of that sort. Some of them—so there's a partnership specialist in the Boston Regional Census Center that's specializing in the colleges of Boston, so there's going to be a competition among the colleges in Boston because of this person for participation rates, and they're trying to do that.

And we really tried to specialize on language and cultural subgroups, so our partner specialists nationwide speak over 130 different languages, and every area of the country really has different pockets of different language and new immigrant groups. We're trying to exploit local ties and that way most of these partnership specialists were hired out of those communities. They have deep and rich ties inside the community in order to get the word out through formal and informal networks. We could always do more. I am impressed with how much more we could be doing, but we're trying along those lines.

Mr. TOWNS. Let me just go down the line and just ask, what more, what do you think that should be done that's not being done at this particular time?

Mr. GOLDENKOFF. I don't know how much more we could do at this point that the Census Bureau isn't already doing. I think what we all need to remember—I agree with everything that Dr. Groves has said, but let me put sort of a future look on this. That what

the Nation needs to do and Congress needs to do is not lose sight of the census in those intercensal years. Where are we going to be come April 1, 2011, we all disappear. You know, after the 2000 census I think we gave our last hearing sometime in 2000, the next hearing wasn't until 2006.

Mr. TOWNS. He wasn't the chairman.

Mr. GOLDENKOFF. I mean, the chairs came and went. And, again, you know, we're not trying to point fingers at anybody either. I mean, other priorities come up and there's a tendency to think, "hey, it's 10 years away, why are we looking at something that's 10 years away because we have priorities here and now." But the thing is, you can't do that because so many things buildup.

Census after census we always seem to be starting from square one, the advertising, the building of the access, that has changed somewhat with ACS. This whole notion of building census awareness, what we need to do is we need to put it in people's consciousness early, build that into the curriculum in school systems for example as part of civics classes. You know, if they started learning it in first grade, you know, when you're in first grade 2010, by 2020, well, that's 10 years later, they've heard that same message for ten consecutive years and so now it's part of their sense of consciousness and so their parents are aware of it, you know. So, those are the type of things that need to be done. We can't just disappear come 2011. It just needs to be on our radar screen continually.

The same is true with the enumeration of prisoners. I mean, this has been—you know, for those of us, you know, the census stakeholders, the census geeks, we talk about this throughout the decade, but nobody starts listening to us until, you know, again, 2008, 2009 when it's too late to do anything about it. So, you know, I'll just close here by saying we need to keep up the momentum and sustain that momentum, keep holding hearings, keep the focus on GAO, hold us accountable for providing new information during the design phase of the census. Hold the Census Bureau accountable.

We've already, you know, Dr. Groves and I we meet on a regular basis and we're talking about not only current issues, but we're talking about 2020 issues. So, I think we all need to be doing that and we all need to get down to the States and the school systems. Businesses need to get involved too because they benefit from census data. But we just have to keep it on our radar screen.

Mr. TOWNS. Mr. Wagner.

Mr. WAGNER. The census needs in this decade and—but some of the most important decisions and support needs to come in 2011, 2012.

Mr. TOWNS. What do you think of the specialization concept to having a person deal with the prisons, having another person deal with as previously described, what do you think of that, I'm just curious.

Mr. GOLDENKOFF. I think in terms of actually collecting the forms and working with institutions, I would imagine that possibly should work very well in urban areas. I imagine it would be a challenge in rural areas where there's small jails and some small hospitals, I think that would be very complicated in rural areas. But I do think in terms of designing the group quarters count, that greater and greater specialization and expertise I'm sure will be

very helpful. And I'm sure this is probably some of what the Bureau did when they overhauled the group quarters count over the last decade with bringing more of the subject matter experts, but I do I think that the specialization would work, would have an easier time in the urban areas.

Mr. TOWNS. Mr. Ellett.

Mr. ELLETT. I would say your suggestion is brilliant and I would say that the professional association could benefit from that too. The professional associations which I participated in would certainly have loved to have some outreach, that their monthly newsletters and magazines certainly have some featured article on the census upcoming for students living in residence homes across the country. None were featured and I think there's a potential opportunity there that you could use for not only college and university housing professional associations, but I'm sure that the prison system has a special association and others that may be in other areas which we could work with in the future.

Mr. TOWNS. Thank you, Mr. Chairman. I yield back.

Mr. CLAY. Mr. Goldenkoff, I've never heard the term census geek.

Mr. GOLDENKOFF. You're looking at four of them.

Mr. CLAY. Let me ask you seriously though, do you believe the addition of group quarters from the—will reduce the number?

Mr. GOLDENKOFF. Yes, mainly because there were two separate lists in the past and this is what happened with some colleges, for example, because of just the kind of the uniqueness of dormitory addresses. If they had a street address, for example, they would sometimes show up in the Census Bureau housing unit data base, but they'd also show up in the group quarters data base and they can get counted twice and raise the risk of counting them then twice, so by combining them to a single data base, it's either for the Census Bureau to clean up the record.

Mr. CLAY. Mr. Ellett, many college students have mailboxes that are separate from their dorm rooms, how can the Census deal with this situation and are census forms mailed to the mailboxes or delivered to their rooms, how does the process work?

Mr. ELLETT. I'm sure it varies from college to college. I know in our conversation with Census we determined together that it would be best if they were to label, we would give the label to the Census Bureau. They would put the label on the envelopes, deliver them to each individual residence hall to our staff and our staff by floor would go knock on each of the doors, collect them after they've been completed in their folded envelopes and then we would return them, the Census would come back and pick it up. That varies from institution to institution. I talked to some colleagues who they were mailing out, but the majority was that they were working in concert with the Census to come on the campus and to do the same model that we described at NYU.

Mr. CLAY. Dr. Groves.

Dr. GROVES. The NYU model is the ideal model from our viewpoint because it engages local knowledge and then it utilizes proper confidentiality controls, people who know the population quite well to help us enumerate. It works quite well.

Mr. CLAY. Members of Congress usually reside in two places, one in their home district and Washington.

Mr. TOWNS. Some of them in the office.

Mr. CLAY. Well, they wouldn't get the questionnaire there. Which one do you want us to answer for the primary residence?

Dr. GROVES. You'll get a questionnaire—I don't know your living situation, I'm guessing—

Mr. CLAY. I'm sure I'll get one.

Dr. GROVES. I certainly hope you'll get a questionnaire. Let's say you get two questionnaires because you have a place in St. Louis and you have a place in Washington, you are to fill out the questionnaire as to the place where you usually reside. You know that, I don't know what that is. And the other residence, if you live by yourself in that other residence you should put down zero people currently living there and the person who filled it out has a usual household elsewhere, that's the proper thing. And that's the same as would apply to someone who spends their winters in Florida but their summers in New York, they may get two forms, so you fill out the form where you usually live.

Mr. GOLDENKOFF. What does that really mean? You know, if I could just suggest, you know, if you look at the form there is—you know, that could lead to a certain amount of confusion because where you usually live—well, what does that really mean, it's not tied to anything quantifiable? And, you know, maybe a suggestion for the future is have the Bureau say "well, where do you spend either most of the time," or, "do you spend more than 6 months of the time at this household."

I think it could be—if you look at the form it could confuse people, geeks and non-geeks alike. Because I have looked at it and, you know, I don't know if I would be clear if I had two residences and the time was more or less split so that some people who work in one location, you have two residence like Members of Congress, you know, Monday through Friday in one location and then on weekends you spend it in your other location. What you would consider your home because that's where you have an emotional affinity to, but technically you should be enumerated where you spend most of the time, which would be your Monday through Friday address even though that might be a small apartment somewhere.

Dr. GROVES. It seems like you figured it out.

Mr. GOLDENKOFF. But the thing is remember I'm a geek. So, anyway, I just wanted to point that out as something, that maybe something that the Census Bureau can work and quantify it in terms of a time period versus something a little bit more subjective.

Mr. TOWNS. First of all, I want to thank you. That's why the hearing is so important. Just having a chance to exchange ideas, get information out, get input, you know, because generally when you have a hearing like this I'll get a bunch of notes from people in the audience later on, that will indicate—which also is very helpful. And you have some active leadership here on the census and of course we want to work with you, we want to make certain you get a good count. We recognize how important it is. I mean, no doubt about it. And that we lose resources when we don't get it on the count. And we've had experience here, you know, with of course in this borough of not getting a strong count.

We had some very serious problems over the years, that's the reason why I'm happy to be able to have a hearing here, so we're

able to get the executives in the room and everybody gets a chance to introduce city council members that were here and, you know, because they're also concerned about the census and they're working hard to make certain that people in the communities are aware of the fact that the count is now getting ready to start. Of course we're hoping that this time around we'll be able to get a good count.

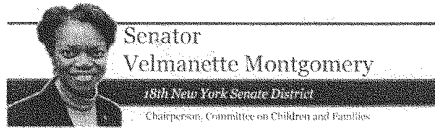
I want to thank you, Chairman Clay, for coming to Brooklyn with the hearing because we feel that it's important to have this dialog, so thank you very, very much. I look forward to working with you, I look forward to working with you, Dr. Groves, to be able to strengthen it as we move forward.

Mr. CLAY. Thank you so much, Chairman Towns. Let me also thank the people in the borough of Brooklyn and particularly Chairman Towns for your hospitality and to the subcommittee's hand to help us raise awareness of the importance of the census of counting everyone in order to get an accurate snapshot of what America looks like and who resides where on that particular day April 1, 2010. We thank the entire staff for your hospitality, and thank you to the witnesses also for making this hearing possible.

Without objection the committee stands adjourned. Thank you.

[Whereupon, at 11:30 a.m., the subcommittee was adjourned.]

[Additional information submitted for the hearing record follows:]



*Submitted for the record by State Senator
Velmanette
Montgomery*

Information Policy, Census, and National Archives
Subcommittee
Overnight and Government Return Committee

First Hearing
Monday, February 22, 2010
10:00 a.m.
Rovinsky Borough Hall
200 Jackson Street
Brooklyn, New York

"The 2010 Census: Empowering People, Living in Group
Quarters"

February 22, 2010

I would like to thank the committee for holding this hearing in Brooklyn. This year's census is particularly important for my District, the NYS 18th Senate District. There have been many demographic changes over the last decade which are, typically, overdue for inclusion in government planning. In these troubled economic times every dollar of funding is crucial. I am not asking for more than our share, but I am asking for every dollar of our fair share.

My District is suffering from problems that are part of the very process of the census and which absolutely guarantee that the District will suffer a substantial undercount. Over 65,000 of the District's residents are currently in the justice system and are residents in NYS correctional facilities upstate. These people do not have the right to vote, but they are counted as residents of those upstate counties when government monies and services are allocated, even though their upkeep is financed through other state and federal accounts. This is blatant fraud. They are treated as though they are permanent residents of these areas even though they cannot vote and have no participation in any of the events of the area. Their families are here in the District. Their interests are here in this District. They will be returning to this District, most before the next census will account for their location change. These individuals should be counted as residents of this District in the census. It couldn't be more clear than that.

The District also contains a significant population that hesitates to take part in the census for fear of legal reprisal for any of a number of reasons. Even though all the literature says that all responses are secure and not available to any public authorities or law enforcement, many do not believe this. A way must be found to assuage these legitimate fears or the census results for this District will be significantly incorrect. There will be a massive undercount. At this late date it is impossible to correct these procedural matters, but I urge the Committee to work with the Census Bureau to address the scope of the undercount and put into place statistical corrective procedures to assure a fair and equitable allocation of government resources for the next ten years.

Thank you once again for holding this hearing. I have every confidence you will serve the District and the nation well.

Sincerely,

Velmanette Montgomery
NYS Senator, 18th NYS Senate District.

Committees: Children & Families (Chair), Social Services (Co-Chair), Agriculture, Crime & Correction, Education, Finance, Health, Mental Health, Rules
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