

2020 CENSUS: CONDUCTING A SECURE AND ACCURATE COUNT

HEARING

BEFORE THE

COMMITTEE ON
HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE
ONE HUNDRED SIXTEENTH CONGRESS

FIRST SESSION

JULY 16, 2019

Available via the World Wide Web: <http://www.govinfo.gov>

Printed for the use of the
Committee on Homeland Security and Governmental Affairs



U.S. GOVERNMENT PUBLISHING OFFICE

37–456 PDF

WASHINGTON : 2020

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS

RON JOHNSON, Wisconsin, *Chairman*

ROB PORTMAN, Ohio	GARY C. PETERS, Michigan
RAND PAUL, Kentucky	THOMAS R. CARPER, Delaware
JAMES LANKFORD, Oklahoma	MAGGIE HASSAN, New Hampshire
MITT ROMNEY, Utah	KAMALA D. HARRIS, California
RICK SCOTT, Florida	KYRSTEN SINEMA, Arizona
MICHAEL B. ENZI, Wyoming	JACKY ROSEN, Nevada
JOSH HAWLEY, Missouri	

GABRIELLE D'ADAMO SINGER, *Staff Director*

PATRICK J. BAILEY, *Chief Counsel for Governmental Affairs*

COURTNEY ALLEN RUTLAND, *Deputy Chief Counsel for Governmental Affairs*

CLARK A. HEDRICK, *Counsel*

DAVID M. WEINBERG, *Minority Staff Director*

ZACHARY I. SCHRAM, *Minority Chief Counsel*

ANNIKA W. CHRISTENSEN, *Minority Professional Staff Member*

LAURA W. KILBRIDE, *Chief Clerk*

THOMAS J. SPINO, *Hearing Clerk*

CONTENTS

Opening statements:	Page
Senator Johnson	1
Senator Peters	1
Senator Hassan	16
Senator Hawley	18
Senator Carper	24
Senator Sinema	29
Senator Rosen	32
Prepared statements:	
Senator Johnson	37
Senator Peters	38

WITNESSES

TUESDAY, JULY 16, 2019

Hon. Steven Dillingham, Ph.D., Director, U.S. Census Bureau, U.S. Department of Commerce	3
Robert Goldenkoff, Director of Strategic Issues, U.S. Government Accountability Office	5
Nicholas Marinos, Director of Information Technology and Cybersecurity, U.S. Government Accountability Office	6

ALPHABETICAL LIST OF WITNESSES

Dillingham, Hon. Steven:	
Testimony	3
Prepared statement	40
Goldenkoff, Robert:	
Testimony	5
Joint prepared statement	53
Marinos, Nicholas:	
Testimony	6
Joint prepared statement	53

APPENDIX

Statements submitted for the Record from:	
National Association of Latino Elected and Appointed Officials	98
National Association of Realtors	214
Partnership for America's Children	216
Responses to post-hearing questions for the Record:	
Mr. Dillingham	225

2020 CENSUS: CONDUCTING A SECURE AND ACCURATE COUNT

TUESDAY, JULY 16, 2019

U.S. SENATE,
COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS,
Washington, DC.

The Committee met, pursuant to notice, at 2:29 p.m., in room SD-342, Dirksen Senate Office Building, Hon. Ron Johnson, Chairman of the Committee, presiding.

Present: Senators Johnson, Lankford, Scott, Hawley, Peters, Carper, Hassan, Sinema, and Rosen.

OPENING STATEMENT OF CHAIRMAN JOHNSON

Chairman JOHNSON. Good afternoon. We will call this hearing to order, once the photographers finish their job there.

I want to welcome our witnesses. I am hoping the separation between the witnesses does not indicate anything here. [Laughter.]

We do have two votes scheduled at 3, and so rather than present my opening statement, I will just enter it into the record¹ and get right to Ranking Member and to witness testimony.

Senator Peters.

OPENING STATEMENT OF SENATOR PETERS²

Senator PETERS. Well, thank you, Mr. Chairman.

The 2020 Census will serve as a roadmap for the next decade, determining how billions of dollars in Federal resources and congressional representation will be divided among the States, and the results of this count will undoubtedly impact every community in America. And every person must be counted.

An accurate count is not just about understanding how many people live in our country. This is about ensuring that communities across America have access to the resources that they need to grow and to succeed.

Public health officials use Census data to direct resources to combating the opioid crisis and other health emergencies. First responders and disaster relief agencies use this data to determine where they should direct emergency response efforts. Local businesses also use Census data to help decide where to invest in new factories and stores.

¹The prepared statement of Senator Johnson appears in the Appendix on page 37.

²The prepared statement of Senator Peters appears in the Appendix on page 38.

In my home State of Michigan, \$29 billion in annual Federal funding is on the line. For every person not counted, Michigan stands to lose as much as \$1,800, funds that could be invested in health care, infrastructure, or public education. That is why it is extremely important that we get the most thorough and accurate count possible.

It has taken the Bureau 10 years of careful planning and preparation to make this Census successful, but there is still more work to be done.

The Census begins in January 2020 in remote Alaska and then in March everywhere else, and between now and then, the Bureau has to finalize its communications campaign, conduct robust community outreach, finish hiring trusted local staff, and perform final testing for dozens of critical information technology (IT) systems.

As outlined in our Constitution, the purpose of the Census is to count every person in our country. But given the chaos and confusion the administration has generated as a result of their effort to include an untested citizenship question, the Bureau has significant work to do to restore public trust in the Census and ensure response rates do not decline as a result.

We need to make sure that everyone is able to respond to the Census, through the new online form or in whatever way they can, including people without good Internet access, people in minority communities, in rural areas, and on reservations.

From fair representation in Congress to the effective use of taxpayer dollars, each and every American has a personal stake in the results of the 2020 Census.

I look forward to working with you to make sure that the count is accurate, that it is cost effective and is on schedule.

Thank you, Mr. Chairman, and thank you to each of our witnesses.

Chairman JOHNSON. Thank you, Senator Peters.

It is the tradition of this Committee to swear in witnesses, so if you all stand and raise your right hand. Do you swear the testimony you will give before this Committee will be the truth, the whole truth, and nothing but the truth, so help you, God?

Mr. DILLINGHAM. I do.

Mr. GOLDENKOFF. Yes.

Mr. MARINOS. Yes.

Chairman JOHNSON. Please be seated.

Our first witness is the Honorable Steve Dillingham. Mr. Dillingham currently serves as the Director of the U.S. Census Bureau. Previously, he was Director of the Bureau of Justice Statistics and the Bureau of Transportation Statistics. Mr. Dillingham.

TESTIMONY OF HONORABLE STEVE DILLINGHAM, PH.D.,¹ DIRECTOR, U.S. CENSUS BUREAU, U.S. DEPARTMENT OF COMMERCE

Mr. DILLINGHAM. Good afternoon, Chairman Johnson, Ranking Member Peters, and Members of the Committee. Thank you for inviting me.

This is an important time for the Census Bureau and the 2020 Census. We appreciate your continuing interest and your strong support. The Census clock is ticking, and we are more ready than ever to conduct a complete and accurate count.

We thank the President. We thank Attorney General (AG) William Barr and Commerce Secretary Wilbur Ross for developing the path forward for enhancing the Nation's data and protecting confidentiality.

We also thank our 2020 Census partners in every State numbering in the thousands and soon to be hundreds of thousands.

I will highlight the road ahead and our increased readiness. The Census first count will begin in less than 6 months in remote areas of Alaska, as the Ranking Member just mentioned. The nationwide county commenced in just 9 months, March 2020.

It is my opinion, one shared by the experienced professional at the Census Bureau, that we have in place an A plan to conduct the Census accompanied by an A team to execute it. We are now entering what I call the A-level, high-performance execution phase.

Regarding the President's Executive Order (EO), we are carefully reviewing it. First steps include implementation, and we began that upon issuance, such as planning an interagency working group. We will update the Secretary and this Committee on our progress.

The message of the 2020 Census is clear. It is easy, safe, and important. It is easy because of improvements in new technologies. People may complete this Census anytime, anywhere. We have Internet, phone, and paper self-responsive options. Our language assistance can reach 99.6 percent of the population. We will have trained enumerators to follow up with those who are late in responding. This will be the first Census ever where we expect most people to submit their data electronically and efficiently.

The Census is safe. Census data remains secure, and confidentiality is protected. Stringent laws with criminal penalties of imprisonment and fines apply.

Employees take a lifetime oath to protect confidentiality. The Census Bureau sets the highest standard and maintains a culture and practice of protecting confidential data. It will not be shared with any agency or anyone.

The Census is more important than ever. As the Ranking Member just described, Census data is needed for apportionment and redistricting. It is used for Federal, State, and local governments to develop policies and allocate billions of dollars for programs and services, reaching millions, including the \$29 billion that you mentioned in your statement, Ranking Member. It is used daily by people in making decisions that affect business, communities, and quality of life.

¹ The prepared statement of Mr. Dillingham appears in the Appendix on page 40.

Some recent innovations include new technologies for enhancing address canvassing, new options to reach hard-to-count populations, more phone centers to provide customer assistance, a doubling partnership specialists to work with communities, and new technologies to support Census-taking processes. These and other innovations and time-tested operations have increased our confidence that we will deliver a complete and accurate count on time and on budget.

Our priority is to reach hard-to-count communities. I continue to visit hard-to-count communities across the Country. They exist in all States. I have seen local partners reaching people in those communities in better ways. Counting children has been a perennial challenge. We are making improvements by working with others, ranging from pediatricians to the public schools.

We have dedicated efforts to reach American Indian and Alaska Native communities, including the Navajo Nation, which is roughly the size of West Virginia.

We have plans to reach the homeless and others. Everyone must be counted. Partnership specialists from local communities with different backgrounds help this process. We also have an integrated research-based outreach campaign with messages that resonate with diverse communities.

Cybersecurity is paramount. We have a well-designed and tested cybersecurity program. Data is encrypted at every stage. We work closely with the Department of Homeland Security (DHS), the intelligence community (IC), and industry experts to identify and response to threats. We manage risk, assist with oversight in test systems for security, functionality, and scalability.

External oversight and accountability an support are valued. First, the Bureau is committed to assisting this Committee and others in Congress in addressing matters of interest or concern. Oversight is deeply appreciated.

Second, we appreciate the work of the Government Accountability Office (GAO) and the Department's Inspector General (IG) in our preparations. I discussed the 2020 Census being on the GAO High-Risk list with the Comptroller General. The designation is appropriate in light of the scope, complexity, and importance of the Census. We are committed to GAO's key components of a healthy program. We also meet regularly with the Office of Inspector General (OIG) to discuss issues, concerns, and to receive advice.

Third, we appreciate the financial support we receive on a bipartisan basis from Congress. Funding certainty is needed throughout the 2020 Census. We appreciate support in all forms from all sources.

Recently, the IG expressed her interest in working with us to promote the safety of personnel.

Commerce components have expressed a desire to help as well, as have other Federal agencies, including the Department of Health and Human Services (HHS) and the Peace Corps.

We thank Members of Congress and others who are assisting with our hiring recruitment and who serve as trusted voices.

The 2020 Census is clear. It is easy, safe, and important. As we enter our high-intensity sprint, hiring goals are being met. We are on budget. Our systems are safe and secure. We are following best

business practices and have the right people in the right positions doing the right things.

I am confident that we are more ready than ever. Canvassing begins next month. The time is now. The duty is ours, and while much work remains to be done, we remain on track to achieve a complete and accurate count.

Thank you for your support, and I look forward to your questions.

Chairman JOHNSON. Thank you, Director Dillingham.

Our next witnesses are from the U.S. Government Accountability Office, and they will be sharing testimony.

So you have Robert Goldenkoff. Mr. Goldenkoff is Director of Strategic Issues for the U.S. Government Accountability Office. In his role, he oversees a portfolio of work aimed at improving the Federal statistical system.

Our second witness from GAO is Nicholas Marinos. Mr. Marinos serves as the Director of Information Technology and Cybersecurity with GAO, and Mr. Marinos manages audit teams that perform government-wide cybersecurity, privacy, and data protection reviews across all the major Federal agencies.

I believe we are starting with Mr. Goldenkoff.

TESTIMONY OF ROBERT GOLDENKOFF,¹ DIRECTOR OF STRATEGIC ISSUES, U.S. GOVERNMENT ACCOUNTABILITY OFFICE

Mr. GOLDENKOFF. That is correct.

Chairman Johnson, Ranking Member Peters, and Members of the Committee, GAO is pleased to be here today to discuss the Census Bureau's readiness for the 2020 head count.

As you know, in recent years, we have identified a number of operational, IT, cybersecurity, and other challenges that raise serious concerns about the Bureau's ability to conduct a cost-effective enumeration.

In February 2017, we added the 2020 Census to GAO's list of high-risk government programs, and it remains on our High-Risk list today.

My remarks this afternoon will focus on two such challenges—implementing design innovations aimed at controlling costs and developing reliable cost estimates that better account for risks and inform annual budget estimates.

My colleague, Nick Marinos, will then discuss the challenges the Bureau faces in implementing and securing critical IT systems.

The bottom line is that as the countdown to Census Day grows short, the Bureau has made important progress toward mitigating some of the risks facing the Census, and we are encouraged by the Commerce Department and Census Bureau's leadership commitment toward carrying out a cost-effective enumeration.

Still, the Bureau estimates that the Census may cost as much as \$15.6 billion, a \$3 billion increase over the Bureau's original estimate, and significant uncertainties lie ahead.

For example, with respect to design innovations, to help control cost while maintaining accuracy, the Bureau will use new procedures and technology for 2020, including greater use of automated

¹ The joint prepared statement of Mr. Goldenkoff appears in the Appendix on page 53.

data collection methods, administrative records in place of data collected by enumerators, verifying most addresses using aerial imagery, and other in-office procedures rather than by going door-to-door as was done in past enumerations, and allowing households the option of responding to the Census via the Internet.

These innovations show promise for controlling costs, but they also introduce new risks in part because they have not been used extensively, if at all, in prior enumerations. As a result, testing is essential to ensure that key IT systems and operations will function as planned; however, citing budgetary uncertainties, the Bureau scaled back operational tests in 2017 and 2018.

Without significant testing across a range of geographic locations, housing types, living arrangements, and demographic groups, operational problems can go undiscovered, and the opportunity to refine procedures and systems could be lost.

Another risk factor is the reliability of the Bureau's 2020 life-cycle cost estimate. In August 2018, we found that although the Bureau had taken steps to improve its cost estimation process compared to prior versions, it still needed to implement a system to track and report variances between actual and estimated cost elements.

The Bureau released an updated version of the cost estimate last night. We plan to review it for any changes as well as the extent to which the Bureau implemented our open recommendations.

In short, while the Bureau and Department of Commerce have taken important steps to keep preparations for the Decennial on track, additional steps are needed. For example, as of June 2019, we have made 106 recommendations related to the 2020 Census. Commerce has generally agreed with these recommendations and has generally taken actions to address many of them.

The Bureau has implemented 74 of the recommendations, and 31 remain open.

Going forward, to help ensure a cost-effective head count in the months ahead, continued leadership attention and strong congressional oversight will be needed to help ensure that the Bureau continues to implement our recommendations, that key components and systems work as required, that the operations stay on schedule, and management functions follow leading practices.

This concludes my prepared remarks. I will now turn it over to my colleague, Nick Marinos, who will discuss the risks facing the Bureau's IT and cyber efforts.

Chairman JOHNSON. Mr. Marinos.

TESTIMONY OF NICHOLAS MARINOS,¹ DIRECTOR OF INFORMATION TECHNOLOGY AND CYBERSECURITY, U.S. GOVERNMENT ACCOUNTABILITY OFFICE

Mr. MARINOS. Thank you.

Chairman Johnson, Ranking Member Peters, Members of the Committee, thank you for inviting GAO to discuss the Bureau's efforts to prepare for the 2020 Census.

As Robert mentioned, our most recent High-Risk Report highlighted a number of IT-related challenges facing the Bureau. These

¹ The joint prepared statement of Mr. Marinos appears in the Appendix on page 53.

included IT systems readiness and cybersecurity. The bottom line is that these challenges still remain today, and we believe it is important for the Bureau to overcome them prior to the 2020 Census.

Starting with systems readiness, the Bureau plans to rely heavily on IT for the 2020 Census, including through the use of 52 systems it plans to produce over the course of multiple stages of Census operations. Many of these systems will be deployed multiple times in order to add needed functionality over the course of 16 operational deliveries.

The Bureau has delivered the first group of systems to support early hiring and training, and the next few months, we will see key testing and production deadlines for many additional systems.

However, our ongoing work has determined that the Bureau is at risk of not meeting key IT milestones for five upcoming operational deliveries. These include deliveries in support of Internet self-response, a new innovation that the Bureau intends to rely on for a significant portion of responses to the Census, and recruiting and hiring for peak operations, which includes hiring hundreds of thousands of temporary employees to assist with counting the population. The Bureau needs to closely monitor these schedule risks in order to ensure that they are all delivered on time.

Regarding cybersecurity, the Bureau is working hard to assess security controls, take needed corrective actions, and gain the proper signoff to ensure that each system is ready for operations. Although a large majority of the 52 systems have received at least an initial authorization to operate, significant assessment work remains.

According to the Bureau, nine systems will have to have their security controls reassessed to account for additional development work prior to the 2020 Census, and five systems are still awaiting that initial authorization.

I would like to note that we have been encouraged that the Bureau is coordinating closely with the Department of Homeland Security on cyber issues. DHS has provided this assistance through cyber-threat intelligence and information sharing and through conducting incident management and vulnerability assessments, among other activities.

All of these internal and external assessment efforts, including recent evaluation performed by the Commerce Department's Office of the Inspector General, are vital, especially since the majority of the Bureau's systems that will support 2020 operations contain personally identifiable information (PII).

At the end of the day, however, they will only be as valuable as the corrective actions the Bureau takes in response to them. We recently made two recommendations to the Bureau calling for management attention in this area. The first called for the Bureau to address its security to-do list in a timelier manner, and the second called for the Bureau to establish a more formal process for tracking and completing actions in response to DHS assessments.

The Bureau reported that it is working to implement our recommendations. If fully implemented, the Bureau will be better positioned to ensure that assessments will result in high-priority improvements to its cybersecurity posture.

In summary, we are running short on time before key Census operations begin. Moving forward, it will be critical for the Bureau to devote enough attention and effort to completing IT system development activities and implementing cybersecurity improvements in a timely and prioritized way.

Mr. Chairman, this concludes my statement.

Chairman JOHNSON. Again, I want to thank all the witnesses.

Mr. Dillingham, just real quickly, you sounded pretty confident, which I like to hear. There are still issues or concerns. Would you like to start off by just addressing some of the issues raised by GAO in their testimony?

Mr. DILLINGHAM. Well, I think I—and we do agree. We agreed with the recommendations, and they say we are making progress. And the faster we make progress the better.

At the same time, one of the things that we are doing at the Census Bureau—their concerns generally represent potential risk, and we are engaged in risk management at the Bureau in all sorts of ways with our IT systems, with our cybersecurity, and with our operations as well.

So, in general, what I would like to say is we are managing the risk. This is a mammoth operation. There are many parts to this operation, and we have a great team in place. And we are making a lot of progress in managing our risk.

There will be risks throughout the 2020 Census, and there will also be risks in the Census Bureau continually.

As a matter of fact, I think the guidance from GAO is very helpful because it really reinforces the need for risk management.

So, in general, let me say that we agree that there are risks, and we are managing those risks. And we are making progress, and we will continue to make progress.

Chairman JOHNSON. So I would kind of like to just get a response out of GAO.

You are obviously laying out these issues. You are never going to mitigate all risk. You cannot eliminate all of it. You can manage it. Are you fairly confident that the Census Bureau is managing those risks, that we will be able to move forward and have an accurate Census? What is your level of confidence?

Mr. MARINOS. Yes. I think it is encouraging that the Bureau has agreed with the recommendations that we have made. Our recommendations have been focused on process improvements. So that is to say we have acknowledged in prior reports the establishment of a risk management framework at the Bureau. So, in particular, with respect to cybersecurity, we have seen the Bureau take many actions to assess what are the highest-risk areas and then take actions to address them.

Our process improvements are really aimed at recognizing the fact that there is limited time until Census day, limited resources, and so the importance of really ensuring that priority is placed on the highest and most critical vulnerabilities and improvements that are needed.

Chairman JOHNSON. Maybe the better way of putting this, what level of concern should this Committee have about the success of the Census in 2020? Should we have a relatively high level of con-

fidence? Again, not saying it is going to be perfect, but are we facing any kind of disasters you are concerned about?

Mr. GOLDENKOFF. I would say trust and verify and look for some key indicators. As Nick said, look for the testing and the actions that they are taking to correct some of the IT and cybersecurity issues, continue to monitor the Census preparations—now that the Census is going live. Look to see if the Census stays on schedule. All these key operations need to take place when they are supposed to. Because of statutory deadlines, there is no opportunities for resets, do-overs.

If the Census Bureau gets a decent response rate, and that there is no cybersecurity incident or IT shortfall, I think the Census Bureau will be positioned for a cost-effective head count.

So I do not think we are looking at disaster, but there still a lot of work that needs to be done going forward. And the Census Bureau is aware of that.

Chairman JOHNSON. You talked about cost effective. One of the things that will drive cost effectiveness will be the success of the self-response, online self-response.

In order to promote that, what is the Census Bureau doing? Do you have a planned promotion campaign, advertising, how much you are going to be spending?

Mr. Dillingham.

Mr. DILLINGHAM. Mr. Chairman, all of the above and more. This is going to be the largest outreach campaign that the Census Bureau has ever conducted, about a half-a-billion-dollar outreach media campaign. It will be television. It will be radio . It will be print. It will be social media, et cetera.

The messages we are presenting are consistent with what I had just summarized as easy, safe, and important, and we are going to particularly stress the safe. I think it is very important that we stress the safety factor, that your data is protected, confidentiality is protected. We have a history of protection. We have the laws, everything in place, to protect the data.

But, at the same time, in using the new options we have, it is very important that everyone realize that paper options still exist, but in addition to that, we now have the Internet option and the telephone option. And in the 2018 End-to-End Test, actually most people responded by Internet. I am not saying that the same demographics exist everywhere, but that was an instance where we conducted the test without publicity, without media, and without outreach. And we got over 50 percent of the people responding on the Internet. I think that is one of the reasons that the public needs to understand and take advantage of.

It also may get into a discussion of reaching the hard-to-count, and it is very important with the hard-to-count, even though there are rural areas and there are Tribal areas where connectivity may be an issue or definitely an issue as well as even telephone coverage at times.

At the same time, these options allow us to take the technology to go into those communities to reach the hard-to-count. They do not have to come to our area office to get assistance. They can get it by phone. They can respond by phone, and yes, they can do it on the Internet. And these are two important new developments

that I think will make a world of difference. It is more cost effective. It saves the taxpayer dollars, and it is far more efficient.

Chairman JOHNSON. The Internet has progressed a lot since the last Census. The public has obviously gotten much more used to it.

To me, the online does represent the risk from the standpoint do we have the capacity to handle it, and we saw that with healthcare.gov. The system just simply was not set up to handle the initial response.

So that is all I ask GAO: Do we have the capacity? Are you confident about that as well as in terms of cybersecurity? That would be the portal that the public can certainly get into the Census Bureau. Do we have the firewalls within that portal as well?

Mr. MARINOS. Yes, Mr. Chairman. I believe so. I think the Bureau is taking the right steps toward ensuring that they have the bandwidth that can handle a potential spike and the number of respondents that may come in through the Internet. They are making efforts to secure their systems as well.

Two quick points on this are going to be, though, that there is a lot of work still left to do. There is a lot of testing not only on specific systems, but to make sure that those systems work well together, and then also to have a backup plan, so a disaster recovery plan as well. We are waiting to get more details from the Bureau on plans with respect to that.

Chairman JOHNSON. Thank you.

Senator Peters.

Senator PETERS. Thank you, Mr. Chairman.

I just want to expand on the issue of hard-to-count and the fact that we are relying so much on the Internet initially, and I know you went through all of the steps that will be available, the other options that will be available.

But the question is—and maybe to be more specific so I get a better sense of this, because in Michigan, we have 800,000 people who are considered hard to count. Many of them do not have access to the Internet, certainly broadband issues.

But how do you follow up with folks who do not have that access? When will you know they do not have access? How do you then reach out in person? How are they going to know they are going to need to do it by phone or by mail? It still seems to be a very person-intensive type of process, and you have to identify who does not have access to the Internet. How are you actually doing that? Help me walk through the process as to how we are going to ensure this, please.

Mr. DILLINGHAM. Senator, let me give you the example of Detroit.

Senator PETERS. Yes.

Mr. DILLINGHAM. We have been to Detroit. We met with the local leaders, some Members of Congress and others, and I am using Detroit. I do not mean it in any way that maybe anyone would disagree with in Detroit. That is a lot of wonderful things going on with revitalization.

Senator PETERS. Absolutely.

Mr. DILLINGHAM. However, Detroit has lost a million population since 1950. Each Decennial Census, their population has gone down. They were at over 1.8 million people and are now at just

over 800,000, and it is a very large geographical area of more than 140 square miles. So some of those neighborhoods are the hard-to-count neighborhoods.

Senator PETERS. Right.

Mr. DILLINGHAM. And so what we did in Detroit is with the Complete Count Committees and the partnerships that we have in Detroit—I went out to view those hard-to-count, and we rode around on a Sunday morning. And we went to the civic centers, and Detroit has divided its city into about seven districts. And they are reinvigorating a sense of community. They have community centers, et cetera. The churches are very vibrant, even though the populations have dropped.

We can take the technologies into those areas, and we are working with the partners in the city of Detroit. So, working together, our partnerships specialists and these support groups and partners, which are many in Detroit, we can go right into those hard-to-count communities.

I have seen the boarded-up houses. I have seen the homes that were destroyed, and we know there is homeless populations there. But we can reach them better than ever.

Now, I will mention one thing in this area, that we have doubled the number of partnership specialists who we see working directly with those communities can identify these needs and respond.

The Appropriations Committee asked us if we received additional funding, what would we do, what would be our priority, especially in rendering additional assistance, and we developed a potential plan that is not in our budget. It is a \$90.5 million figure to it, where we would take our recruiters, our temporary employees, and we would allow them to continue by helping our partnership specialists in going into those communities. And that would increase the workforce by 5,000.

So it is not the Federal presence that makes a difference, but the Federal presence helps. So when working with our partners in those jurisdictions, we do take the technology to the hard-to-count, and we also will be in our commercials tailoring it to the hard-to-count groups, to the ethnic groups, to different age groups, et cetera, and reminding people, please always count your children, for example.

The counting of children, I am amazed but has been a problem since 1850 when it was recorded. It is still a problem. We are not sure of all the dynamics, but the changing household structure in our modern life and other things, if children are living with relatives or others, they sometimes do not put them down. And we need to make sure we are counting all the children. We are partnering with the Casey Foundation and others, pediatricians. We are working with all sorts of groups to make sure that all people are counted.

Senator PETERS. I am pleased to hear your partnership approach because that is absolutely critical. The people who know those communities the best are a number of organizations that you mentioned. The churches in particular that are closely connected in a lot of ways are the heart and soul of those communities. Their assistance is going to be essential.

I know you have been making great strides in Detroit in some of our other urban areas. That sounds as if that will continue to be a central focus of the Census going forward.

Mr. DILLINGHAM. Yes. I mean, we are still in the process.

One of the things that I want to mention is that we have the capability on our website so that public and all jurisdictions across the country can monitor their self-response while the Census is going on, so we can target those hard-to-count areas electronically. It is on our website. You can find the tracks and see what the response rate is on a daily basis.

Senator PETERS. Right. Great.

The other issue that we have to deal with is trust, obviously, in the Census or it is not going to be accurate. Unfortunately, many Americans mistrust government just generally, and the Bureau must focus its public communications and outreach to build that kind of trust.

Mr. Goldenkoff, the Bureau and the GAO have identified negative public perception of the Census as one of the top risks. I think you have talked about that in some of your opening comments as well. That could increase cost as well. There are many folks that think some of the chaos that we have been seeing lately regarding questions on the Census is adding to mistrust as well.

My question to you is, Do you believe that there is a significant public perception risk that the Bureau must deal with and counteract in 2019, this year, and what should they be doing?

Mr. GOLDENKOFF. Absolutely, there is definitely a public perception risk. We have all seen the public dialogue of late. Certainly, it has not created an environment certain to a complete count. But I think as importantly, it is the Census Bureau's own study when they looked at barriers and attitudes and motivators to participate in the Census. That is exactly what they came up with. They did a survey of around 50,000 people. They also conducted focus groups, and some of the top three barriers relate to trust. And that is what the Census Bureau needs to overcome.

For example, there are concerns over data privacy and confidentiality. There are concerns, fear of repercussions, that if you participate in the Census, something bad will happen to you. And then the third factor is distrust of all levels of government. So even without the current issues going on in the world, there has always been this distrust of the government. When the partnership specialists hit the street, when they start talking to constituents, that is, I think, one of the greatest functions that they provide because they are the trusted voice in the community. And they can reach out to people in their community, and we have seen in past Censuses that they do a fantastic job of that. So that is going to be the challenge going forward.

Senator PETERS. But given the recent incidents you mentioned, we have seen an increase of confusion related to some of the chaos we have seen. Should they be taking action now?

Mr. GOLDENKOFF. I think the Census Bureau is doing that.

Senator PETERS. At an elevated level, though, because of what has happened?

Mr. GOLDENKOFF. I think so, and I think one of the things that has us concerned is the hiring, the rate of hiring of the partnership

specialists. Their goal was to hire 1,500 partnership specialists by, I believe, the end of June, and they have made hiring offers to—813 now have come on board out of that, and 782 are in the queue. So the full complement of partnership specialists will not come on board until as late as September 1. So they are already behind the curve.

As you mentioned, this is a very labor-intensive operation. When you think 1,500 partnership specialists, that does sound like a lot, but when you think of both in terms of the populations that they want to reach nationwide, a goal of 300,000 partnerships, and if you think the number of counties that there are in the country, it is roughly two partnership specialists per county.

And on top of that, they are also doing clerical chores too as well. So they definitely have their work cut out for them, and they are already starting a little bit behind the curve. And so one of the things we will be looking at going forward is the extent to which they are able to hire at that pace, get everybody on board quickly, get up to speed, retain those people, and I would say if the money is there, certainly having additional partnership specialists would certainly help the case.

Senator PETERS. Alright. Thank you.

Senator LANKFORD [presiding.] Dr. Dillingham, I am going to run through about 100 questions with you. So we are going to hustle through several here. Let me get some concise answers.

Talk me through the breakdown of what you anticipate your email connections or reminders, web-based reminders, phone calls—how will people—what is your first estimate, besides paper, of how people will actually fill out their Census forms?

Mr. DILLINGHAM. Senator, in filling it out—and really the experience we have would be the Rhode Island experience where about a little over 50 percent self responded, and this is without the outreach campaign.

Senator LANKFORD. And this is web-based, them logging into a site?

Mr. DILLINGHAM. I cannot say any have done it by—

Senator LANKFORD. No, I am just saying what do you estimate? So if they are still logging into a site, is it an app that they are downloading?

Mr. DILLINGHAM. It could be that. We do not really have an official estimate.

The telephone usage there was much more than you might think. It is close to 7 percent by telephone.

Senator LANKFORD. And that is getting a number, punching it in, and talking to someone, or it is all by punching it in?

Mr. DILLINGHAM. Actually, they are punching in and filling in the forms by their smartphone. We call that Internet, and if they are just going to the phone assistance center, that is another proposition where they can get advice for filling it out on the Internet, or they can give the information right there on the phone to the person who will record it for them.

Senator LANKFORD. So let me review. On your phone or on your computer, actually logging into a certain place saying this is my address, this is who I am, filling out the form, or going on to the phone and actually calling in and talking someone through?

Mr. DILLINGHAM. Exactly.

Senator LANKFORD. OK. And then if that does not work, then you are actually getting a physical form? When is a form actually physically mailed to you?

Mr. DILLINGHAM. For about 20 percent of the jurisdictions where there is low connectivity, we will send the form out with the first mailing. There is a total of five mailings if we do not hear from you. You are going to receive five mailings.

Senator LANKFORD. First mailing starts when?

Mr. DILLINGHAM. The first mailing would start in March, and they really—exact days, but every week, you are going to get a mailing, if we do not hear back from you.

The fourth mailing usually would be when you get the actual form. So there is an encouragement. You can go do it on the Internet or by phone, or you will get a mailing.

Senator LANKFORD. Go online or go on the phone. Do it, do it, do it, do it.

Mr. DILLINGHAM. That is correct.

Senator LANKFORD. And if you have not by the fourth time, you are going to get a form that says can you fill this out and send it back in.

Mr. DILLINGHAM. That is correct.

Senator LANKFORD. Then after that, someone physically—

Mr. DILLINGHAM. And then there is another reminder.

Senator LANKFORD. Right.

Mr. DILLINGHAM. And sometimes when they receive the reminder, they will still do it, and there is an overlap between that and what we call the nonresponse follow up. Non-Response Follow-up (NRFU) is the phraseology we use within the agency.

Senator LANKFORD. That is a great one.

Mr. DILLINGHAM. Sometimes, too, when the person first goes to the door in the nonresponse follow up and puts a notice on the door, "Hey, we would like to talk to you about the Census," they will get online and they will—

Senator LANKFORD. They can fill it out.

Alright. So let me ask this question. I do not need an answer to it. I just want to be able to drop this out for you and for GAO.

For years, I have asked the question. April the 1st is Census Day for us officially. April the 15th, there is also another large event that happens nationwide every single year, not every 10 years. It would be nice if it is every 10, but it is every single April 15th. There is also a nationwide event.

We have about 140 million people that do a filing with the Internal Revenue Service (IRS). 127 million of those are electronically. So, round numbers, around 140 million file it, 127 million electronically. That seems like a unique opportunity for Census and for IRS to cooperate together once every 10 years to see if the Census information could not be added to their IRS form and to get a very large group. 127 million households is a pretty big catch to have by April the 15th and then to go chase after that. Tell me why that would not work.

Mr. DILLINGHAM. Senator, I am not here to tell you why it would not work, but I would tell you that we are here to explore whether it will work and how it can work.

Senator LANKFORD. OK. Obviously, that is a 2030 question, but if we do not start setting that up now, we are not going to get there.

But we spent how much on the Census this year? What is your estimate for total cost?

Mr. DILLINGHAM. It is close to \$15 billion, Senator. I mean for the total life-cycle cost.

Senator LANKFORD. Right. My hope is that if we can gather a significant number of people by combining their IRS filing and their Census filing, we can deal with a lot of personnel issues on that every 10 years. I do not understand why we would not do that. I only bring that to you to say I know right now the fire that is in front of you is next year.

Mr. DILLINGHAM. Yes, sir.

Senator LANKFORD. But as you discuss and do after-action reports, I would love for someone to get into the conversation, could these two be combined.

Mr. DILLINGHAM. Senator, let me just tell you this at this point. The different permutations or ways that might be achieved have yet to be explored and analyzed, but I have been informed that there have been some conversations with private tax preparer services already, for example, that they could have the link at the end of the electronic form to the Census. And that would be maybe a starting point for getting to the goal that you mentioned.

Senator LANKFORD. Right. There is a pretty straightforward way to be able to do this. Again, there is a tremendous number of people that are used to electronically filing on their taxes, and we could gather all that Census information at the same time.

Let me ask you a question about hiring, as it was just brought up by GAO. It is actually one of my questions on it.

2010, hiring temporary workers for the Census was much easier because our unemployment rate was so high in 2010. Our unemployment rate is historically low right now, some of the lowest in 50 years. We have millions more job openings than we have people to fill it. How is that going for you, just in hiring and finding temporary workers?

Mr. DILLINGHAM. Senator, so far, we have been pleasantly surprised.

One of the reasons is we hire people on a temporary basis, and so we are really not—the unemployment pool is not our—perhaps not even our primary pool. I would have to study that.

But we are getting retirees. We are getting people that already work. We are getting Uber and Lyft drivers and different people that work part-time jobs and look forward to these jobs.

In terms of the applicant pool, actually we have extended offers to more than 1,600 partnership specialists. So we are waiting to see how soon that will pan out.

Senator LANKFORD. To get the rest of the information.

Let me ask you one more question.

Mr. DILLINGHAM. Sure.

Senator LANKFORD. Because so much is going to be done by web-based and on the phone this next time, which is good. We should do that. That will help us tremendously with efficiency. It also opens up the opportunity for phishing scams, for people to put up

fake sites and say this is the Census site, to email out to their blast lists, do robocalls out to individuals and say, "Give us all your information. We are the Census." What are we doing on the Census level to get information to people out to say, "This is official and this is not. This is somebody just phishing for your information?"

Mr. DILLINGHAM. Certainly, that will be one of the things that will be part of our outreach campaign. It will be part of our social media campaign, and we are also working with the agencies to address that. So we are alerted whenever there is a fake website or a phishing activity. We get alerted, and we take immediate action. And our IT and our cyber folks are working on that every day.

Senator LANKFORD. OK. Thank you. Senator Hassan.

OPENING STATEMENT OF SENATOR HASSAN

Senator HASSAN. Thank you.

Welcome to all of you, and thank you so much for your hard work.

Dr. Dillingham, in New Hampshire, we were recently reminded of how every level of government has to prepare against cyber-attacks in order to make sure the government operations remain constant.

Just a few weeks ago, the Stratford County government experienced a cyber-attack that took their systems offline. However, the Stratford County government had prepared for a cyber-attack scenario ahead of time. They were able to implement a continuity-of-operations (COOP) plan in this case by reverting to pen and paper, allowing the government to continue its essential functions.

While this New Hampshire county-level government operates on a different scale, to be sure, than the 2020 Census, this event highlights an important lesson on resiliency at all levels of government.

So, Dr. Dillingham, what has the Census Bureau done to improve the resilience of the 2020 Census? Does the Census Bureau have a continuity-of-operations plan? Should the online questionnaire suffer a cyber-attack?

Mr. DILLINGHAM. Senator, we do have a continuity-of-operations plan. The cyber-attacks, primarily, our planning is to mitigate any damage. So we have built in safeguards that these parts of our system can immediately be closed down, and any issues that we experience can be contained. So that is part of our mitigation strategy.

We do not, as yet, have a plan that the entire system, if it was to go down, with specificity—and we are looking at what these dramatic options might be, but we are very carefully working on—I will not say the more realistic but the more probable threats that can occur in both preventing them and containing them when they do occur.

And we are following the best practices and working closely with the intelligence agencies, DHS, and the private sector as well, and we have relationships with them. So even the private sector will help us to identify these threats when they might occur.

So we will be looking at the entire range. We do have a continuity-of-operations scenario, but I would like to examine more carefully the catastrophic scenario that you might be alluding to.

Senator HASSAN. I would like to follow up with that and with GAO on that.

In the past, if any questions arose about the integrity of Census data, there was a paper trail of all Census reports. Obviously, now with this online portal and systems, the Census Bureau needs other mechanisms for keeping these records.

In the event of a cyber incident, is part of your plan to go back—or I guess the question is, How would you go back and validate Census responses if you find that the information you have collected online has been potentially compromised?

Mr. DILLINGHAM. Senator, some of the specifics, I would like to get back to you with.

Senator HASSAN. Yes.

Mr. DILLINGHAM. But we do have redundancies built into our system, and we do have information stored, for example, on the cloud as well as at a facility. So we do have redundancies built in, but I would rather discuss those maybe with just you and your staff.

Senator HASSAN. Right. I would look forward to that and discussing it with GAO because I think, again, just having the planning in place and really thinking this through is going to be critically important.

I want to move on to one other topic. We have talked about some of the hard-to-count populations. It is obviously very important as we talk about that to make sure that the Census is accessible to everyone. This is particularly important for individuals who experience disabilities, who may face additional barriers to successfully complete a traditional Census form and be counted or go online. If you are not able to type, that presents its own kind of challenges.

In addition, because the Census does not ask about disability, it is impossible to measure an undercount of people who experience disabilities, similar to undercounts that may be calculated for other hard-to-count populations.

So, Doctor, can you explain how the Census Bureau plans to address this particular concern, including any targeted outreach to individuals who experience disabilities, and how individuals who are self-responding may receive assistance to complete their Census form when that form is not accessible?

Mr. DILLINGHAM. Senator, we do a lot of that through our partnerships, and we will be partnering with organizations that have as a primary interest and as a side interest reaching the populations, the disabled, and those with other forms of disabilities.

We also, to some extent—our backup is the enumeration. Now, when we do the enumeration, if they are not able to submit either electronically, by phone, or by paper and we come knocking on the doors—and they could be in a group facility, for example—

Senator HASSAN. Right.

Mr. DILLINGHAM [continuing]. Or they could be an individual's residence—we will find a way to get those people to be able to answer the Census.

I would compare it to a very rare language. Even though we are going to have assistance in many different languages, there are communities that I have heard of where there is less than 200 people maybe in this country that speak that language, and what we do is we reach out to the community, to the universities. We find the special talent that we need, and we would do that with people

that suffer from visual disabilities and other physical disabilities as well and reach out. And we do have mechanisms by which in the enumeration we can reach those very hard—groups to count, and we have ways of getting the special assistance to them.

Senator HASSAN. Well, that is reassuring to hear and I think what will be important, because I think no one doubts the Census' intentions here or desire to reach all of these communities and people who may need this kind of assistance.

I think to the degree you all can be transparent about where your partnerships are, there are a lot of people in the disability community who would be very willing to make sure that they are bolstering those partnerships too. I would look forward to further discussion about that.

Mr. DILLINGHAM. Thank you.

Senator, let me just clarify we already have some of those partnerships—

Senator HASSAN. I am sure you do, yes.

Mr. DILLINGHAM [continuing]. And we will be putting our partnerships on the website and the Internet, and we will make sure that the public is aware of that.

Senator HASSAN. Alright. Thank you so much.

Thank you, Mr. Chair.

Chairman JOHNSON [Presiding.] Senator Hawley?

OPENING STATEMENT OF SENATOR HAWLEY

Senator HAWLEY. Mr. Dillingham, let me ask you about the strategies related to counting, for the Census counting in rural areas, particularly portions of my State of Missouri.

So, for instance, almost 550,000 people in Missouri are considered hard to count. That is almost 9 percent of my State in multiple counties, by the way. What happens in those areas where you not only have a rural population where maybe the mail is not—there are nontraditional mailing addresses and so forth, but then you also have limited Internet access?

So, for instance, from 2013 to 2017, over 20 percent of Missouri's households either had no Internet subscription or only a dial-up subscription. What is the strategy for counting there?

Mr. DILLINGHAM. Senator, we have a multifaceted strategy, particularly in the rural hard-to-count areas. One is that we have already studied the Nation and those areas that have limited connectivity, and for 20 percent of the Nation, as I mentioned, we are going to mail out the questionnaire in the first instance to them.

One of the things in the time I did not have to address in talking about the partnership specialists, the partnership specialists are really our connection to the community. The community, we envision more than 300,000 partnerships. It can range from the local barber shop to a national organization, and we have the Complete Count Committees.

The last I looked, I think we have 2,500 Complete Count Committees already. Every State has a Complete Count Committee, with the exception of two, and we hope they will come on board soon. But they are local governments, and they have rural popu-

lations. But their local governments have many Complete Count Committees.

So our partnership specialists are really our connector to the Complete Count Committees, to the various groups, the nonprofits, the service organizations, the partners across the Country, and I must confess to you, we could not conduct this Census without the assistance and of our partnerships and the people that are helping us.

So what we want to do is have that multiplier effect through our partnership specialists, but in addition to that, we have the outreach media campaign. And in a lot of the rural areas that I have learned by visiting them, some listen to the radio more than they watch TV and different things like that. So we have to be able to do that and provide the media that reaches them best.

And then assuming we have this multiplier effect with either partnership special assistants or using the community groups, we can take the technology to them.

I went to one jurisdiction in New Mexico, very rural area, and Senator Udall from New Mexico went with me. That was an extreme example of a hard-to-count area, and that is why we went there. And we determined to get self-reporting, and that the only two mechanisms that we saw at the time was the local grocery store and service station as well as the church. This was a community that did not want people coming in, and there were all sorts of barriers to people coming in. They did not trust the government, and so when we saw that, we are working with our partnership specialists. We need efforts at the grocery store. We need efforts with the local churches.

Now, that is an extreme example. I am not sure if that is in Missouri, but I know there are hard-to-reach areas of Missouri. And we will work with the local officials, and we will work with the groups to make sure we reach them.

Senator HAWLEY. Thank you very much. That is very helpful.

Let me ask you about the effect of natural disasters and accuracy in Census counting. When you have flooding, when you have tornadoes that displace people, sometimes for long periods of time from their homes, particularly true with flooding, but it can also be true with rebuilding after a tornado, both of those natural disasters have hit my State and particularly devastating effect. We have lots of people who are displaced in the State. How do you tackle that and account for that displacement?

Mr. DILLINGHAM. That can pose a lot of challenges, and we are working on that presently. We are working on that with Puerto Rico, where we are doing an update lead. We are actually going to every residence in Puerto Rico.

We are doing that in Mexico Beach in the northern area of Florida, where the hurricane had devastating impacts, and we are doing it in California where the fires had burned out some housing areas totally.

So we work with those communities. There are issues there, and sometimes with the local jurisdictions—we are working particularly with Florida right now. They came to my office, a delegation. They said, “Hey, these people have moved out. We would like to have them counted where they were.” That poses a problem for us.

But what we do is we work with them. Any that come back at Census time and are living there and reestablished, we can count them, but at the same time, we are also informed, for example, that working crews are coming there for 2 or 3 years to help build back the area. You count the working crews. It is whoever is living in that jurisdiction.

So we will work with those communities and find out what is best, and we look forward in your State and other States and working with you on planning that.

Senator HAWLEY. Very good. Thank you.

Thank you, Mr. Chairman.

Chairman JOHNSON. Senator Hawley, in my written opening statement, I referred to the ongoing cooperation and oversight that we have been conducting with the Census Bureau and Government Accountability Office, and over the course of the last couple years, through that communications, through that collaboration, my confidence has certainly grown that we do not have some disaster on our hand here, this is pretty well in hand.

I think one of the things, I would like both GAO and Mr. Dillingham to comment on this, but this is not the Census Bureau's first rodeo. They are not reinventing the wheel.

You talk about community partnerships. I mean, this has been in place decade after decade, and you are just going back to these tried-and-true methods as well as using and trying to implement technology. It has improved dramatically since 2010 when, let us face it, that did not work too well.

So, again, I do want to obviously have this Committee hearing point out the difficulties so that we remain diligent and we stay on top of things, but I also think it is important to communicate to the public that we do have things in a manageable situation. And I do not think anybody should be panicking.

I will ask GAO. Am I wrong in this assessment?

Mr. GOLDENKOFF. No. I think we would agree with that. The Census Bureau has a very strong management team. As you say, this is not their first rodeo. This is their second, third, maybe fourth rodeos in some cases, a lot of experience going into the Decennial Census.

There will be some glitches. It happens all the time with something this massive. There are a lot of moving parts, but having all that experience and the management team there, the hope is that they will be able to address it quickly. And that is what has happened in the past and so not to panic.

And this is something that Dr. Dillingham mentioned in his opening statement, how they work with the oversight organizations. This is actually my third Census. I started this in 2000, and I think the tone is much different. It started to change in the 2010 Census, and we are seeing that continue into the 2020 Census, much greater willingness to work with oversight folks.

Actually, GAO put the 2020 Census on its High-Risk list. They are not being defensive about it. They are actually embracing. They are embracing being on the High-Risk list. They are seeing "Hey, this is a cry for help. We need the resources." They are working with us. We share our best practices in a range of different man-

agement areas, everything from cost estimation to scheduling to IT management.

Dr. Dillingham met with the head of our organization. We meet with Dr. Dillingham on a monthly basis just to share information. We are not adversaries on this. We are really all on the same side here in favor of a good Census, so I agree with you 100 percent.

Chairman JOHNSON. I think one of the concerns, as you go back to 2010—I was not around, but the stories you hear of the implementation of technology, we spent \$3 billion. It was a total disaster. But, again, you think back 10 years ago. We are talking about flip phones and BlackBerrys, not iPhones, not the level of sophistication, both in terms of devices, the technology, the software, as well as the public's ability to use.

So does anybody want to kind of compare and contrast that or anybody in the position to do so?

Mr. Marinos.

Mr. MARINOS. Mr. Chairman, I think that is a really important point. As you know better than anyone, GAO has had cybersecurity on its High-Risk List since 1997. I do not think that is going anywhere anytime soon. The risks have continued to grow.

In many ways, the innovations that the Bureau has pursued over the last decade are essential innovations really to try to ensure an accurate count and to get a good response rate. So we are encouraged by those efforts.

I think one thing that I would come back to that I mentioned in the opening statement as well is that we are very encouraged by the Bureau's effort to reach out to others to gain assistance. So, in particular, with DHS, many of the assessments that DHS has done have been voluntary ones, ones that the Bureau has sought out for assistance from DHS. So we are very encouraged by that effort.

Chairman JOHNSON. I do not want to tip anybody's hands here, but in your mind, do you have a list of priority risks when it comes to cybersecurity? Is it that online self-response portal? Are there other things? What are the most significant cyber risks?

Mr. MARINOS. I think the reliance on the Internet is creating many of those risks, but I would say that based on DHS's assessments, the Bureau's own internal assessments, those done by the IG and recommendations we have made, I believe the Bureau has a good sense of what those risks are.

Where we have felt like better attention needs to be made by management is on ensuring that they prioritize those risks. Some of those risks can be very specific. So a system that needs a patch is going to have to get patched. Others are going to be longer term. So if some adjustments need to be made within a program, such as the need to hire more individuals because they identify a new security risk exists, those are going to take more time.

But I think from our perspective, I think that focus of ensuring that the Bureau itself knows what the priorities are, communicates it not only to Bureau leadership but to Department leadership, I think that is what is essential.

Chairman JOHNSON. Director Dillingham, what do you think is the greatest cyber risk or risk that you are dealing with here in the 2020 Census?

Mr. DILLINGHAM. Mr. Chairman, I am not sure what the greatest is, but I want to endorse the comments just made and the need for us to continuously evaluate and prioritize the risk.

This is a day and age where you do not know—I must confess, watching television last night, and they had experts on TV discussing the ongoing cyberwar between nations. There are certain things that may be unpredictable. That is one of the reasons that we identify the risk. We prioritize them. We had the risk registries that GAO strongly endorses so that we can continuously evaluate, and if we get indicators as to what the risks may be from the intelligence agency or others, we can act on it quickly. So I cannot say——

Chairman JOHNSON. So you have a priority list——

Mr. DILLINGHAM. Yes.

Chairman JOHNSON [continuing]. But then also you are going to remain flexible to emerging risks?

Mr. DILLINGHAM. That is correct. And with the 2020 Census, we have an overall risk registry of 29 major risk categories, but when you get down to the numbers, we scan for 100,000 risks every month.

There are different types of risks, but in the last year, I have seen figures where we have responded to approximately 150,000 risks. Now, many of those are really IT risks that can be quickly resolved. Some others, we have a process. We call it a planning and a plan of action that we put together, and we establish the milestones.

GAO looks at our milestones, and they remind us if we are not meeting our milestones. But we are doing that ourselves as well.

So we are always managing the risks with the best information, the most knowledge and the most expertise, and I think some of the best new tools ever.

Chairman JOHNSON. In GAO's testimony, they were talking about the computer system for the hiring process. We spoke over the phone about where you are in terms of hiring the people, and you were actually quite optimistic about that. Do you want to talk about the computer system? But do you also want to talk in general about where the Bureau is in terms of its hiring?

Mr. DILLINGHAM. Sure. One of the innovations, important innovations we have this time, is that people can apply online, and we are advertising that. And we ask you and others to advertise that fact. Go to our website, 2020census.gov.

Chairman JOHNSON. We will let you get that, and we will advertise that later.

Mr. DILLINGHAM. That is right.

I am pleased to tell you that when I looked at the figures this morning, we had 600,000 people have applied for jobs. Now, we are in the process of hiring 60,000 of those to be what we call "listers" or "canvassers." So that is a monumental time-saver, cost-saver way of doing business. However, we did have——

Chairman JOHNSON. So you are saying 600,000 have applied online?

Mr. DILLINGHAM. That is correct.

Chairman JOHNSON. So, obviously, that hiring portal is up. It is operating. It has already accepted 600,000 applications, and out of that, you are only going to hire a tenth of that?

Mr. DILLINGHAM. Well, it is not all 600,000 for that series of jobs, and I am told about maybe 400,000 or half at least were. So we had about five or six potential applicants for each job.

Now, when we get to the enumeration and we need close to a half million people, then we would like to have 2.5 million people in that database, and we are hoping we are going to achieve that. And we are going to be working that particularly in the fall when it is time to engage that next hiring peak that we will experience.

Chairman JOHNSON. Does your staff have that website that we want to highlight in the hearing yet?

Mr. DILLINGHAM. If I was not under the lights here, I would remember. 2020census.gov/jobs.

Chairman JOHNSON. OK, sounds good. But I would think just kind of going onto the Census Bureau's overall website, you ought to be able to click onto that pretty well.

Mr. DILLINGHAM. Mr. Chairman, you had mentioned one other thing in starting that line of questioning about the importance of the experience and the depth and the partnerships. The team is deep at Census.

An email this morning, there were two people that I was commending for working on their seventh Decennial Census, and some of our senior staff have multiple Decennial Censuses. Many of them have four.

And when we hire the people, the partnership specialists, and I go to Columbia, South Carolina, and the partnership specialists have purchased their own beautiful red blazers embroidered with "2020 Census" and they are ready to go to work again, it is very encouraging and very motivational. And when they cook the cakes with the "2020 Census," these people look forward 10 years to coming back and working on the Decennial Census.

Chairman JOHNSON. Were we hiring second graders back seven decades ago?

Mr. DILLINGHAM. Well, you would think so. [Laughter.]

It is a little bit deceiving because you can subtract 10 years. Many of them got their first experience in a Decennial Census. But there are a couple with 60 years.

Chairman JOHNSON. Well, again, commend them for us.

Mr. DILLINGHAM. Yes.

Chairman JOHNSON. Thank them for their service.

Let us talk a little bit about promoting that online self-reporting because I think that is huge—well, and just self-reporting through the mail as well. Exactly what is the Census game plan there in terms of promotion, advertising? What are your messages?

Mr. DILLINGHAM. The overall messaging for the campaign is "Shape Your Future. START HERE," and that will be connected with the link to the 2020 Census, where you can respond by Internet. So it is a reminder throughout the campaign is "Help shape your future. Start here."

So, in many instances, you can link directly, and it will have the link in the advertisement. In others, it may be on the air, which they would repeat the website to go to. But there is going to be tre-

mendous—we have one of the—again, one of the largest campaign contractors in this area, and we have subcontractors for all the hard-to-count populations or at least large groups of them. And we think that people will go directly to that.

In one city that I was in, they were just putting in Wi-Fi in the buses, and the city was saying, “Hey, we can put advertising in the buses,” and people on their way to work can answer the Census.

Chairman JOHNSON. So let me make a suggestion. OK, fine. Save your future.

Mr. DILLINGHAM. Sure.

Chairman JOHNSON. Help the government save money. Self-report.

Mr. DILLINGHAM. Absolutely.

Chairman JOHNSON. OK. That would at least resonate.

Mr. DILLINGHAM. Absolutely. That is sometimes a hidden message, and maybe it should be more visible.

Chairman JOHNSON. I like very overt messages, particularly when it comes to saving the government money.

Senator Carper.

OPENING STATEMENT OF SENATOR CARPER

Senator CARPER. I am Tom Carper, and I approve that message. [Laughter.]

Every now and then, Dr. Dillingham, people say—let me say, first of all, Robert and Nicholas, thank you very much for being here. Thanks for the good work that you and your colleagues are always doing as well as to the Census folks.

This brings back almost like *deja vu* 10 years ago when we had other folks sitting at this table. We go through these, ask a lot of questions, and I am pleased to hear that real progress has been made. It appears to be made on the technology and the technology front, and it will enable us to get better results, more accurate results for maybe less money. That would be much appreciated.

Dr. Dillingham, people ask me—not every day, not every week, but people say to me what keeps me up at night. What keeps you up at night? And not only that, what are a couple of things that keep you up at night, and what are a couple things we can do here in the Congress to make sure you get a better night’s sleep?

Mr. DILLINGHAM. Thank you so much, and I know what a great supporter you are of the Decennial Census as well as the Census Bureau, and we very much appreciate that. We have had some conversations with regard to security and other things and appreciate your keen interest in that.

Senator CARPER. Thank you.

Mr. DILLINGHAM. The thing that keeps me up at night is really making sure all the pieces are in place and that we stay on schedule, on time, and on budget. That is the overall business plan, and it is an excellent plan developed over a decade, as the Chairman mentioned. So it is all pieces of it that keep us up at night.

Now, as far as supporting Congress, I want to thank the Congress for the demonstrated support, both financial and otherwise, but one of the things is—and it was pointed out during this hear-

ing—is we have to communicate this message to a much wider group, and Congress is well positioned to do that.

We have delivered, for example—just it may be helpful—toolkits to every Member of Congress on how they might work with their partners and others to get the job done, and we have seen Members of Congress embrace this. We have seen some very healthy competitions.

I know, for example, the mayor in Milwaukee was telling us when we were there that he has a friendly bet with—or was going to enter into a friendly bet with the mayor Minneapolis to see who could get the highest self-response rate.

We have had Members of Congress say that, “Oh, I”—we published the partnership list, and they say, “Oh, I have all these partners I am working with, and I may be head of the Census Caucus. But I look at my neighboring Congresswoman and friend, and that list is shorter. So I am going to nudge them a little bit and say we need a competition here. You need to catch up with me.”

So whatever the mechanisms are, just spreading the word and the message, again, that it is safe and it is easy and it is important, I think we are well positioned at this point. We have a definite path forward, so I think that getting that message out.

Some people would speculate that even the attention that may be considered attention of disagreements on the Census could in fact become beneficial because people know now that the Census is very important, and they will engage in helping us reach everyone.

Senator CARPER. Great. Thank you. We will be looking for the toolkits. Thanks for sending it to us.

Thanks very much for talking with me earlier this week. I understand that this new entity within DHS, which is Cybersecurity and Infrastructure Security Agency (CISA), which legislation that the Chairman and I and others have partnered on.

We understand that CISA has partnered with the Census Bureau—

Mr. DILLINGHAM. That is correct.

Senator CARPER [continuing]. To prioritize the cybersecurity posture of the 2020 Decennial Census. One of the tools that DHS has to help manage agency cybersecurity risk is something called the Department’s “EINSTEIN system,” and I mentioned this to you, EINSTEIN 1, which came along first. I use it like a security-guarded gate and vehicles are coming in and out of a particular location. EINSTEIN 1 basically says that the security guard’s car has gone through—or vehicle has gone through. EINSTEIN 2 says a car or vehicle of interest has gone through. EINSTEIN 3 says a car of interest has gone through, and let us stop that car.

But I would just say, Can you give us an overview of how the EINSTEIN system—starting with EINSTEIN 1, EINSTEIN 2, EINSTEIN 3—have been implemented in securing the information collected by the Bureau, if at all?

Mr. DILLINGHAM. Senator, I love your analogy on how that works, EINSTEIN 1, 2, and 3, and EINSTEIN has been mentioned publicly. But what I would like to do is perhaps have my team come and speak with you and your staff on that.

We have visited the DHS offices, and we made sure that everyone had the proper clearances. And so I am not quite sure where

the boundaries of the discussion might be. It is a sensitive topic. I would be glad to talk with you about that.

Senator CARPER. Maybe when they come, they can bring another toolkit for us. You can never have too many of those. Have someone to gift to somebody else.

Mr. DILLINGHAM. Yes.

Senator CARPER. One of the major goals that my staff and I hope to achieve with this hearing is having both the Census director and GAO help us identify those milestones or really benchmarks, if you will, that we in the Congress at this moment need to monitor so that we can know whether the Census remains on track for the 2020 count.

What are some of those benchmarks or milestones that we need to be monitoring? Just give us an example of a couple, so we will know whether the Census remains on track for the 2020 count, OK?

Mr. DILLINGHAM. That is correct. We will certainly keep you updated. I know GAO will, and we will as well at any time. We will pass the information to you, and we are very pleased to say we are on track now. And we want to remain on track.

Senator CARPER. Let me just ask our other two witnesses. What are some of the benchmarks or milestones that we ought to be mindful of and watching?

Mr. MARINOS. Sure, Senator. So with respect to the two IT-related challenges that we have highlighted previously, on the systems readiness side, the next 6 months are pretty critical. We have, of those 16 operational deliveries, about nine are going to have some pretty critical milestones themselves from an IT perspective. I think about 12 of those will also be in the midst of testing. So there is still a lot of work when it comes to ensuring that not only these systems have been developed, but they are scalable. Their performance is going to work as intended.

On the cybersecurity side, we still maintain our recommendation. We are encouraged that the Bureau is working toward implementing our recommendation, which can help it to formalize that good feedback that they are getting from DHS. I have reviewed all of the reports that DHS has produced for the Bureau. I think they are good recommendations, and so we would just like to see how the Bureau intends to either address those recommendations head on or if they have other activities that may actually compensate for areas where DHS had findings.

Senator CARPER. Good. Thanks.

One more question, if I can, Mr. Chairman.

One of the concerns I have, Dr. Dillingham, is ensuring that Census enumerators are properly identified and that the public can trust that the person show up at their house is, indeed, a credentialed Census Bureau employee. Just give us some idea what the Census Bureau is doing to ensure that the public can trust and verify that an enumerator knocking on their door, ringing their doorbell is who they say they are.

Mr. DILLINGHAM. Senator, we totally agree with you on that. I have met with the International Association of Chiefs of Police, and we do have some plans in process.

One of the options that we are looking at is actually every police department across the Nation has a roll call in the morning, and we are even actually thinking of videos that we can share with the local police and remind their officers, et cetera.

But I did have a police chief, as I recall, in the State of Georgia who specifically mentioned that. We went through a hard-to-count area. It happened to be a high-crime area, and he said, "We need to know exactly your credentials, what they look like, so we can make sure."

We have discussed this with the Office of Inspector General. She agrees. We actually have in mind a joint letter coming from the IG as well as from the Census Bureau that would go out to all the law enforcement on that topic.

Senator CARPER. Mr. Chairman, I do not know if you all have in Wisconsin something called "Text4Baby," Text—T-e-x-t—4Baby. And I think it might have been an idea, brainstorm from maybe Johnson & Johnson, and we use it in Delaware to try to make sure that parents are bringing their children in for doctor appointments, and a lot of the folks that are signed up on Medicaid, we have a lot of absenteeism, people making an appointment and they do not show up. We have done it for years in Delaware now is Text4Baby, and we have the phone number of the parent or parents. And they get text messages saying like 1 week from today, there is an appointment for your child; 3 days, tomorrow. And it actually works.

I always like to find out what works, do more of that. Text4Baby works in this regard, and it might be just one more idea, one more tool in your toolbox that you want to think about.

Chairman JOHNSON. Thank you. Well, technology is a wonderful thing, and I appreciate you pointing out the security issue of, let us face it, strangers walking up, knocking on a door, and making sure the American public understands this is a Census worker here.

With the controversies that have been strong in this particular Census, Because I am aware that a couple of Senators are still going to come back from a vote and want to ask some questions. So what I would like to do is give the director a little chance to just lay out the basics.

I mean, those of us involved in this, we kind of understand these things, but let us just lay out some basics starting with the laws in place to protect this information. This is not used for purposes other than what is intended within the Census. So I want you to cover that first.

Mr. DILLINGHAM. Well, Senator, Title 13, when Congress passed those provisions back in the 1950s, it made it a very serious Federal crime, 5 years in prison and a quarter of a million dollars in fines for anyone who violates confidentiality. So the law in and of itself has a lot of teeth in it, and there has been no instance since then where the Census Bureau officials have been convicted of such a crime.

Chairman JOHNSON. Again, the Census goal is to enumerate, to count everyone in the country.

Mr. DILLINGHAM. That is correct.

Chairman JOHNSON. Citizen, noncitizen, to count everybody, and again, talk about that purpose and exactly how it is used, what it can be used for, and what it cannot be used for.

Mr. DILLINGHAM. The data we collect, it is really very simple, and it is in Title 13 as well. The recent Executive Order by the President recognizes it, puts it straightforward and front and center that the uses are for statistical purposes. There is no law enforcement purpose whatsoever that this data can be used for.

So at the end of the day, the Census Bureau produces aggregate statistics. We produce aggregate numbers. That is our product. So we collect data. Data comes in. We analyze it, and a number comes out. And this number is not a personally identifiable information data number. It is group aggregate statistics, and we are embarked—we have mentioned to Members of Congress—in some additional protections that looking toward the future with enhanced computer capabilities and the matching of data with public and private datasets, with large computer systems, we are putting in place some additional safeguards, so that that will not be an option for people in the future.

Chairman JOHNSON. The numbers are obviously used to apportion House seats.

Mr. DILLINGHAM. Exactly.

Chairman JOHNSON. Again, an aggregate number form to inform Congress in terms of public policy.

But very specifically, you said law enforcement. We are talking about no form of law enforcement, not local, not State, not Federal, not DHS. I mean, so, again, just reinforce that point.

Mr. DILLINGHAM. That is correct. Again, at the end of the day, public numbers. So whatever numbers go out, the entire country can use or internationally they can use the data, and it will be aggregate data that you cannot violate someone's confidentiality and know their personal data from that. And it goes out, and we do not have any other information-sharing arrangements or understandings.

So the public can look at the data and use it for policymaking, decisionmaking, but it is not used for law enforcement or any other purpose of that type.

Chairman JOHNSON. So, again, I think that is an important point to reinforce, and we can go to GAO who is taking a look at these things. Make that same point. Have you ever seen in your inspections of the Census Bureau—have you ever seen this information misused?

Mr. GOLDENKOFF. No, never. The Census Bureau goes to great lengths to maintain the privacy and confidentiality of the information, and it extends from, as Dr. Dillingham said—it is a one-way flow of information. The Census Bureau has access to other agencies' information, but other agencies cannot access the Census Bureau's information. There are a lot of other structural safeguards as well mentioned that every person who works on the Census, even GAO, others, we take an oath not to disclose the data. And that is a lifelong oath as well.

We undergo training every single year, and if I do not take the training, the Bureau is quick to say, "Hey, you have not taken the data stewardship training."

So even in terms of where the Census Bureau locates its area census offices, they go to great lengths not to put them in buildings where there are other law enforcement agencies, again, to show that distance between the Census Bureau and other agencies.

Then, finally, once the data are released, there is a whole smorgasbord of things, steps that the Census Bureau takes, so that the data does not get accidentally disclosed.

If you get down to low levels of geography, it might be you can look at someone's house. It is the biggest house on the block there, and under normal circumstances, you might be able to trace that back. But the Census Bureau does go through disclosures. They actually add noise to the database so that it is not possible to find information on that household. So we are really impressed with what they do.

Chairman JOHNSON. So, to summarize, the law is clear.

Mr. GOLDENKOFF. Yes, sir.

Chairman JOHNSON. The law is strong, and the culture within the Census Bureau reinforces exactly that law in terms of this is a one-way street? Information comes in, but no personal information is released.

Mr. GOLDENKOFF. It does not go out.

Chairman JOHNSON. It is not used by law enforcement for any purpose whatsoever. It is simply used for the purposes intended, stated in the law in Title 13.

Mr. DILLINGHAM. That is correct, an excellent summary.

Mr. GOLDENKOFF. And as he said, it is a cultural thing too, and I think that is important.

Chairman JOHNSON. That is important. Again, we want to provide that assurance to the public because we want a full accounting.

Senator Sinema.

OPENING STATEMENT OF SENATOR SINEMA

Senator SINEMA. Thank you so much, Mr. Chairman.

Dr. Dillingham, Indian Country is a special place.

Mr. DILLINGHAM. Yes.

Senator SINEMA. And the treatment of Native populations by the Federal Government is personal for me. The Navajo Nation in Arizona has a poverty rate of 38 percent, which is more than twice as high as the rest of the State of Arizona, and the median household income on the Nation is only \$27,389 per year. So members of the Nation are guaranteed by treaty benefits such as health care and education.

Arizona has more Bureau of Indian education schools than any other State. In Lake Havasu, the Havasupai Elementary School has been under the Federal Government control since 2002, and yet only 20 percent of students go on to graduate from high school. That is compared to 72 percent of American Indian students nationwide.

And in 2018, the school only had one permanent teacher and one special education teacher for all nine grades. I know personally the positive impact that a good education can have on someone's life.

This information makes the historic undercount of American Indian and Alaska Native populations even more worrisome, as they

depend on accurate count to receive the funding that they are owed for education.

In 2010, this population suffered an undercount of 4.88 percent, according to the GAO.

So, in 2016, it was announced there would be two tests in Indian Country in preparation for the Census. These tests were to measure proposed Tribal enrollment question, and quoting from Census materials, "Test the integration of systems for the update enumerate operation, where Census field staff visits households to update the list of addresses and count the people at the address. This operation typically occurs in areas where we have a low likelihood of mail delivery."

These tests were canceled and the question abandoned due to budgetary uncertainty. What were the impacts of instituting the update enumerate program in Indian Country without previous testing?

Mr. DILLINGHAM. If I can, I will start more generally. You are exactly correct that the Navajo Nation is a very hard-to-count population, and I went to a portion of the Navajo Nation in New Mexico. I know it stretches across Arizona, all the way to the Grand Canyon, and as I mentioned in my opening statement, it is the size of West Virginia.

I have seen and I have ridden through areas along with the vice president of the Navajo Nation, who I could not have been more impressed with, with his dedication and motivation to making sure everyone is counted.

We actually went down some of those dirt roads in some of those very rural areas, where there is no plumbing, sometimes no electricity, and sometimes not accessible by vehicle.

So I have seen. I went to a home, and only the Navajo language was spoken. They were building beside the home, some other structures for other members of the family that needed to be counted. So we need to make sure that everyone is counted once they reach that home.

But I did hear from that individual also that not only do they have problems with connectivity, with computer Internet connectivity, but they said they had to go stand on top of the doghouse with their cell phone to get coverage in that area.

I have seen these challenges, and we have talked with the officials, particularly in that chapter of the Navajo Nation that was nearest west of Albuquerque, and investigated. I will say that there was a broadband provider that had the cable actually on the nearby land, ready to run it, and in that particular instance, it appears that they would have their facilities connected in time for the Decennial Census, which would be a mammoth improvement. It is where their courts and all their functions were.

Now, back to the 2016 tasks that were canceled, that predates me by several years. I understand that for budgetary reasons they were. But my understanding of those tasks, they were multifaceted. One was, in fact—with the populations that they were looking at, there were some other issues with regard to enrollment into the Tribal population, and I know that there were some Native American organizations and maybe Tribes that that was not an interest rate of theirs, and others, it was.

In addition to that, it was really testing out the operations, and my understanding, it was, by and large, reaching them in this very tough geographic location. Sometimes members of the Tribe, especially for the enrollment purpose, they may live in Albuquerque during the week and go back and forth with their relatives. So they were being counted outside the reservation, and that was of concern also to the Native Americans.

But I will say that we have tested our systems, and our systems were working. So we have learned, even though we did not test in those jurisdictions, but it still leaves the issue on reaching them.

So what we are doing with our partnership program is we are hiring people from the Tribes that can reach them or that work with them, and in one instance—and it was the one that I visited—we had an IT person from the Tribe who was assisting the Tribe with these options.

In some cases, it may be that if they cannot establish connectivity with a telephone or through the Internet with a computer, then we hope they will mail back the forms, and we will provide the language assistance. But even if that does not happen, we actually send the enumerators out, and that is no simple task.

I have heard some stories about that, and one of our enumerators walking 5 miles through the desert when her car broke down.

I want to both commend these enumerators but say that it is a mammoth job to reach some of these populations. I sympathize with you. I am not sure if there is any disadvantage as a result of that particular test being canceled at that time, but we will work with you and make sure that in your State that we do everything possible through our partnership program, through our outreach program, as well as in the mailing options. And in those instances, as I mentioned earlier, we send out the questionnaire in the very first mailing, if they have low Internet connectivity in that geographic area.

So we will do everything we can. We want to work with you and your local officials, State officials, local officials, Tribal officials to make sure everyone is counted.

Senator SINEMA. Well, thank you for that answer.

This is particularly important, as you mentioned, the Navajo Nation. Many residents in Indian Country lack an address.

Mr. DILLINGHAM. Yes.

Senator SINEMA. So it is especially difficult for the Census Bureau to identify those households.

Of course, as you alluded to, the nonresponse follow up is incredibly important in these very remote areas. So I will take you at your word and ask that we work closely together as we head into the Census.

As you noted, the Navajo Nation is the largest nation in all of Indian Country and unfortunately has had fairly dismal Census cooperation and returns in the past years. This is very important to us.

Census Bureau focus group documents have discussed what they call “unusual respondent behavior” and fears of how the government may use the information that is collected next year. One document that I reviewed showed that field staff have requested addi-

tional support to help overcome some of this mistrust in communities, particularly communities of color in Arizona.

How has the Census Bureau addressed the issues raised by field staff in the areas of concern around distrust and request for additional staffing, and what are you doing to ensure that American Indians and Alaska Natives are reached carefully, and that their concerns around mistrust of the government's use of this information is allayed before the Census occurs?

Mr. DILLINGHAM. Senator, that is, again, an excellent question.

You referenced our focus groups, and it sounded like the research maybe that you were referring to was a product of some of the focus group activities. We have had more than 120 focus groups across the country, including with Native Americans. Those have been very important.

The direct intent of those focus groups are for purposes of our media campaign, how best can we reach them. In some instances, like in New Mexico, we find it is radio as versus TV, et cetera, because if they have a vehicle, they typically have a radio. Sometimes they rely on that radio, and that is the best mechanism.

So the outreach campaign will have that, but we will have special materials. Again, it is integrated with the partnership specialists. We will hire specialists from those communities and from those Tribes.

Also, the distribution of our materials during NRFU will be extremely important. I know that when I was in the Navajo Country there, we even went to the health centers. They recognized the importance of that facility when people come for health services that that also could be a place where they could be informed about the Census, and we would have the capability of sharing the Census information either by phone, Internet, or by the hard copy, that we could set up perhaps a census day there through our partnership specialists.

So there are many different ways that we are going to try to reach that hard-to-count community, but we look forward to working with you.

Probably, the most important one, I would say, in many ways is the trusted voices, so both in the media and the partnership specialists, et cetera, and the Complete Count Committees, and I do know that there are Complete Count Committees. I will discover what particular one the Navajo Nation may have. They may have several, but through those mechanisms, we have trusted voices. When the authority figures and the trusted voices in those communities express their support for the Census as well as the importance and easiness with which to respond, I think we will achieve a lot of progress in that area.

Senator SINEMA. Thank you.

Chairman JOHNSON. Thank you, Senator Sinema.

Senator SINEMA. Thank you, Mr. Chairman.

Chairman JOHNSON. Senator Rosen.

OPENING STATEMENT OF SENATOR ROSEN

Senator ROSEN. I appreciate you bringing this hearing. Thank you for all the witnesses for being here today.

I want to continue on a little bit on the language assistance mode before I go into some other areas. So, Dr. Dillingham, last week, I joined some of my colleagues in sending a letter requesting that the Census Bureau provide additional language options for the Internet self-response and Census questionnaire, including Khmer, Hmong, and Lao. These support services would ensure that immigrant communities from places like Cambodia, Vietnam, and Laos, including the large Laotian community in southern Nevada can actively participate in the Census and be counted.

So, as we note in these letters, sometimes these communities face unique challenges because of their refugee experiences, intergenerational poverty, and trauma faced during the Vietnam War.

I am wondering if you have had a chance to review the letter and if there is currently a plan to offer assistance and self-response in these languages.

Mr. DILLINGHAM. Senator, I will look. I am aware of a series of letters that touch on this topic. I will certainly get back to you very soon with regard to your letter.

We have 59 languages that we provide assistance to. Through our customer service phone centers, we have English plus 12 additional languages, which would not encompass the ones that you mentioned.

Then we actually have a list where we go down through the 59 languages, and the percentage population that we are able to reach with the language assistance is 99.6 percent. And that is still not enough. We have the enumerators that ultimately will be knocking on the doors, but we would appreciate self-reporting ahead of time.

So in those areas and in the languages that you mentioned, I am assuming maybe it is in an urban area. Maybe it is in Las Vegas or whatever.

Senator ROSEN. Yes.

Mr. DILLINGHAM. We have partnership specialists there that will identify that need, and they will link up with the local university or whoever can assist in that effort.

Senator ROSEN. OK.

Mr. DILLINGHAM. In terms of it is probably unlikely at this point that we can actually change our systematic way of reaching them, but we will find a way to reach those populations.

Senator ROSEN. We can find a way to get them there.

Mr. DILLINGHAM. Yes.

Senator ROSEN. Thank you.

I want to move on to a little bit of the IT and cyber staffing. Today the GAO released a report detailing the actions the Census Bureau has to take to address the key risks for a successful Census.

Under the category of cybersecurity, it is noted as of the end of May 2019, the Bureau had over 330 corrective actions from its security assessments that need to be addressed. Out of the 330, 217 were considered high risk or very high risk. Of those 217, 104 recommendations were delayed, considered delayed due to technical challenges or resource constraints.

So I want to ask a little bit about resource constraints. Are they a financial issue or manpower issue, Number one? Which one? Then I will have some other follow-up questions.

Mr. DILLINGHAM. Senator, with regard to those specific 330, I mentioned in my opening statement that risk management is the way we do business, and we have a continuing list of those risks. Right now it is in the——

Senator ROSEN. No, but in order to address these, do you need financial help, or do you need manpower help? And with the manpower, I have one important question.

Mr. DILLINGHAM. I would say actually neither of the two are the driving force because we continuously—and we will have 300 or perhaps more risks. They change every day. Risks come off, and risks go on.

Senator ROSEN. So how can they not——

Mr. DILLINGHAM. It is very dynamic.

Senator ROSEN. A person has to correct them. So there has to be some man-hours associated with——

Mr. DILLINGHAM. That is correct, but we have had discussions internally. We will never be at zero.

Senator ROSEN. No. I understand you are never at zero. But in order to meet your timeline, these very high-risk things, we have a timeline of when we have to start and when we have to end. So understanding we will never be at zero, always taking corrective action—I wrote computer software for a living. I get it.

Mr. DILLINGHAM. Sure.

Senator ROSEN. But my point is that these tasks that need to be done as far as manpower is concerned, are they consecutive tasks or concurrent tasks? Is throwing more people at it the issue? Is it a matter of trying to test it concurrently? How can we help you be sure that you meet and correct these highest issues with the resources that you need? There is a very specific begin and end date here. It is not an ongoing rolling thing that we always have when we are maintaining software systems, every software system in the world.

Mr. DILLINGHAM. Yes. Senator, we have remedied or resolved 150,000 risks. So the 300, of all varieties, we continuously work on.

Senator ROSEN. So then you feel confident you need no more resources to address the risks?

Mr. DILLINGHAM. Senator, we have a good team in place. We always could use a few more, but I cannot say that the process in having those risks are necessarily the product of that. We have talents, and we do have some openings in some of our IT areas that would always be—and we are working to fill those now, but I cannot say it is the direct product of a current budget need. So it is not because of a lack of funding. It is attracting the talent and getting the right people in the right place doing the right things, and we are working them.

We can always do better. We can always work harder, but we are working the risk.

Senator ROSEN. I actually really want to—what I am thinking is, as we go forward—and we have a timeline for this, and there are always things to do. And so as we tie this into our cyber-ready workforce bills, other things that I have introduced, we have these ongoing needs. This is one of the reasons that I am asking because, as we prepare not just for a Census that happens every 10 years, but for things that happen every year, the resources, the man-

power, having that in place, understanding those needs and how we can help position people to be in that place is really important. So that is why I was asking these questions.

Mr. DILLINGHAM. I agree with you, Senator, and the GAO will testify we are making progress. We want to make more progress and do it faster, but I can tell you that if there was a direct resource need, I would certainly identify it to you. But I cannot say I attribute that at this time that it is a resource need that is causing this risk list.

It is really what we call a “risk appetite”—is the language used by GAO. You have to assess the risk each and every day as an individual or as an organization or as a program.

For example, if I get on a motorcycle, I have to decide that I want my apparel and my helmet on. For me, I have to require that. Others may not. But it is your risk appetite, and we do want to make sure we lower those risks. We are working to lower those risks, and if we identify that this is a result of a lack of resources, we will certainly work with the Committee and bring it to your attention.

Senator ROSEN. Yes. Please let us know because this is very important that we get it right.

Mr. DILLINGHAM. Yes, Senator.

Senator ROSEN. Thank you.

Chairman JOHNSON. Thank you, Senator Rosen.

Before I turn it over for final question to Senator Peters, I want to acknowledge a group of young men that have just joined us in the hearing room. These are our 33 candidates that become Green Beret. They are looking as clean as they are going to look in the next 30 days because tomorrow they start a 30-day intense field exercise, after which they will be awarded the Green Beret.

I apologize I was not able to meet with you earlier. I will hopefully stick around after the hearing to answer a couple questions.

These gentlemen are the best of the best, of the finest among us, and I cannot thank you enough for your service. And we will talk to you after the hearing. Senator Peters.

Senator PETERS. Well, thank you, Mr. Chairman.

Also, I want to wish my best as well to these future Green Berets. We wish you all the best. The Green Berets have an incredible history of service to our Country, and we are confident that you will continue to carry on that tradition in the years ahead in your service. Godspeed to each and every one of you.

Dr. Dillingham, my final question for you is many folks, including I think some Census experts, but other folks are very concerned that there are some bad actors out there that are going to attempt to discourage people from participating in the Census. And you are likely to see some disinformation campaigns put out through social media and other outlets.

We obviously see misinformation or disinformation campaigns in a variety of contexts now around the world. It is reasonable to expect we are likely to see it in this realm, particularly given the fact that trust is such an important aspect of Census collection.

So my question to you is, What are you doing to combat intentional disinformation campaigns that will be used to mislead the public? And, specifically, are you working with platforms like

Facebook and Twitter in anticipation of this? What can we expect out of the Census Bureau?

Mr. DILLINGHAM. Senator, it is an excellent topic and question.

We are working with the groups that you mentioned and some other groups. We are working with the private sector as well. We do have collaborative relationships in place where they will share information with us as we need it, but we are also working, as I mentioned, with the intelligence agencies and particularly DHS.

We are thinking about it. We have a group devoted to just this topic, and they are doing both planning for prevention as well as response to these types of activities. And I do think, regretfully, we are in that age now where this, as you accurately point out, this is a potential vulnerability and a thread.

So we are planning for it. We are thinking of ways to help prevent it, and we are working with, I think, the best people with the most knowledge in both the public and private sector on that. But even in those sectors, it is something that they constantly work on and are worried about, and we are making plans in coordination with them to respond to it, to mitigate it, should it occur.

Senator PETERS. Well, I appreciate that. I think I would like to have a further discussion with you.

Mr. DILLINGHAM. I would be glad to, with staff, and get into more specifics.

Senator PETERS. To look in the details.

Mr. DILLINGHAM. Yes.

Senator PETERS. This is an issue we are confronting on the Homeland Security Committee very broadly. Both the Chairman and I serve on the Armed Services Committee. These are real issues that we have to address, so I look forward to working with your staff and getting a better sense of how you plan to handle it.

Then as these things materialize, the types of reactions that you are engaged in would be very helpful for us to monitor in our oversight capacity.

With that, thank you, Mr. Chairman.

Chairman JOHNSON. Thank you, Senator Peters.

Again, I want to thank our witnesses: Dr. Dillingham, Mr. Goldenkoff, and Mr. Marinos. Thank you for your testimony, taking the time. Thank you for your professionalism.

I really do leave this hearing feeling a lot better about the Census, again, not that there may not be some risk, but I think they are being pretty well managed and thought about. And that is the first step in managing risk is understanding it and trying to mitigate it.

With that, the hearing record will remain open for 15 days until July 31 at 5 p.m. for the submission of statements and questions for the record.

This hearing is adjourned.

[Whereupon, at 4:14 p.m., the Committee was adjourned.]

A P P E N D I X

Opening Statement of Chairman Ron Johnson
“2020 Census: Conducting a Secure and Accurate Count”
Tuesday, July 16, 2015

As prepared for delivery:

Today's hearing is a chance to examine the Census Bureau's preparations for the 2020 decennial census. We are less than a year away from Census Day, on April 1, 2020. Some essential operations for the decennial census are already underway, and it is important that the Bureau is adequately prepared to accomplish its constitutional mandate.

Hopefully, cost of the 2010 census will help inform improvements to the Bureau's efforts for 2020. At \$12.3 billion, the 2010 census was the most expensive in our nation's history. The Bureau incurred much of that cost when it tried and ultimately failed to develop a handheld device for enumerators to use. That boondoggle cost taxpayers \$3 billion. We're here today, in part, to help make sure something like that does not happen again. Currently, the Bureau estimates that the 2020 census will cost \$14.1 billion, with an additional \$1.5 billion set aside for contingency. That amount represents a cost of \$87 per housing unit, which would be lower than the 2010 per housing cost adjusted for inflation.

The Bureau is undertaking several information technology initiatives for the 2020 census. This will be the first decennial census with an Internet response option. Hopefully, this option will increase self-response rates and reduce overall costs. More field operations will be automated and streamlined to reduce the number of employees on the ground, knocking door-to-door for survey responses. However, these innovations also come with increased cybersecurity challenges, especially related to the need to protect individuals' private information.

I would like to thank both the Census Bureau and the Government Accountability Office for their regular and ongoing oversight briefings to the Committee on the Bureau's preparations. It is important for the Bureau, the Government Accountability Office, and this Committee continue to work together to help ensure that the 2020 census is not only cost effective, but also as secure and accurate as possible.

Thank you to the witnesses for speaking with us today, and I look forward to your testimony.

**U.S. Senate Committee on Homeland Security and Governmental Affairs
“2020 Census: Conducting a Secure and Accurate Count”**

**OPENING STATEMENT OF RANKING MEMBER GARY C. PETERS
JULY 16, 2019
AS PREPARED FOR DELIVERY**

Thank you, Mr. Chairman. The 2020 Census will serve as a roadmap for the next decade, determining how billions of dollars in federal resources and Congressional representation will be divided among the states.

The results of this count will impact every community in America. And every person must be counted.

An accurate count isn't just about understanding how many people live in our country. This is about ensuring that communities across America have access to the resources they need to grow and succeed.

Public health officials use census data to direct resources to combatting the opioid crisis and other health emergencies. First responders and disaster relief agencies use this data to determine where they should direct emergency response efforts. Local businesses use census data to help decide where to invest in new factories and stores.

In my home state of Michigan, \$29 billion in annual federal funding is on the line. For every person not counted, Michigan stands to lose as much as \$1,800, funds that could be invested in health care, infrastructure upgrades, or public education.

That's why it is extremely important that we get the most thorough and accurate count possible.

It has taken the Bureau ten years of careful planning and preparation to make this census successful. But there is still more work to be done.

The census begins in January 2020, in remote Alaska, and in March everywhere else. Between now and then, the Bureau has to finalize its communications campaign, conduct robust community outreach, finish hiring trusted local staff, and perform final testing for dozens of crucial IT systems.

As outlined in our Constitution, the purpose of the census is to count every person in our country. But given the chaos and confusion the Administration has generated as a result of their effort to include an untested citizenship question, the Bureau has significant work to do to restore public trust in the census and ensure response rates do not decline as a result.

We need to make sure that everyone is able to respond to the census, through the new online form or in whatever way they can, including people without good internet access, people in minority communities, in rural areas, and on reservations.

From fair representation in Congress to the effective use of taxpayer dollars, each and every American has a personal stake in the 2020 Census. I look forward to working with you to make sure that the count is accurate, cost-effective, and on-schedule.

Thank you, Mr. Chairman.

**PREPARED STATEMENT OF
DR. STEVEN DILLINGHAM
DIRECTOR
U.S. CENSUS BUREAU
U.S. DEPARTMENT OF COMMERCE**

Before the Committee on Homeland Security and Governmental Affairs

U.S. Senate

16 July 2019

Chairman Johnson, Ranking Member Peters and members of the Committee, thank you for inviting me to be with you today. I appreciate the support of the U.S. Senate and this Committee's commitment to the U.S. Census Bureau's preparations to conduct the 2020 Census. Speaking for myself and Census Bureau career leadership—we are highly confident that we are on track to achieve a complete and accurate census. Our mission is to count every person living in the United States once, only once, and in the right place. To do this, we must have disciplined people, disciplined thinking and take disciplined actions. We also need to have the right people in the right place doing the right things. We are most appreciative of the support provided by Secretary Ross, this Administration and the Congress. With your continued support, I am confident that we will remain on course to achieve our shared mission of conducting a complete and accurate count of all persons living in our nation.

Thank you for your ongoing efforts to reach out to the constituents you serve and encourage their participation in the 2020 Census. You are vital, trusted voices to your constituents, and they in turn represent trusted voices within their communities. We rely on trusted voices to help make sure everyone living in America knows that participating in the 2020 Census is safe, easy, and important. In this regard, we continuously remind everyone that the Census Bureau is legally required to keep all responses strictly confidential. The Census Bureau has an outstanding record stretching back many decades for keeping responses strictly confidential not only as a matter of law, but also as a matter of organizational culture and professional practice.

Recently, Secretary Ross sent a letter to all members of Congress to encourage that they become 2020 Census partners with the U.S. Census Bureau to encourage participation among your constituents. We followed up with a Congressional Toolkit, offering specific options to reach out to your constituencies. Your staffs have been working with ours collaboratively and productively. We commend their important efforts.

We also could use your help in telling your constituents that we are now recruiting for temporary and term positions. When we conduct our field operations, we hire locally. Please help us find the people we need to hire for the 2020 Census by directing your constituents to 2020Census.gov/jobs.

We have made many improvements and innovations over the past decade to prepare for the 2020 Census. We are making progress and experiencing successes that increase our confidence that we will conduct a complete and accurate count. Among the improvements and innovations since 2010 are the following:

- Better technologies and improved processes for canvassing neighborhoods and developing complete and updated address listings and maps;
- New options for responding—by internet, phone or traditional paper forms;
- More language assistance than ever before;
- Expanded and more efficient customer assistance phone centers with instant assistance in English and 12 non-English languages and multi-lingual resources that reach 99.6 percent of our population;
- Hiring nearly twice as many partnership specialists to recruit more than 300,000 partners to help us reach hard-to-count populations;
- Better technologies and more efficient processes for enumerators;
- A very sophisticated and greatly expanded media campaign with new ways to reach people and communities, including hard-to-count populations; and
- Advanced information technologies, security safeguards and privacy protections to strengthen confidentiality protections and practices.

These innovations and our time-tested operations have increased our confidence that we are prepared to continue upholding the Census Bureau's outstanding record of professionalism and security.

The remainder of my testimony will address selected priorities and improvements, and other issues of special interest to the members of this Committee.

Regarding the President's Executive Order

We are reviewing the President's Executive Order carefully to determine the next steps as we work to implement it. I look forward to chairing the inter-agency working group that will be established. The Census Bureau has decades of professional expertise on the methodologies and processes for obtaining and using administrative records for statistics. Above all, as clearly stated in the President's Executive Order, we will maintain the confidentiality of our census data. All census responses and any data sources we obtain will be kept confidential and data will only be released in an aggregated, anonymous format. Title 13 protections apply, and data come to the Census Bureau on a one-way street. No confidential or individually identifiable data is returned to any agency, including law enforcement.

Reaching the Hard-to-Count

Congress has long recognized the need to focus on reaching the hard-to-count (HTC) populations across the country, and I know a complete and accurate count depends on reaching those communities more effectively than ever before. That is our key focus in conducting the 2020 Census. Recently, I have had opportunities to visit communities with HTC populations around the country and have seen firsthand that they are present in every state and every congressional district. HTC areas include urban, suburban and rural areas. All states (plus Washington, DC, and Puerto Rico) have specific challenges and needs in reaching HTC areas and groups, and Census Bureau employees and partners are employing new technologies and working smarter and harder than ever before to meet them.

Recent visits where I have participated include northern and southern border areas; city and rural areas in South Carolina, Georgia, and Tennessee, and higher-density urban areas including various boroughs of New York City. A number of these trips have been with Members of Congress, such as when we toured with Senators Udall and Heinrich in New Mexico, including border communities and Native American areas such as the Navajo Nation. We have partnered with your staff leadership, such as when I was honored to visit the Chairman's state of Wisconsin and the Ranking Member's state of Michigan. In Detroit, we had a very productive meeting with local officials that included Congresswoman Brenda Lawrence. That visit also included Sunday morning visits to the HTC areas of the city that have experienced the nation's largest declines in population in 50 years—more than one million residents. I

have other trips in the works and look forward to them, as we at the Census Bureau make plans to document HTC needs. On these visits, Census officials and I are learning directly from local partners and stakeholders what needs exist and what innovations and options will assist. Many of the best ideas are coming from local communities.

Our comprehensive communications and partnership efforts focus on educating and motivating members of communities designated as HTC areas (or tracts) because of their relatively low self-response rates in prior censuses. We have documented these areas and will track them continuously while executing the 2020 Census through our web-based Response Outreach Area Mapper (ROAM) tool, which is available to the public. Additionally, the Census Bureau will reach these communities as part of our Non-Response Follow-Up (NRFU) operation should we not receive self-response after numerous mailings.

According to our research, many people in some HTC communities question how responding to the census will make any difference in their personal lives. Also, some populations generally may not be aware of the scope and purpose of the census. Other households may be hard to count because they have concerns about data confidentiality and privacy in dealing with the government.

Our communications campaign is designed to address these concerns. Our advertising team is developing messaging to emphasize the safety of answering the 2020 Census and the tangible benefits for local communities. We will highlight that census data influence how hundreds of billions of dollars in spending at the federal, state, and local levels will be used. This data helps shape innumerable decisions made by the public, private, and not-for-profit sectors daily. For example, during a recent trip to Georgia, we heard from a community that intends to generate participation in the 2020 Census partly because they would like to have population data to make the case to attract a particularly large retail store. Besides government funding policies and practices, job creation and a better quality of life are factors driving grassroots efforts to ensure a complete count in the rural, suburban and urban communities.

We emphasize to all persons and groups that we do not share responses with anyone, including law enforcement. Our messaging will connect the participation in the census to local community needs (e.g., health, education, social services, infrastructure and economic development). Our efforts to motivate respondents to self-respond will continue throughout our operations. During our peak operations in 2020,

we will be able to allocate resources to areas of greatest need by tracking self-responses in real time and identifying wherever self-response rates may be falling below targets. Below are some highlights of how we will reach selected hard-to-count populations.

Children

The final report for the 1850 Census noted that undercounting children has been a concern since the very first census. We have made many improvements since 1850 and several improvements since 2010 to address past experiences in undercounting children, particularly children under the age of five. Our outreach efforts will emphasize the need for respondents to identify and include young children. Messaging about the importance of including all children living in a household will be woven into the communications campaign. The Census Bureau is partnering with national and local education and childcare-related organizations to use other avenues to reach families, teachers, and social service providers and others. We have improved the questionnaire to include more prompts about including young children.

Our improved and expanded efforts to reach hard-to-count populations reach far beyond our communications campaign. The efforts are embedded into how we conduct 2020 Census operations. For example, to ensure we count young children, we are training enumerators to ask specific and probing questions about the presence of children when conducting interviews. They will ask households to make sure that all children are included regardless of living arrangements, including foster children, children living with grandparents, and other living situations.

Persons in Rural Areas

We have plans for rural and other hard-to-count areas that do not have adequate broadband access. Using data from the American Community Survey and the Federal Communications Commission, we identify these areas with lower Internet access, as well as areas with a large proportion of households that are not likely to use the Internet (such as the elderly). We will include a paper questionnaire in our first mailing for these specific areas. Every non-responding household will receive another paper questionnaire on the fourth mailing. The telephone option is also available. In areas without well-established mailing addresses linked to locations (PO boxes, rural routes, etc.), we will hand deliver questionnaires and make sure we know where to follow up if the households do not respond. Additionally, we verified in our 2018

test that our enumerators will be able to use their handheld devices in low connectivity areas, and simply “sync up” once they return to areas with connectivity.

American Indian and Alaska Native Populations

The Census Bureau has conducted 17 tribal consultations with federal and state recognized tribal governments to discuss planning, operations, and communications for American Indian and Alaska Native communities for the 2020 Census. In addition, we will hire local enumerators who understand and represent these communities. We hired tribal partnership specialists earlier in the decade, compared to 2010, to work with tribal nations to appoint tribal liaisons, and to form tribal complete count committees.

People Experiencing Homelessness

We also have specific operations to count persons experiencing homelessness. We work with shelters, soup kitchens, and other service organizations to count the people they serve, and we send enumerators to outdoor areas where people may be staying. In Hawaii, I recently observed the challenges of counting transient persons living outdoors along shores.

People Speaking Languages Other than English

In 2020, we will have more language assistance than ever before for a census. People can respond on the internet and over the phone in English and 12 non-English languages, covering more than 99 percent of all households and 87 percent of limited-English-speaking households. This is an increase from the five languages offered for self-response in 2010. Language guides and additional support materials will be provided in a total of 59 languages. Bilingual, Spanish-English paper materials will be mailed to areas with large numbers of Spanish-speaking households. The advertising, partnership, and promotional materials will be available in English and 12 non-English languages at a minimum. Finally, enumerators are trained in obtaining assistance as needed for those very small populations who only speak a very rare language (i.e., a language that is used in about 1,000 residences or less nationally).

People Affected by Natural Disasters

Unfortunately, our nation has experienced several recent natural disasters. In areas affected by natural disasters, the Census Bureau converts its enumeration operations to “Update Leave,” where Census

Bureau employees deliver questionnaire packages by hand. We are doing this for all of Puerto Rico; hurricane-impacted areas in Northwest Florida (such as Mexico Beach); and Paradise, California, where many housing units were destroyed by fire. This procedure enables residents to respond to the 2020 Census in any of our three modes, by internet self-response, phone, or mail. We update address locations and information and, for those who do not respond, follow up to collect data in our Non-Response Follow-Up Operation. If there are other natural disasters between now and Census Day, we will adapt our plans to facilitate a complete and accurate count in the affected places.

We are aware that some individuals who do not have a usual home elsewhere may be living in transitory locations such as hotels, motels, and temporary areas with FEMA trailers. In these cases, the 2020 Census will implement the Enumeration at Transitory Locations operation specially designed to count transitory populations.

There are many more populations that are hard-to-count. The ones mentioned describe some of the operations we will undertake to reach them. We would be happy to return and brief you or your staff on any other populations of interest.

Protecting Confidentiality

As much as we are passionately committed to counting every person living in America, we are equally committed to protecting the confidentiality of their individual responses. Confidentiality is a core part of the Census Bureau's culture, and we reinforce privacy safeguards across all statistical programs and activities. Title 13 of the U.S. Code provides the strongest protections. The law requires responses to Census Bureau surveys and censuses to be kept confidential and used only for statistical purposes. The same protections apply whether the data are sourced directly from surveys or obtained from other agencies. All staff working at the Census Bureau, whether they regularly work with confidential information or not, take a lifetime oath to protect the privacy and confidentiality of respondent information. Unlawful disclosure is a federal crime punishable by a \$250,000 fine, five years in prison, or both. We do **NOT** share confidential, personally identifiable information with any other agency, including law enforcement at any level, the Department of Homeland Security, or anyone else. The Census Bureau uses all responses and any data sets obtained from other agencies only to produce anonymous statistics.

We take every precaution to keep individual responses confidential, and we are adopting cutting-edge technologies and methodologies to protect the 2020 Census data. The Census Bureau is planning to adopt disclosure avoidance methods considered by experts to be the gold standard for modern privacy protection in computer science and cryptography. We are resolved to use the best available technologies and methods to protect the privacy and confidentiality of every respondent. Data from the 2020 Census will be protected to prevent disclosure and retain the trust of the American people.

Cybersecurity

The American public must trust that we will protect the data they provide. We have designed our cybersecurity program to protect our networks and systems, ensuring they remain resilient in the face of persistent and evolving cyber threats. A key feature of the security is encryption of data at every stage—in transit over the internet, at rest within our systems, and on the enumeration devices. Also, enumeration devices are secured with multiple credentials, and if a device is lost, it will be remotely disabled and have all its contents wiped.

Our cybersecurity program is designed to adapt and respond to a changing threat landscape. We incorporate protections in our technology, have processes to continuously monitor systems, and have a team ready to respond immediately to any potential threat.

The Census Bureau works with the Department of Homeland Security, the federal intelligence community, and industry experts to share threat intelligence, giving us the most visibility possible to enable immediate action to protect data. With this cooperation, we identify threats early so that we may proactively respond and improve security.

Our developers and security engineers work together to integrate security into systems design and development. Our systems are independently assessed for cybersecurity before deployment, and ongoing testing of cybersecurity capabilities is conducted throughout the time systems are operational.

Security staff monitor our systems for cybersecurity vulnerabilities with industry-leading tools. We continuously test for more than 100,000 known vulnerabilities, with thousands of new potential

vulnerabilities added to the list as on a regular basis. If a vulnerability is identified, or security enhancement required, the security team will act quickly to ensure the most effective security posture.

In the case of an incident, our team will respond immediately to any perceived threat, determine the cause of the threat, and minimize the potential impact to our data and systems. We monitor for web traffic across our systems and are able to take immediate action to detect and contain unusual activity. The systems are designed to contain threats, maintain performance, and to be resilient ensuring respondents are able to continuously respond safely to the census.

Systems Readiness

Our progress with system security is enhanced by our progress with systems readiness. In the 2018 End-to-End Census Test, our systems worked well and integrated effectively, and we are continuing to prepare all 52 systems necessary for the 35 operations by performing robust testing for security, functionality, and scalability. Along with the successful deployment in the 2018 End-to-End Census Test, we have successfully tested the internet self-response system to handle well beyond current projections of concurrent respondents expected at any given time, and we can quickly scale up even further to prevent delays for respondents, as needed.

Address Canvassing

Address Canvassing, our first major field operation that puts the finishing touches on the Master Address File, begins in August 2019, and will continue through October. Approximately 40,000 staff around the nation will verify around 35 percent of our address file. Our in-field canvassing activities are designed to discover housing units whose status could not be clearly determined from in-office work. The remaining addresses have been verified over the decade with an in-office review of satellite imagery, data from the US Postal Service, and other sources. We have also received substantial, and much appreciated, input from tribal, state, and local governments in the Local Update of Census Addresses (LUCA) program. Submissions to LUCA covered 95.7 percent of the population and 95.5 percent of the housing units, surpassing participation from 2010. All these updates together will give us the most accurate and complete address list and maps ever for a census.

2020 Communications Campaign

Motivating households to respond directly to the census themselves is one of the most important things we can do. Self-response saves money and resources and provides better data.

The 2020 Census will benefit from the most robust public communications and partnership campaign in the history of the decennial census. All told, our outreach efforts are designed to reach into every community in the country through paid advertising, public service announcements (PSAs), partnership materials, our innovative Statistics in Schools program, special events and more.

We developed our integrated outreach campaign based on an extensive communications research effort. The Census Barriers, Attitudes and Motivators Study (CBAMS) survey, with a sample size of 50,000 and 42 focus groups, examined communication challenges, and the motivators that could overcome them. More research, including surveys, focus groups, and community representative interviews have helped the 2020 Census refine its messaging, and have guided the development of advertisement and campaign materials. The research underlying the 2020 Census communications campaign is far beyond the norm for industry.

The theme of our campaign, “Shape Your Future. Start Here” has tested very well across all audiences. By communicating the importance of participating in the 2020 Census to local communities, we hope to overcome many barriers that inhibit participation.

We are currently negotiating our national advertising buys. Our media planning at the local level also is well underway. We will spend most of our media campaign dollars at the local level, allowing us to target many different populations and communities, including those in rural areas. The 2020 Census campaign will be seen and heard across every media channel imaginable—from TV, to radio, to bus stations in cities, on billboards along country roads, and through social media platforms. We conducted a wide-open and fair process to receive bids from media companies. We will have media running in Puerto Rico and every designated market area across the country.

Today, we are in the early awareness and education phase of our campaign. We are recruiting partners, national, state, and local. Starting in January, you will begin to see and hear our advertisements, as we

commence the “awareness” phase of our campaign. We want everyone to know that the 2020 Census is coming.

In March 2020, we will begin inviting households to respond to the 2020 Census through a national mailing and hand delivery in parts of the country impacted by natural disasters or other special circumstances. We will activate our online instrument at the time and begin accepting responses by phone. At that point, our media campaign will be focused on motivating people to respond to the 2020 Census and directing them how to do it.

Note that every household will receive a full paper form to respond to the 2020 Census if they have not already responded. Some will receive it in their first mailing, based on areas with low internet access or populations such as the elderly who may not be inclined to respond online. Initial mailings will notify residents in a dozen languages how to obtain further assistance if needed.

In May 2020, we will continue to invite response to the 2020 Census, also reminding Americans that we will begin our Non-Response Follow-Up operation. Our campaign will make sure the public knows that enumerators will soon greet them at their doors if they have not responded.

National and Local Partnerships

Partnership is a critical part of our outreach campaign. We are aggressively recruiting partners to be trusted voices in local communities and at the national level to motivate people to respond. We have hired more than 1,500 partnership specialists at the local level, compared to 800 in 2010. They are working to establish an estimated 300,000 volunteer partnerships at the local and regional levels, focusing on diverse racial, ethnic, religious, and other communities. Among the states, we have near complete participation in our program to form state complete count committees, which has been a major focus for the 2020 Census, building on lessons learned about their effectiveness in 2010.

We also got an earlier start on our National Partnership Program, securing more than 275 national partners and allies to date. Key national partners include the AARP, the American Library Association, the Boys and Girls Clubs of America, the Annie E. Casey Foundation, Partnership for America's

Children, the National Association of Latino Elected Officials, the National Urban League, the National Black Chamber of Commerce, Volunteers of America, and more.

Budget Certainty

Regarding Census 2020 funding, we are confident the appropriations from Congress to date and the budget request for Fiscal Year 2020, if fully funded, will provide the funding necessary for success. The FY 2020 budget request included \$6.3 billion for the 2020 Census and is in line with the overall operational cost estimate. The timing of funding is key to maintaining our schedule as we move into FY 2020. To remain on schedule, we must have certainty regarding the FY 2020 appropriations at the beginning of the fiscal year. In response to a congressional appropriations request, the Census Bureau submitted a proposal to establish mobile response units—in essence mobile Questionnaire Assistance Centers—where Census Bureau employees would assist individual respondents in hard to count areas fill out their census response online. If funded, we anticipate that this operation could provide key support with enumerating the hard to count population.

Cooperation with the Government Accountability Office (GAO)

The Census Bureau has worked closely with GAO throughout the decade, and their contributions have supported our preparations for the 2020 Census. Earlier this year, I met with Comptroller General Eugene Dodaro and his key staff to discuss our placement on the High-Risk list, which recognizes the scope, complexity, and importance of the 2020 Census. We talked through the Census Bureau's commitment to GAO's key components of a healthy program, and the improvements we have made in areas of vulnerability cited by GAO in their audit: *Lifecycle Cost Estimation*, *Operational Innovation*, and *Cyber Security/Systems Readiness*. While work remains ongoing, we have closed 75 of the 106 recommendations made by GAO throughout the decade, and action plans are in place for most of the rest. Our work with GAO will help ensure a successful 2020 Census, and we want to continue our strong and constructive relationship.

Closing

I want to close with our main message: the census is EASY, SAFE, and IMPORTANT.

It is easy because for the first time, you can self-respond online, by phone, or on paper through the mail. These new options create new efficiencies, relieve burdens, and reassure people that assistance is but a phone call away. Using the new technologies (i.e., internet and phones in addition to paper), it will be the easiest census to respond to in our nation's history. People can reply almost anywhere, at any time.

It is safe because we are using the best technologies and practices to protect data confidentiality and reduce cybersecurity risks. For the 2020 Census, like all of our statistical programs, we will follow the strict federal law protecting the confidentiality of census responses from every person. That is simply how we do business in the Census Bureau—no exceptions.

It is important because the count is used to apportion seats in the House of Representatives; to allocate hundreds of billions in federal funds to state, and local governments; and to guide critical decisions by communities, governments at all levels, businesses, and many others. Especially since the advent of the information age and the recognition of the importance of data-driven policies and practices, the important uses of accurate population data increase daily.

In conclusion, Congress and this Committee are critical and valued partners as we accomplish a complete and accurate count. I look forward to our continued work together. Thank you for your continued support. I will be glad to answer your questions.



United States Government Accountability Office

Testimony
Before the Committee on Homeland
Security and Governmental Affairs,
U.S. Senate

For Release on Delivery
Expected at 2:30 p.m. ET
Tuesday, July 16, 2019

2020 CENSUS

Actions Needed to Address Key Risks to a Successful Enumeration

Statement of Robert Goldenkoff, Director,
Strategic Issues

and

Nick Marinos, Director,
Information Technology and Cybersecurity

GAO Highlights

Highlights of GAO-19-588T, a testimony before the Committee on Homeland Security and Governmental Affairs, U.S. Senate

Why GAO Did This Study

The Bureau is responsible for conducting a complete and accurate decennial census of the U.S. population. The decennial census is mandated by the Constitution and provides vital data for the nation. A complete count of the nation's population is an enormous undertaking as the Bureau seeks to control the cost of the census, implement operational innovations, and use new and modified IT systems. In recent years, GAO has identified challenges that raise serious concerns about the Bureau's ability to conduct a cost-effective count. For these reasons, GAO added the 2020 Census to its High-Risk list in February 2017.

GAO was asked to testify about the reasons the 2020 Census remains on the High-Risk List and the steps the Bureau needs to take to mitigate risks to a successful census. To do so, GAO summarized its prior work regarding the Bureau's planning efforts for the 2020 Census. GAO also included preliminary observations from its ongoing work examining the IT systems readiness and cybersecurity for the 2020 Census. This information is related to, among other things, the Bureau's progress in developing and testing key systems and the status of cybersecurity risks.

What GAO Recommends

Over the past decade, GAO has made 106 recommendations specific to the 2020 Census to help address issues raised in this and other products. The Department of Commerce has generally agreed with the recommendations. As of June 2019, 31 of the recommendations had not been fully implemented.

View GAO-19-588T. For more information, contact Robert Goldenkoff at (202) 512-2757 or by email at goldenkoffr@gao.gov and Nick Marinos at (202) 512-9342 or by email at marinosn@gao.gov.

July 16, 2019

2020 CENSUS

Actions Needed to Address Key Risks to a Successful Enumeration

What GAO Found

The 2020 Decennial Census is on GAO's list of high-risk programs primarily because the Department of Commerce's Census Bureau (Bureau) (1) is using innovations that are not expected to be fully tested, (2) continues to face challenges in implementing information technology (IT) systems, and (3) faces significant cybersecurity risks to its systems and data. Although the Bureau has taken initial steps to address risk, additional actions are needed as these risks could adversely impact the cost, quality, schedule, and security of the enumeration.

- Innovations.** The Bureau is planning several innovations for the 2020 Census, including allowing the public to respond using the internet. These innovations show promise for controlling costs, but they also introduce new risks, in part, because they have not been used extensively, if at all, in earlier enumerations. As a result, testing is essential to ensure that key IT systems and operations will function as planned. However, citing budgetary uncertainties, the Bureau scaled back operational tests in 2017 and 2018, missing an opportunity to fully demonstrate that the innovations and IT systems will function as intended during the 2020 Census. To manage risk to the census, the Bureau has developed hundreds of mitigation and contingency plans. To maximize readiness for the 2020 Census, it will also be important for the Bureau to prioritize among its mitigation and contingency strategies those that will deliver the most cost-effective outcomes for the census.
- Implementing IT systems.** The Bureau plans to rely heavily on IT for the 2020 Census, including a total of 52 new and legacy IT systems and the infrastructure supporting them. To help improve its implementation of IT, in October 2018, the Bureau revised its systems development and testing schedule to reflect, among other things, lessons learned during its 2018 operational test. However, GAO's ongoing work has determined that the Bureau is at risk of not meeting near-term IT system development and testing schedule milestones for five upcoming 2020 Census operational deliveries, including self-response (e.g., the ability to respond to the 2020 Census through the internet). These schedule management challenges may compress the time available for the remaining system development and testing, and increase the risk that systems will not function as intended. It will be important that the Bureau effectively manages IT implementation risk to ensure that it meets near-term milestones for system development and testing, and that it is ready for the major operations of the 2020 Census.
- Cybersecurity.** The Bureau has established a risk management framework that requires it to conduct a full security assessment for nearly all the systems expected to be used for the 2020 Census and, if deficiencies are identified to determine the corrective actions needed to remediate those deficiencies. As of the end of May 2019, the Bureau had over 330 corrective actions from its security assessments that needed to be addressed, including 217 that were considered "high-risk" or "very high-risk." However, of these 217 corrective actions, the Bureau identified 104 as being delayed. Further,

United States Government Accountability Office

74 of the 104 were delayed by 60 or more days. According to the Bureau, these corrective actions were delayed due to technical challenges or resource constraints. GAO recently recommended that the Bureau take steps to ensure that identified corrective actions for cybersecurity weaknesses are implemented within prescribed time frames. Resolving identified vulnerabilities more timely can help reduce the risk that unauthorized individuals may exploit weaknesses to gain access to sensitive information and systems.

To its credit, the Bureau is also working with the Department of Homeland Security (DHS) to support its 2020 Census cybersecurity efforts. For example, DHS is helping the Bureau ensure a scalable and secure network connection for the 2020 Census respondents and to strengthen its response to potential cyber threats. During the last 2 years, as a result of these activities, the Bureau has received 42 recommendations from DHS to improve its cybersecurity posture. GAO recently recommended that the Bureau implement a formal process for tracking and executing appropriate corrective actions to remediate cybersecurity findings identified by DHS. Implementing the recommendation would help better ensure that DHS's efforts result in improvements to the Bureau's cybersecurity posture.

In addition to addressing risks which could affect innovations and the security of the enumeration, the Bureau has the opportunity to improve its cost estimating process for the 2020 Census, and ultimately the reliability of the estimate itself, by reflecting best practices. In October 2017, the 2020 Census life-cycle cost estimate was updated and is now projected to be \$15.6 billion, a more than \$3 billion (27 percent) increase over its earlier estimate. GAO reported in August 2018 that although the Bureau had taken steps to improve its cost estimation process for 2020, it needed to implement a system to track and report variances between actual and estimated cost elements. According to Bureau officials, they planned to release an updated version of the 2020 Census life-cycle estimate in the spring of 2019; however, they had not done so as of June 28, 2019. To ensure that future updates to the life-cycle cost estimate reflect best practices, it will be important for the Bureau to implement GAO's recommendation related to the cost estimate.

Over the past decade, GAO has made 106 recommendations specific to the 2020 Census to help address these risks and other concerns. The Department of Commerce has generally agreed with these recommendations and has taken action to address many of them. However, as of June 2019, 31 of the recommendations had not been fully implemented. While all 31 open recommendations are important for a high-quality and cost-effective enumeration, 9 are directed at managing the risks introduced by the Bureau's planned innovations for the 2020 Census. To ensure a high-quality and cost-effective enumeration, it will be important for the Bureau to address these recommendations.

Chairman Johnson, Ranking Member Peters, and Members of the Committee:

We are pleased to be here today to discuss the U.S. Census Bureau's (Bureau) progress in preparing for the 2020 Decennial Census. Conducting the decennial census of the U.S. population is mandated by the Constitution and provides vital data for the nation. The information that the census collects is used to apportion the seats of the House of Representatives; redraw congressional districts; allocate billions of dollars each year in federal financial assistance; and provide a social, demographic, and economic profile of the nation's people to guide policy decisions at each level of government. Further, businesses use census data to market new services and products and to tailor existing ones to demographic changes.

A complete count of the nation's population is an enormous undertaking. The Bureau, a component of the Department of Commerce (Commerce), is seeking to control the cost of the 2020 Census while it implements several innovations and manages the processes of acquiring and developing information technology (IT) systems.

In recent years, we have identified challenges that raise serious concerns about the Bureau's ability to conduct a cost-effective count of the nation, including issues with the agency's research, testing, planning, scheduling, cost estimation, systems development, risk management, and cybersecurity practices.

Over the past decade, we have made 106 recommendations specific to the 2020 Census to help address these and other concerns. Commerce has generally agreed with our recommendations and has made progress in implementing them. However, 31 of the recommendations had not been fully implemented as of June 2019, although the Bureau had taken initial steps to address many of them. In addition, one recommendation was closed as the Bureau decided to implement a different approach than the one about which the recommendation was directed.

We added the 2020 Decennial Census to our high-risk list in February 2017, and it remains on our high-risk list today.¹ As preparations for the next census continue to ramp up, fully implementing our recommendations to address the risks jeopardizing the 2020 Census is more critical than ever.

At your request, our testimony today will describe (1) why the 2020 Decennial Census remains a high-risk area and (2) the steps that Commerce and the Bureau need to take going forward to mitigate the risks jeopardizing a secure and cost-effective census.

The information in this statement is based primarily on our prior work regarding the Bureau's planning efforts for 2020.² For that body of work, we reviewed, among other things, relevant Bureau documentation, including the 2020 Census Operational Plan; recent decisions on preparations for the 2020 Census; and outcomes of key IT milestone reviews.

In the summer of 2018 we visited the Bureau's 2018 End-to-End test site in Providence County, Rhode Island to observe door-to-door field enumeration during the non-response follow-up, an operation where enumerators personally visit each non-responding household to include them in the census. We also discussed the status of our recommendations with Commerce and Bureau staff. Other details on the scope and methodology for our prior work are provided in each published report on which this testimony is based.

¹GAO, *High-Risk Series: Substantial Efforts Needed to Achieve Greater Progress on High-Risk Areas*, GAO-19-157SP (Washington, D.C.: Mar. 6, 2019) and *High-Risk Series: Progress on Many High-Risk Areas, While Substantial Efforts Needed on Others*, GAO-17-317 (Washington, D.C.: Feb. 15, 2017). GAO maintains a high-risk program to focus attention on government operations that it identifies as high-risk due to their greater vulnerabilities to fraud, waste, abuse, and mismanagement or the need for transformation to address economy, efficiency, or effectiveness challenges.

²For example, GAO, *2020 Census: Additional Actions Needed to Manage Risk*, GAO-19-399 (Washington, D.C.: May 31, 2019); *2020 Census: Additional Steps Needed to Finalize Readiness for Peak Field Operations*, GAO-19-140 (Washington, D.C.: Dec. 10, 2018); *2020 Census: Continued Management Attention Needed to Address Challenges and Risks with Developing, Testing, and Securing IT Systems*, GAO-18-655 (Washington, D.C.: Aug. 30, 2018); *2020 Census: Bureau Has Made Progress with Its Scheduling, but Further Improvement Will Help Inform Management Decisions*, GAO-18-589 (Washington, D.C.: July 26, 2018); and, *2020 Census: Actions Needed to Address Challenges to Enumerating Hard-to-Count Groups*, GAO-18-599 (Washington, D.C.: July 26, 2018).

In addition, we included information in this statement from our ongoing work on the readiness of the Bureau's IT systems for the 2020 Census. Specifically, we collected and reviewed documentation on the status and plans for system development and testing, and for addressing cybersecurity risk, for the 2020 Census. This includes the Bureau's integration and implementation plan, memorandums documenting outcomes of security assessments, and reports prepared by the Department of Homeland Security (DHS) for the Bureau on cybersecurity risks. We also interviewed relevant agency officials.

We provided a copy of the applicable new information that we are reporting in this testimony to the Bureau and DHS for comment on June 25, 2019. The Bureau provided technical comments, which we addressed as appropriate.

We conducted the work on which this statement is based in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit 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.

Background

As shown in table 1 the cost of counting the nation's population has been escalating with each decade. The 2010 Census was the most expensive in U.S. history at about \$12.3 billion, and was about 31 percent more costly than the \$9.4 billion 2000 Census (in 2020 dollars).³ According to the Bureau, the total cost of the 2020 Census in October 2015 was

³According to the Bureau, these figures rely on fiscal year 2020 constant dollar factors derived from the Chained Price Index from "Gross Domestic Product and Deflators Used in the Historical Tables: 1940–2020" table from the Fiscal Year 2016 Budget of the United States Government.

estimated at \$12.3 billion and in October 2017 that cost estimate grew to approximately \$15.6 billion, approximately a \$3 billion increase.⁴

Additionally, Bureau officials told us that while the estimated cost of the census had increased to \$15.6 billion, it was nevertheless managing the 2020 Census to a lower cost of \$14.1 billion. Bureau officials explained that the \$14.1 billion includes all program costs and contingency funds to cover risks and general estimating uncertainty. The remaining \$1.5 billion estimated cost is additional contingency for “unknown unknowns”—that is, low probability events that could cause massive disruptions—and several what-if scenarios such as an increase in the wage rate or additional supervisors needed to manage field operations.⁵

Table 1: The Cost of Previous Decennial Censuses and the Estimated Cost of the 2020 Census

Benchmark	Cost	Explanation
2000 Census	\$9.4 billion ^a	Final cost of the 2000 Census
2010 Census	\$12.3 billion ^a	Final cost of the 2010 Census
2020 Census estimated cost in October 2015	\$12.3 billion ^a	Initial cost estimate of the 2020 Census
2020 Census estimated cost in October 2017	\$15.6 billion ^b	Revised cost estimate of the 2020 Census
2020 Census cost estimate less a portion of contingency funds	\$14.1 billion ^b	Cost estimate the Bureau is managing operations to for the 2020 Census

Source: GAO analysis of Census Bureau data | GAO-19-588T

Notes:

^aConstant 2020 dollars.

^bInflated to the current 2020 Census time frame, fiscal years 2012 to 2023.

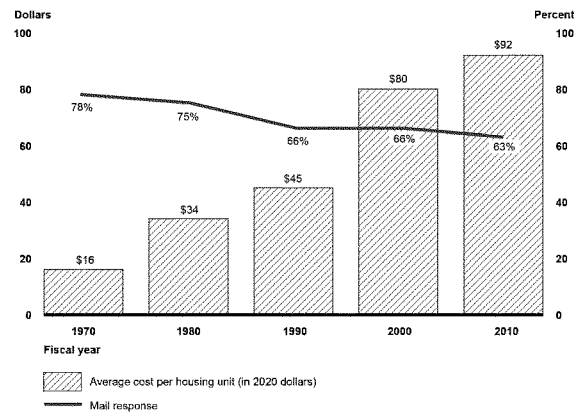
⁴The historical life-cycle cost figures for prior decennials as well as the initial estimate for 2020 provided by Commerce in October 2017 differ slightly from those reported by the Bureau previously. According to Commerce documents, the more recently reported figures are “inflated to the current 2020 Census time frame (fiscal years 2012 to 2023),” rather than to 2020 constant dollars as the earlier figures had been. Specifically, since October 2017, Commerce and the Bureau have reported the October 2015 estimate for the 2020 Census as \$12.3 billion; this is slightly different than the \$12.5 billion the Bureau had initially reported.

⁵The \$15.6 billion cost estimate for the 2020 Census includes a total of \$2.6 billion in contingency funds.

Moreover, as shown in figure 1, the average cost for counting a housing unit increased from about \$16 in 1970 to around \$92 in 2010 (in 2020 constant dollars). At the same time, the return of census questionnaires by mail (the primary mode of data collection) declined over this period from 78 percent in 1970 to 63 percent in 2010. Declining mail response rates have led to higher costs because the Bureau sends temporary workers to each non-responding household to obtain census data.

Achieving a complete and accurate census has become an increasingly daunting task, in part, because the population is growing larger, more diverse, and more reluctant to participate in the enumeration. In many ways, the Bureau has had to invest substantially more resources each decade to conduct the enumeration.

Figure 1: The Average Cost of Counting Each Housing Unit (in 2020 Dollars) Has Escalated Each Decade, While the Percentage of Mail Response Rates Has Declined



Source: GAO analysis of Census Bureau data. | GAO-19-588T

In addition to these external societal challenges that make achieving a complete count a daunting task, the Bureau also faces a number of internal management challenges that affect its capacity and readiness to conduct a cost-effective enumeration. Some of these issues—such as

acquiring and developing IT systems and preparing reliable cost estimates—are long-standing in nature.

At the same time, as the Bureau looks toward 2020, it has faced emerging and evolving uncertainties. For example, on March 26, 2018, the Secretary of Commerce announced his decision to add a question to the decennial census on citizenship status which resulted in various legislative actions⁶ and legal challenges.⁷ Ultimately, the case was heard by the U.S. Supreme Court, which, in a June 26, 2019, ruling, prevented the addition of the question because the Court found that the evidence Commerce provided in the case did not match the Secretary's explanation.⁸ In addition, the Fourth Circuit Court of Appeals remanded other legal challenges to the district court on June 24, 2019, for further legal action, which is yet to be resolved.⁹

According to Bureau officials, on June 28, 2019, Commerce asked the Bureau to put its scheduled July 1 start date for printing questionnaires on hold while it considered legal implications of the Supreme Court ruling. On July 2, 2019, Commerce told the Bureau to proceed with printing questionnaires and other materials without the citizenship question on them. As of July 5, 2019, the Department of Justice (DOJ) indicated that, although printing was continuing without the citizenship question, DOJ was evaluating legal options to include the question.¹⁰

⁶Commerce, Justice, Science, and Related Agencies Appropriations Act, 2020, H.R. 3055, § 534, 116th Cong. (passed June 25, 2019). Ensuring Full Participation in the Census Act of 2019, H.R. 1734, 116th Cong. (as introduced March 13, 2019); 2020 Census Accountability Act, H.R. 5292, 115th Cong. (as introduced March 15, 2018).

⁷See, e.g., *New York v. U.S. Dept. of Commerce*, No. 18-cv-2921, (S.D.N.Y. Jan. 15, 2019); *California v. Ross*, No. 18-cv-01865, (N.D. Cal. Mar. 6, 2019).

⁸*New York v. U.S. Dept. of Commerce*, U.S. No. 18-966 at *33 (2019). A majority of the Court held in favor of the government on whether the question was permitted under the Enumeration Clause of the Constitution and the Census Act, but remanded to the Southern District Court of New York for additional proceedings on the limited question of whether the administrative record demonstrated reasonable decision making.

⁹*La Union Del Pueblo Entero et al. v. Ross*; *Kravitz v. Department of Commerce*, No. 19-1382 (4th Cir.). These cases were remanded to the district court for evidence-gathering on the plaintiffs' equal protection claims.

¹⁰*Id.* DOJ, on behalf of Commerce, submitted a filing for this case on July 5, 2019 stating its intent to evaluate legal options for including the citizenship question.

On July 11, 2019, the President announced that instead of collecting this information from the census questionnaire, he ordered all federal agencies to provide data on citizenship status to Commerce using legally available federal records. We have not analyzed this decision or its implications, if any, for how the Bureau will tabulate its official counts. We will continue to monitor developments for Congress.

The Bureau also faced budgetary uncertainties that, according to the Bureau, led to the curtailment of testing in 2017 and 2018. However, the Consolidated Appropriations Act, 2018 appropriated for the Periodic Censuses and Programs account \$2.544 billion, which more than doubled the Bureau's request in the President's Fiscal Year 2018 Budget of \$1.251 billion.¹¹ According to the explanatory statement accompanying the act, the appropriation, which is available through fiscal year 2020, was provided to ensure the Bureau has the necessary resources to immediately address any issues discovered during operational testing, and to provide a smoother transition between fiscal year 2018 and fiscal year 2019.¹²

The availability of those resources enabled the Bureau to continue preparations for the 2020 Census during the 35 days in December 2018 to January 2019 when appropriations lapsed for the Bureau and a number of other federal agencies. Moreover, the Consolidated Appropriations Act, 2019 appropriated for the Periodic Censuses and Programs account \$3.551 billion.¹³ According to Bureau officials, this level of funding for fiscal year 2019 is sufficient to carry out 2020 Census activities as planned.

Importantly, the census is conducted against a backdrop of immutable deadlines. In order to meet the statutory deadline for completing the

¹¹Consolidated Appropriations Act, 2018, Pub. L. No. 115-141, Division B, Title I (Mar. 23, 2018). Of the total appropriated for the Periodic Censuses and Programs account, \$2.095 billion was for the 2020 Census and \$213.6 million was for the American Community Survey.

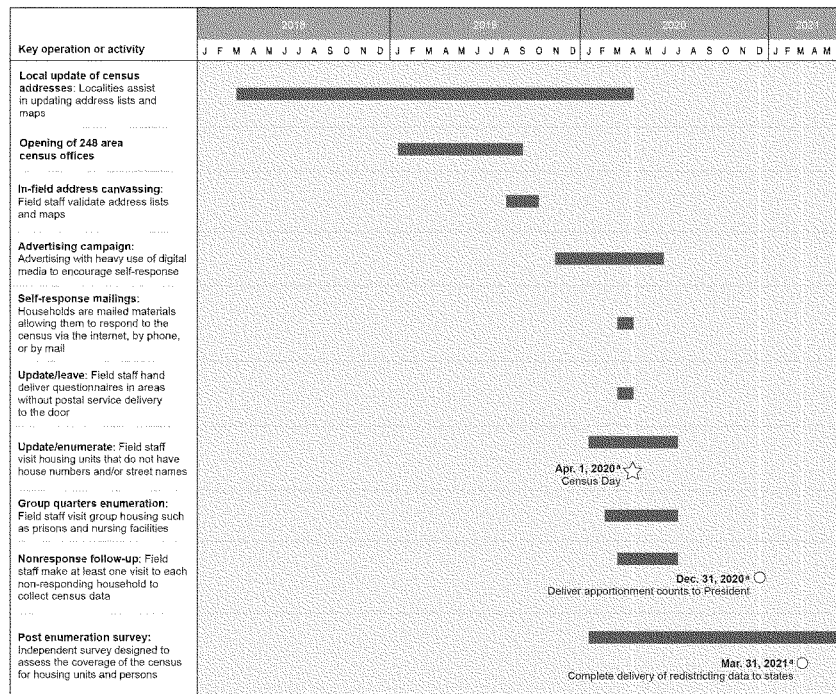
¹²Joint explanatory statement of conference, 164 Cong. Rec. H2045, H2084 (daily ed. Mar. 22, 2018) (statement of Chairman Frelinghuysen), specifically referenced in section 4 of the Consolidated Appropriations Act, 2018, Pub. L. No. 115-141, § 4 (Mar. 23, 2018).

¹³Consolidated Appropriations Act, 2019, Pub. L. No. 116-6, Division C, Title I (Feb. 15, 2019). Of the total appropriated for the Periodic Censuses and Programs account, \$3.015 billion was for the 2020 Census and \$211.4 million was for the American Community Survey.

enumeration, census activities need to take place at specific times and in the proper sequence.¹⁴ Thus, it is absolutely critical for the Bureau to stay on schedule. Figure 2 shows some dates for selected decennial events.

¹⁴13 U.S.C. § 141(b).

Figure 2: Timeline of Selected Decennial Events



Source: GAO summary of Census Bureau information. | GAO-19-588T

*Indicates dates that are mandated by law.

The Bureau Has Begun Opening Offices and Hiring Temporary Staff

The Bureau has begun to open its area census offices (ACO) for the 2020 Census. It has signed leases for all 248 ACOs, of which 39 of the offices will be open for the address canvassing operation set to begin in August 2019 where staff verifies the location of selected housing units. The remaining 209 offices will begin opening this fall. In 2010 the Bureau opened 494 census offices. The Bureau has been able to reduce its infrastructure because it is relying on automation to assign work and to record payroll. Therefore there is less paper—field assignments, maps, and daily payroll forms—to manually process.

For the 2020 Census, the Bureau is refining its recruiting and hiring goals, but tentatively plans to recruit approximately 2.24 million applicants and to hire over 400,000 temporary field staff from that applicant pool for two key operations: address canvassing, and nonresponse follow-up, where they visit households that do not return census forms to collect data in person. In 2010 the Bureau recruited 3.8 million applicants and hired 628,000 temporary workers to conduct the address canvassing and nonresponse follow-up field operations. According to Bureau officials, it has reduced the number of temporary staff it needs to hire because automation has made field operations more efficient and there is less paper. As of June 2019, the Bureau reported that for all 2020 Census operations it had processed about 430,000 applicants.

In addition, the Bureau was seeking to hire approximately 1,500 partnership specialists by the end of June 2019 to help increase census awareness and participation in minority communities and hard-to-reach populations. As of July 9, 2019, the Bureau's latest biweekly reporting indicated that it had hired 813 partnership specialists as of June 22, 2019. Moreover, as of July 10, 2019, Bureau officials told us that another 830 applicants were waiting to have their background checks completed. According to Bureau officials, hiring data are based on payroll dates generated biweekly, while background check data are tracked internally. Therefore, according to Bureau officials, more current hiring data were not available as of July 10, 2019 to indicate whether the Bureau had met its June 30 hiring goal.

Among other things, partnership specialists are expected to either provide or identify partners to help provide supplemental language support to respondents locally in over 100 different languages. We will continue to monitor the Bureau's progress in meeting its partnership specialist staffing goals and addressing any turnover that takes place. Hiring partnership specialists in a timely manner and maintaining adequate partnership specialist staffing levels are key to the Bureau's ability to

carry out its planned outreach efforts, especially to hard-to-count communities.

Moreover, Bureau officials also stated that the current economic environment (i.e., the low unemployment rate compared to the economic environment of the 2010 Census) has not yet impacted their ability to recruit staff. The Bureau will continue to monitor the impact of low unemployment on its ability to recruit and hire at the local and regional levels.

The Bureau Plans to Rely Heavily on IT for the 2020 Census

For the 2020 Census, the Bureau is substantially changing how it intends to conduct the census, in part by re-engineering key census-taking methods and infrastructure, and making use of new IT applications and systems. For example, the Bureau plans to offer an option for households to respond to the survey via the internet and enable field-based enumerators¹⁵ to use applications on mobile devices to collect survey data from households. To do this, the Bureau plans to utilize 52 new and legacy IT systems, and the infrastructure supporting them, to conduct the 2020 Census.

A majority of these 52 systems have been tested during operational tests in 2017 and 2018. For example, the Bureau conducted its 2018 End-to-End test, which included 44 of the 52 systems and was intended to test all key systems and operations in a census-like environment to ensure readiness for the 2020 Census.

Nevertheless, additional IT development and testing work needs to take place before the 2020 Census. Specifically, officials from the Bureau's Decennial Directorate said they expect that the systems will need to undergo further development and testing due to, among other things, the need to add functionality that was not part of the End-to-End test, scale system performance to support the number of respondents expected during the 2020 Census, and address system defects identified during the 2018 End-to-End test.

To prepare the systems and technology for the 2020 Census, the Bureau is also relying on substantial contractor support. For example, it is relying

¹⁵Enumerators are Census Bureau employees who travel from door-to-door throughout the country to try to obtain census data from individuals who do not respond through other means, including the internet, on paper, or by phone.

on contractors to develop a number of systems and components of the IT infrastructure, including the IT platform that is intended to be used to collect data from households responding via the internet and telephone, and for non-response follow-up activities. Contractors are also deploying the IT and telecommunications hardware in the field offices and providing device-as-a-service capabilities by procuring the mobile devices and cellular service to be used for non-response follow-up.¹⁶

In addition to the development of technology, the Bureau is relying on a technical integration contractor to integrate all of the key systems and infrastructure. The contractor's work is expected to include, among other things, evaluating the systems and infrastructure and acquiring the infrastructure (e.g., cloud or data center) to meet the Bureau's scalability and performance needs; integrating all of the systems; and assisting with technical, performance and scalability, and operational testing activities.

**2020 Census Identified by
GAO as a High-Risk Area**

In February 2017, we added the 2020 Decennial Census as a high-risk area needing attention from Congress and the executive branch.¹⁷ This was due to significant risks related to, among other things, innovations never before used in prior enumerations,¹⁸ the acquisition and development of IT systems, and expected escalating costs.

Among other things, we reported that the commitment of top leadership was needed to ensure the Bureau's management, culture, and business practices align with a cost-effective enumeration. We also stressed that the Bureau needed to rigorously test census-taking activities; ensure that scheduling adheres to best practices; improve its ability to manage, develop, and secure its IT systems; and have better oversight and control over its cost estimation process.

¹⁶In non-response follow-up, if a household does not respond to the census by a certain date, the Bureau will send out employees to visit the home. The Bureau's plan is for these enumerators to use a census application, on a mobile device provided by the Bureau, to capture the information given to them by the in-person interviews.

¹⁷GAO-17-317.

¹⁸The Bureau has fundamentally re-examined its approach for conducting the 2020 Census to help reduce costs. To do this, the agency plans to use innovations in four broad areas (described later in this statement): re-engineering field operations, using administrative records, verifying addresses in-office, and developing an Internet self-response option.

Our experience has shown that agencies are most successful at removal from our High-Risk List when leaders give top level attention to the five criteria for removal and Congress takes any needed action. The five criteria for removal that we identified in November 2000 are as follows:¹⁹

- **Leadership Commitment.** The agency has demonstrated strong commitment and top leadership support.
- **Capacity.** The agency has the capacity (i.e., people and resources) to resolve the risk(s).
- **Action Plan.** A corrective action plan exists that defines the root causes and solutions, and that provides for substantially completing corrective measures, including steps necessary to implement solutions we recommended.
- **Monitoring.** A program has been instituted to monitor and independently validate the effectiveness and sustainability of corrective measures.
- **Demonstrated Progress.** The agency has demonstrated progress in implementing corrective measures and in resolving the high-risk area.

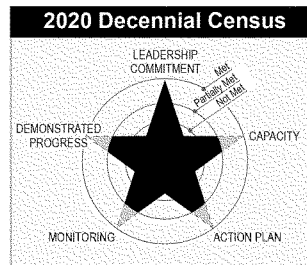
These five criteria form a road map for efforts to improve, and ultimately address, high-risk issues. Addressing some of the criteria leads to progress, while satisfying all of the criteria is central to removal from the list.

As we reported in the March 2019 high-risk report,²⁰ the Bureau's efforts to address the risks and challenges for the 2020 Census had fully met one of the five criteria for removal from the High-Risk List—leadership commitment—and partially met the other four, as shown in figure 3. Additional details about the status of the Bureau's efforts to address this high-risk area are discussed later in this statement.

¹⁹GAO, *Determining Performance and Accountability Challenges and High Risks*, GAO-01-158SP (Washington, D.C.: Nov. 1, 2000).

²⁰GAO-19-157SP.

Figure 3: Status of High-Risk Area for the 2020 Decennial Census, as of March 2019



Source: GAO analysis. | GAO-19-588T

Note: Each point of the star represents one of the five criteria for removal from the High-Risk List and each ring represents one of the three designations: not met, partially met, or met. An unshaded point at the innermost ring means that the criterion has not been met, a partially shaded point at the middle ring means that the criterion has been partially met, and a fully shaded point at the outermost ring means that the criterion has been met.

The 2020 Census Remains High Risk Due to Challenges Facing the Enumeration

The 2020 Census is on our list of high-risk programs because, among other things, (1) innovations never before used in prior enumerations are not expected to be fully tested, (2) the Bureau continues to face challenges in implementing IT systems, (3) the Bureau faces significant cybersecurity risks to its systems and data, and (4) the Bureau's cost estimate for the 2020 Census was unreliable.²¹ If not sufficiently addressed, these risks could adversely impact the cost and quality of the enumeration. Moreover, the risks are compounded by other factors that contribute to the challenge of conducting a successful census, such as the nation's increasingly diverse population and concerns over personal privacy.

²¹GAO-17-317.

Key Risk #1: The Bureau Redesigned the Census to Control Costs, and Will Need to Take Several Actions to Better Manage Risks

The basic design of the enumeration—mail out and mail back of the census questionnaire with in-person follow-up for non-respondents—has been in use since 1970. However, a lesson learned from the 2010 Census and earlier enumerations is that this traditional design is no longer capable of cost-effectively counting the population.

In response to its own assessments, our recommendations, and studies by other organizations, the Bureau has fundamentally re-examined its approach for conducting the 2020 Census. Specifically, its plan for 2020 includes four broad innovation areas: re-engineering field operations, using administrative records, verifying addresses in-office, and developing an internet self-response option (see table 2).

If they function as planned, the Bureau initially estimated that these innovations could result in savings of over \$5 billion (in 2020 constant dollars) when compared to its estimates of the cost for conducting the census with traditional methods. However, in June 2016, we reported that the Bureau's initial life-cycle cost estimate developed in October 2015 was not reliable and did not adequately account for risk.²²

As discussed earlier in this statement, the Bureau has updated its estimate from \$12.3 billion and now estimates a life-cycle cost of \$15.6 billion, which would result in a smaller potential savings from the innovative design than the Bureau originally estimated. According to the Bureau, the goal of the cost estimate increase was to ensure quality was fully addressed.

²²GAO, *2020 Census: Census Bureau Needs to Improve Its Life-Cycle Cost Estimating Process*, GAO-16-628 (Washington, D.C.: June 30, 2016).

Table 2: The Census Bureau (Bureau) Is Introducing Four Innovation Areas for the 2020 Census

Innovation area	Description
Re-engineered field operations	The Bureau intends to automate data collection methods, including its case management system.
Administrative records	In certain instances, the Bureau plans to reduce enumerator collection of data by using administrative records (information already provided to federal and state governments as they administer other programs such as, Medicare and Medicaid).
Verifying addresses in-office	To ensure the accuracy of its address list, the Bureau intends to use "in-office" procedures and on-screen imagery to verify addresses and reduce street-by-street field canvassing.
Internet self-response option	The Bureau plans to offer households the option of responding to the survey through the internet. The Bureau has not previously offered such an option on a large scale.

Source: GAO analysis of Census Bureau data. | GAO-19-588T

While the planned innovations could help control costs, they also introduce new risks, in part, because they include new procedures and technology that have not been used extensively in earlier decennials, if at all. Our prior work has shown the importance of the Bureau conducting a robust testing program, including the 2018 End-to-End test.²³ Rigorous testing is a critical risk mitigation strategy because it provides information on the feasibility and performance of individual census-taking activities, their potential for achieving desired results, and the extent to which they are able to function together under full operational conditions.

To address some of these challenges we have made numerous recommendations aimed at improving reengineered field operations, using administrative records, verifying the accuracy of the address list, and securing census responses via the internet.

The Bureau has held a series of operational tests since 2012, but according to the Bureau, it scaled back its most recent field tests because of funding uncertainties. For example, the Bureau canceled the field components of the 2017 Census Test including non-response follow-up, a

²³GAO, *2020 Census: Bureau Needs to Better Leverage Information to Achieve Goals of Reengineered Address Canvassing*, GAO-17-622 (Washington, D.C.: July 20, 2017).

key census operation.²⁴ In November 2016, we reported that the cancelation of the 2017 Census Test was a lost opportunity to test, refine, and integrate operations and systems, and that it put more pressure on the 2018 End-to-End test to demonstrate that enumeration activities will function under census-like conditions as needed for 2020.

However, in May 2017, the Bureau scaled back the operational scope of the 2018 End-to-End test and, of the three planned test sites, only the Rhode Island site would fully implement the 2018 End-to-End test. The Washington and West Virginia sites would test just one field operation. In addition, due to budgetary concerns, the Bureau delayed ramp up and preparations for its coverage measurement operation (and the technology that supports it) from the scope of the test.²⁵ However, removal of the coverage measurement operation did not affect testing of the delivery of apportionment or redistricting data.

Without sufficient testing, operational problems can go undiscovered and the opportunity to improve operations will be lost, in part because the 2018 End-to-End test was the last opportunity to demonstrate census technology and procedures across a range of geographic locations, housing types, and demographic groups under decennial-like conditions prior to the 2020 Census.

We reported on the 2018 End-to-End test in December 2018 and noted that the Bureau had made progress addressing prior test implementation issues but still faced challenges.²⁶ As the Bureau studies the results of its testing to inform the 2020 Census, it will be important that it addresses key program management issues that arose during implementation of the test. Namely, by not aligning the skills, responsibilities, and information flows for the first-line supervisors during field data collection, the Bureau limited its role in support of enumerators within the re-engineered field operation.

²⁴In non-response follow-up, if a household does not respond to the census by a certain date, the Bureau will conduct an in-person visit by an enumerator to collect census data using a mobile device provided by the Bureau.

²⁵Coverage measurement evaluates the quality of the census data by estimating the census coverage based on a post-enumeration survey.

²⁶GAO-19-140.

The Bureau Has Developed Hundreds of Risk Mitigation and Contingency Plans, but Those We Reviewed Were Missing Key Information

The Bureau also lacked mid-operation training or guidance, which, if implemented in a targeted, localized manner, could have further helped enumerators navigate procedural modifications and any commonly encountered problems when enumerating. It will be important for the Bureau to prioritize its mitigation strategies for these implementation issues so that it can maximize readiness for the 2020 Census.

To manage risk to the 2020 Census the Bureau has developed hundreds of risk mitigation and contingency plans. Mitigation plans detail how an agency will reduce the likelihood of a risk event and its impacts, if it occurs. Contingency plans identify how an agency will reduce or recover from the impact of a risk after it has been realized.

In May 2019, we reported that the Bureau had identified 360 active risks to the 2020 census as of December 2018—meaning the risk event could still occur and adversely impact the census.²⁷ Of these, 242 met the Bureau's criteria for requiring a mitigation plan and, according to the Bureau's risk registers, 232 had one (see table 3).²⁸ In addition, 146 risks met the Bureau's criteria for requiring a contingency plan and, according to the Bureau's risk registers, 102 had one.

Table 3: 2020 Census Risks with Required Mitigation and Contingency Plans, as of December 2018

Plan	Risks requiring plan	Risks with plan
Mitigation	242	232 (96%)
Contingency	146	102 (70%)

Source: GAO analysis of U.S. Census Bureau 2020 Census risk registers. | GAO-19-588T

Bureau guidance states that these plans should be developed as soon as possible after a risk is added to the risk register, but it does not establish a clear time frame for doing so. Consequently, some risks may go without required plans for extended periods. We found that, as of December 2018, some of the risks without required plans had been added to the Bureau's risk registers in recent months, but others had been added more than 3 years earlier.

²⁷GAO-19-399.

²⁸The Bureau's risk registers catalogue information regarding all risks to the 2020 Census that the Bureau has identified, including risk descriptions, and mitigation and contingency plans.

We reviewed the mitigation and contingency plans in detail for six risks which the Bureau identified as among the major concerns that could affect the 2020 Census. These included cybersecurity incidents, late operational design changes, and integration of the 52 systems and 35 operations supporting the 2020 Census.

We found that the plans did not consistently include key information needed to manage the risk. For example, the Bureau's contingency plan for late operational design changes did not include activities specific to the three most likely late operational design changes—including removal of the citizenship question as a result of litigation or congressional action—that the Bureau could carry out to lessen their adverse impact on the enumeration, should they occur.

We found that gaps stemmed from either requirements missing from the Bureau's decennial risk management plan, or that risk owners—the individuals assigned to manage each risk—were not fulfilling all of their risk management responsibilities. Bureau officials said that risk owners are aware of these responsibilities but do not always fulfill them given competing demands.

Bureau officials also said that they are managing risks to the census, even if not always reflected in their mitigation and contingency plans. However, if such actions are reflected in disparate documents or are not documented at all, then decision makers are left without an integrated and comprehensive picture of how the Bureau is managing risks to the census.

We made seven recommendations to improve the Bureau's management of risks to the 2020 Census, including that the Bureau develop mitigation and contingency plans for all risks that require them, establish a clear time frame for plan development, and ensure that the plans have the information needed to manage the risk. Commerce agreed with our recommendations and said it would develop an action plan to address them.

Key Risk #2: The Bureau Faces Challenges in Implementing IT Systems

The Bureau Has Made Initial Progress against Its Revised Development and Testing Schedule, but Risks Missing Near-term Milestones

We have previously reported that the Bureau faces challenges in managing and overseeing IT programs, systems, and contractors supporting the 2020 Census.²⁹ Specifically, we have noted challenges in the Bureau's efforts to manage, among other things, the schedules and contracts for its systems. As a result of these challenges, the Bureau is at risk of being unable to fully implement the systems necessary to support the 2020 Census and conduct a cost-effective enumeration.

To help improve its implementation of IT for the 2020 Census, the Bureau revised its systems development and testing schedule. Specifically, in October 2018, the Bureau organized the development and testing schedule for its 52 systems into 16 operational deliveries.³⁰ Each of the 16 operational deliveries has milestone dates for, among other things, development, performance and scalability testing, and system deployment. According to Bureau officials in the Decennial Directorate, the schedule was revised, in part, due to schedule management challenges experienced, and lessons learned, while completing development and testing during the 2018 End-to-End test.

The Bureau has made initial progress in executing work against its revised schedule. For example, the Bureau completed development of the systems in the first operational delivery—for 2020 Census early operations preparations—in July 2018, and deployed these systems into production in October 2018.

However, our current work has determined that the Bureau is at risk of not meeting several near-term systems testing milestones. As of June 2019, 11 systems that are expected to be used in a total of five operational deliveries were at risk of not meeting key milestones for completing system development, performance and scalability testing,

²⁹GAO, *2020 Census: Further Actions Needed to Reduce Key Risks to a Successful Enumeration*, GAO-19-431T (Washington, D.C.: Apr. 30, 2019) and GAO-18-655.

³⁰The 52 systems being used in the 2020 Census are to be deployed multiple times in a series of operational deliveries (which include operations such as address canvassing or self-response). That is, a system may be deployed for one operation in the 2020 Census (such as address canvassing), and be deployed again for a subsequent operation in the test (such as self-response). As such, additional development and testing may occur each time a system is deployed.

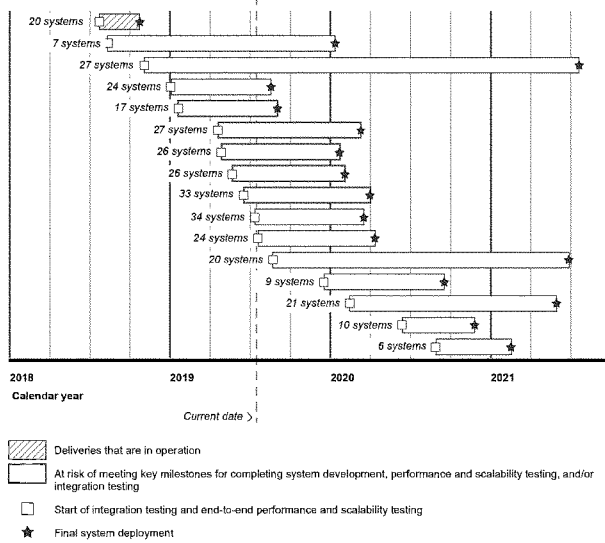
and/or integration testing.³¹ These 11 systems are needed for, among other things, data collection for operations, business and support automation, and customer support during self-response. Figure 4 presents an overview of the status for all 16 operational deliveries, as of June 2019.

³¹As of June 2019, the 11 systems were 2020 Website; Enterprise Census and Survey Enabling Platform-Operational Control System; Census Questionnaire Assistance; Automated Tracking and Control; Enterprise Census and Survey Enabling Platform-Internet Self-Response; Census Data Lake; Master Address File/Topologically Integrated Geographic Encoding and Referencing Database; MOJO Field Processing; Production Environment for Administrative Records Staging, Integration, and Storage; Self-Response Quality Assurance; and Unified Tracking System.

Figure 4: Status of 16 Operational Deliveries for the 2020 Census, as of June 2019

2020 Census operational deliveries

2020 Census early operations preparation
Integrated partnership and communications
Post enumeration survey
Address canvassing
Peak recruiting and hiring
Self-response
Count review/remote Alaska
Group quarters advance contact
Group quarters enumeration
Update enumerate/update leave
Non-response follow-up
Island areas census
Response processing
Archiving and count question resolution
Data products/dissemination
Redistricting



Source: GAO analysis of Census Bureau data. | GAO-19-588T

Note: The 52 systems being used in the 2020 Census are to be deployed multiple times in a series of operational deliveries (which include operations such as address canvassing or self-response). That is, a system may be deployed for one operation in the 2020 Census (such as address canvassing), and be deployed again for a subsequent operation in the test (such as self-response). As such, additional development and testing may occur each time a system is deployed.

The Bureau Faces Additional Risks Due to Compressed IT Development and Testing Time Frames

The at-risk systems previously discussed add uncertainty to a highly compressed time frame over the next 6 months. Importantly, between July and December 2019, the Bureau is expected to be in the process of integration testing the systems in 12 operational deliveries. Officials from the Bureau's integration contractor noted concern that the current schedule leaves little room for any delays in completing the remaining development and testing activities.

In addition to managing the compressed testing time frames, the Bureau also has to quickly finalize plans related to its IT infrastructure. For example, as of June 2019, the Bureau stated that it was still awaiting final approval for its Trusted Internet Connection.³² Given that these plans may impact systems being tested this summer or deployed into production for the address canvassing operation in August 2019, it is important that the Bureau quickly addresses this matter.

Our past reporting noted that the Bureau faced significant challenges in managing its schedule for system development and testing that occurred in 2017 and 2018.³³ We reported that, while the Bureau had continued to make progress in developing and testing IT systems for the 2020 Census, it had experienced delays in developing systems to support the 2018 End-to-End test. These delays compressed the time available for system and integration testing and for security assessments.

In addition, several systems experienced problems during the test. We noted then, and reaffirm now, that continued schedule management challenges may compress the time available for the remaining system and integration testing and increase the risk that systems may not function or be as secure as intended.

The Bureau has acknowledged that it faces risks to the implementation of its systems and technology. As of May 2019, the Bureau had identified 17 high risks related to IT implementation that may have substantial technical and schedule impacts if realized. Taken together, these risks represent a cross-section of issues, such as schedule delays for a fraud-

³²External network traffic (traffic that is routed through agency's external connections) must be routed through a Trusted Internet Connection. External connections include those connections between an agency's information system or network and the globally-addressable internet or a remote information system or network and networks located on foreign territory.

³³GAO-18-655.

detection system, the effects of late changes to technical requirements, the need to ensure adequate time for system development and performance and scalability testing, contracting issues, privacy risks, and skilled staffing shortages. Going forward, it will be important that the Bureau effectively manages these risks to better ensure that it meets near-term milestones for system development and testing, and is ready for the major operations of the 2020 Census.

Key Risk #3: The Bureau Faces Significant Cybersecurity Risks to Its Systems and Data

The risks to IT systems supporting the federal government and its functions, including conducting the 2020 Census, are increasing as security threats continue to evolve and become more sophisticated. These risks include insider threats from witting or unwitting employees, escalating and emerging threats from around the globe, and the emergence of new and more destructive attacks. Underscoring the importance of this issue, we have designated information security as a government-wide high-risk area since 1997 and, in our most recent biennial report to Congress, ensuring the cybersecurity of the nation was one of nine high-risk areas that we reported needing especially focused executive and congressional attention.³⁴

Our prior and ongoing work has identified significant challenges that the Bureau faces in securing systems and data for the 2020 Census.³⁵ Specifically, the Bureau has faced challenges related to completing security assessments, addressing security weaknesses, resolving cybersecurity recommendations from DHS, and addressing numerous other cybersecurity concerns (such as phishing).³⁶

The Bureau Has Made Progress in Completing Security Assessments, but Critical Work Remains

Federal law specifies requirements for protecting federal information and information systems, such as those systems to be used in the 2020 Census. Specifically, the Federal Information Security Management Act of 2002 and the Federal Information Security Modernization Act of 2014 (FISMA) require executive branch agencies to develop, document, and implement an agency-wide program to provide security for the information

³⁴GAO-19-157SP.

³⁵GAO-19-431T and GAO-18-655.

³⁶Phishing is a digital form of social engineering that uses authentic-looking, but fake emails to request information from users or direct them to a fake website that requests information.

and information systems that support operations and assets of the agency.³⁷

In accordance with FISMA, National Institute of Standards and Technology (NIST) guidance, and Office of Management and Budget (OMB) guidance, the Bureau's Office of the Chief Information Officer (CIO) established a risk management framework. This framework requires system developers to ensure that each of the Bureau's systems undergoes a full security assessment, and that system developers remediate critical deficiencies.

According to the Bureau's risk management framework, the systems expected to be used to conduct the 2020 Census will need to have complete security documentation (such as system security plans) and an approved authorization to operate prior to their use. As of June 2019, according to the Bureau's Office of the CIO:

- Thirty-seven of the 52 systems have authorization to operate, and will not need to be reauthorized before they are used in the 2020 Census³⁸
- Nine of the 52 systems have authorization to operate, and will need to be reauthorized before they are used in the 2020 Census
- Five of the 52 systems do not have authorization to operate, and will need to be authorized before they are used in the 2020 Census
- One of the 52 systems does not need an authorization to operate.³⁹

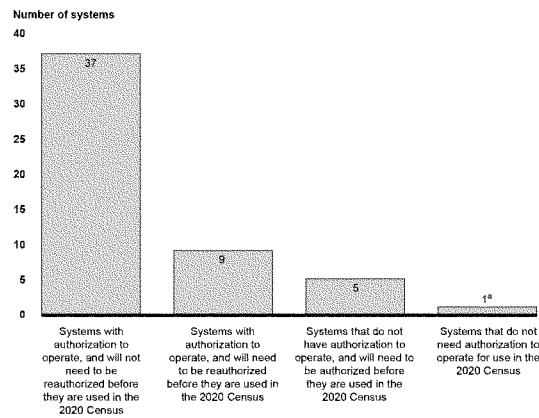
³⁷The Federal Information Security Modernization Act of 2014, Pub. L. No. 113-283, 128 Stat. 3073 (Dec. 18, 2014) largely superseded the Federal Information Security Management Act of 2002, enacted as Title III, E-Government Act of 2002, Pub. L. No. 107-347, 116 Stat. 2899, 2946 (Dec. 17, 2002).

³⁸According to the Bureau's risk management framework, once a system obtains an authorization, it is transitioned to the continuous monitoring process where the authorizing official can provide ongoing authorization for system operation as long as the risk level remains acceptable. Further, according to the framework, authorized systems do not need a formal reauthorization unless the system's authorizing official determines that the risk posture of the system needs to change. This could occur, for example, if the system undergoes significant new development.

³⁹According to a June 2019 Bureau memorandum, one system—OneForm Designer Plus—is expected to primarily be used during the 2020 Census as a desktop tool for generating fillable forms. The memorandum further states that, because this system is considered a desktop tool, the Bureau's information security policy does not require it to obtain an authorization to operate.

Figure 5 summarizes the authorization to operate status for the systems being used in the 2020 Census, as reported by the Bureau in June 2019.

Figure 5: Authorization to Operate Status for the 52 Systems Being Used by the Census Bureau in the 2020 Census, as Reported by the Bureau in June 2019



Source: GAO analysis of Census Bureau data. | GAO-19-588T

^aAccording to the Bureau, one system is expected to primarily be used during the 2020 Census as a desktop tool for generating fillable forms and the Bureau's information security policy does not require desktop tools to obtain an authorization to operate.

As we have previously reported, while large-scale technological changes (such as internet self-response) increase the likelihood of efficiency and effectiveness gains, they also introduce many cybersecurity challenges. The 2020 Census also involves collecting personally identifiable information (PII) on over a hundred million households across the country, which further increases the need to properly secure these systems. Thus, it will be important that the Bureau provides adequate time to perform these security assessments, completes them in a timely manner, and ensures that risks are at an acceptable level before the systems are deployed. We have ongoing work examining how the Bureau plans to address both internal and external cyber threats, including its

<p>The Bureau Has Identified a Significant Number of Corrective Actions to Address Security Weaknesses, but Has Not Always Been Timely in Completing Them</p>	<p>efforts to complete system security assessments and resolve identified weaknesses.</p> <p>FISMA requires that agency-wide information security programs include a process for planning, implementing, evaluating, and documenting remedial actions (i.e., corrective actions) to address any deficiencies in the information security policies, procedures, and practices of the agency.⁴⁰ Additionally, the Bureau's framework requires it to track security assessment findings that need to be remediated as a plan of action and milestones (POA&M). These POA&Ms are expected to provide a description of the vulnerabilities identified during the security assessment that resulted from a control weakness.</p> <p>As of the end of May 2019, the Bureau had over 330 open POA&Ms to remediate for issues identified during security assessment activities, including ongoing continuous monitoring. Of these open POA&Ms, 217 (or about 65 percent) were considered "high-risk" or "very high-risk."</p> <p>While the Bureau established POA&Ms for addressing these identified security control weaknesses, it did not always complete remedial actions in accordance with its established deadlines. For example, of the 217 open "high-risk" or "very high-risk" POA&Ms we reviewed, the Bureau identified 104 as being delayed. Further, 74 of the 104 had missed their scheduled completion dates by 60 or more days. According to the Bureau's Office of Information Security, these POA&Ms were identified as delayed due to technical challenges or resource constraints to remediate and close them.</p> <p>We previously recommended that the Bureau take steps to ensure that identified corrective actions for cybersecurity weaknesses are implemented within prescribed time frames.⁴¹ As of late May 2019, the Bureau was working to address our recommendation. Until the Bureau resolves identified vulnerabilities in a timely manner, it faces an increased risk, as continuing opportunities exist for unauthorized individuals to exploit these weaknesses and gain access to sensitive information and systems.</p>
---	---

⁴⁰The Federal Information Security Modernization Act of 2014, Pub. L. No. 113-263, 128 Stat. 3073 (Dec. 18, 2014).

⁴¹GAO-19-431T.

The Bureau Is Working with DHS to Improve Its 2020 Census Cybersecurity Efforts, but Lacks a Formal Process to Address DHS's Recommendations

The Bureau is working with federal and industry partners, including DHS, to support the 2020 Census cybersecurity efforts. Specifically, the Bureau is working with DHS to ensure a scalable and secure network connection for the 2020 Census respondents (e.g., virtual Trusted Internet Connection with the cloud), improve its cybersecurity posture (e.g., risk management processes and procedures), and strengthen its response to potential cyber threats (e.g., federal cyber incident coordination).

Federal law describes practices for strengthening cybersecurity by documenting or tracking corrective actions. As previously mentioned, FISMA requires executive branch agencies to establish a process for planning, implementing, evaluating, and documenting remedial actions to address any deficiencies in their information security policies, procedures, and practices. *Standards for Internal Control in the Federal Government* calls for agencies to establish effective internal control monitoring that includes a process to promptly resolve the findings of audits and other reviews.⁴² Specifically, agencies should document and complete corrective actions to remediate identified deficiencies on a timely basis. This would include correcting identified deficiencies or demonstrating that the findings and recommendations do not warrant agency action.

Since January 2017, DHS has been providing cybersecurity assistance (including issuing recommendations) to the Bureau in preparation for the 2020 Census. Specifically, DHS has been providing cybersecurity assistance to the Bureau in five areas:

- management coordination and executive support, including a CyberStat Review;⁴³
- cybersecurity threat intelligence and information sharing enhancement through, among other things, a DHS cyber threat briefing to the Bureau's leadership;
- network and infrastructure security and resilience, including National Cybersecurity Protection System (also called EINSTEIN) support;⁴⁴

⁴²GAO, *Standards for Internal Control in the Federal Government*, GAO-14-704G (Washington, D.C.: Sept. 10, 2014).

⁴³According to OMB, CyberStat Reviews are face-to-face, evidence-based meetings intended to ensure agencies are accountable for their cybersecurity posture. OMB, DHS, and Commerce participated in the Fiscal Year 2017 CyberStat Review related to the Bureau.

-
- incident response and management readiness through a Federal Incident Response Evaluation assessment;⁴⁵ and
 - risk management and vulnerability assessments for specific high value assets provided by the Bureau.⁴⁶

In the last 2 years, DHS has provided 42 recommendations to assist the Bureau in strengthening its cybersecurity efforts.⁴⁷ Among other things, the recommendations pertained to strengthening cyber incident management capabilities, penetration testing⁴⁸ and web application assessments of select systems, and phishing assessments to gain access to sensitive PII. Of the 42 recommendations, 10 recommendations resulted from DHS's mandatory services for the Bureau (e.g., risk management and vulnerability assessments for specific high value assets). The remaining 32 recommendations resulted from DHS's voluntary services for the Bureau (e.g., Federal Incident Response Evaluation assessment). Due to the sensitive nature of the recommendations, we are not identifying the specific recommendations or specific findings associated with them in this statement.

In April 2019, we reported that the Bureau had not established a formal process for documenting, tracking, and completing corrective actions for

⁴⁴The National Cybersecurity Protection System, operationally known as the EINSTEIN program, is an integrated system-of-systems that is intended to deliver a range of capabilities, including intrusion detection, intrusion prevention, analytics, and information sharing. This program was developed to be one of the tools to aid federal agencies in mitigating information security threats.

⁴⁵As part of the CyberStat Review, DHS conducted a Federal Incident Response Evaluation assessment in October 2017. The purpose of the assessment was, in part, to review the Bureau's incident management practices and provide recommendations that, if addressed, would strengthen the Bureau's cybersecurity efforts.

⁴⁶According to OMB, high value assets are those assets (such as federal information systems, information, and data) for which an unauthorized access, use, disclosure, disruption, modification, or destruction could cause a significant impact.

⁴⁷Although all of the recommendations from DHS are intended to assist the Bureau to improve its overall cybersecurity efforts, a recommendation may not explicitly indicate that there is a specific vulnerability. However, a recommendation may identify an area where the Bureau's cybersecurity capabilities could be strengthened.

⁴⁸The National Institute of Standards and Technology defined penetration testing as security testing in which the evaluators mimic real-world attacks in an attempt to identify ways to circumvent the security features of an application, system, or network. Penetration testing often involves issuing real attacks on real systems and data, using the same tools and techniques used by actual attackers.

The Bureau Faces Several
Other Cybersecurity
Challenges in Implementing
the 2020 Census

all of the recommendations provided by DHS.⁴⁹ Accordingly, we recommended that the Bureau implement a formal process for tracking and executing appropriate corrective actions to remediate cybersecurity findings identified by DHS. As of late May 2019, the Bureau was working to address our recommendation.

Until the Bureau implements our recommendation, it faces an increased likelihood that findings identified by DHS will go uncorrected and may be exploited to cause harm to agency's 2020 Census IT systems and gain access to sensitive respondent data. Implementing a formal process would also help to ensure that DHS's efforts result in improvements to the Bureau's cybersecurity posture.

The Bureau faces other substantial cybersecurity challenges in addition to those previously discussed. More specifically, we previously reported that the extensive use of IT systems to support the 2020 Census redesign may help increase efficiency, but that this redesign introduces critical cybersecurity challenges.⁵⁰ These challenges include those related to the following:

- **Phishing.** We have previously reported that advanced persistent threats may be targeted against social media web sites used by the federal government. In addition, attackers may use social media to collect information and launch attacks against federal information systems through social engineering, such as phishing.⁵¹ Phishing attacks could target respondents, as well as Bureau employees and contractors. The 2020 Census will be the first one in which respondents will be heavily encouraged to respond via the internet. This will likely increase the risk that cyber criminals will use phishing in an attempt to steal personal information. According to the Bureau, it plans to inform the public of the risks associated with phishing through its education and communication campaigns.

⁴⁹GAO-19-431T.

⁵⁰GAO, *Information Technology: Better Management of Interdependencies between Programs Supporting 2020 Census Is Needed*, GAO-16-623 (Washington, D.C.: Aug. 9, 2016) and *Information Technology: Uncertainty Remains about the Bureau's Readiness for a Key Decennial Census Test*, GAO-17-221T (Washington, D.C.: Nov. 16, 2016).

⁵¹GAO, *Social Media: Federal Agencies Need Policies and Procedures for Managing and Protecting Information They Access and Disseminate*, GAO-11-605 (Washington, D.C.: June 28, 2011).

-
- **Disinformation from social media.** We previously reported that one of the Bureau's key innovations for the 2020 Census is the large-scale implementation of an internet self-response option. The Bureau is encouraging the public to use the internet self-response option through expanded use of social media. However, the public perception of the Bureau's ability to adequately safeguard the privacy and confidentiality of the 2020 Census internet self-responses could be influenced by disinformation spread through social media.

According to the Bureau, if a substantial segment of the public is not convinced that the Bureau can safeguard public response data against data breaches and unauthorized use, then response rates may be lower than projected, leading to an increase in cases for follow-up and subsequent cost increases. To help address this challenge, the Bureau stated that it plans to inform the public of the risks associated with disinformation from social media through its education and communication campaigns.

- **Ensuring that individuals gain only limited and appropriate access to 2020 Census data.** The Bureau plans to enable a public-facing website and Bureau-issued mobile devices to collect PII (e.g., name, address, and date of birth) from the nation's entire population—estimated to be over 300 million. In addition, the Bureau is planning to obtain and store administrative records containing PII from other government agencies to help augment information that enumerators did not collect.

The number of reported security incidents involving PII at federal agencies has increased dramatically in recent years. Because of these challenges, we have recommended, among other things, that federal agencies improve their response to information security incidents and data breaches involving PII, and consistently develop and implement privacy policies and procedures. Accordingly, it will be important for the Bureau to ensure that only respondents and Bureau officials are able to gain access to this information, and enumerators and other employees only have access to the information needed to perform their jobs.

- **Ensuring adequate control in a cloud environment.** The Bureau has decided to use cloud solutions as a key component of the 2020 Census IT infrastructure. We have previously reported that cloud computing has both positive and negative information security implications and, thus, federal agencies should develop service-level agreements with cloud providers.

These agreements should specify, among other things, the security performance requirements—including data reliability, preservation, privacy, and access rights—that the service provider is to meet.⁵² Without these safeguards, computer systems and networks, as well as the critical operations and key infrastructures they support, may be lost; information—including sensitive personal information—may be compromised; and the agency's operations could be disrupted.

Commerce's Office of the Inspector General recently identified several challenges the Bureau may face using cloud-based systems to support the 2020 Census.⁵³ Specifically, in June 2019, the Office of the Inspector General identified, among other things, unimplemented security system features that left critical 2020 Census systems vulnerable during the 2018 End-to-End Test and a lack of fully implemented security practices to protect certain data hosted in the 2020 Census cloud environment. Officials from the Bureau agreed with all eight of the Office of Inspector General's recommendations regarding 2020 Census cloud-based systems and identified actions taken to address them.

- **Ensuring contingency and incident response plans are in place to encompass all of the IT systems to be used to support the 2020 Census.** Because of the brief time frame for collecting data during the 2020 Census, it is especially important that systems are available for respondents to ensure a high response rate. Contingency planning and incident response help ensure that, if normal operations are interrupted, network managers will be able to detect, mitigate, and recover from a service disruption while preserving access to vital information.

Implementing important security controls, including policies, procedures, and techniques for contingency planning and incident response, helps to ensure the confidentiality, integrity, and availability of information and systems, even during disruptions of service. Without contingency and incident response plans, system availability might be impacted and result in a lower response rate.

⁵²GAO, *Information Security: Agencies Need to Improve Cyber Incident Response Practices*, GAO-14-354 (Washington, D.C.: Apr. 30, 2014).

⁵³U.S. Department of Commerce, Office of Inspector General, *The Census Bureau Must Correct Fundamental Cloud Security Deficiencies in Order to Better Safeguard the 2020 Decennial Census*, OIG-19-015-A (Washington, D.C.: June 19, 2019).

The Bureau's CIO has acknowledged these cybersecurity challenges and is working to address them, according to Bureau documentation. In addition, we have ongoing work looking at many of these challenges, including the Bureau's plans to protect PII, use a cloud-based infrastructure, and recover from security incidents and other disasters.









Key Risk #4: The Bureau Will Need to Control Any Further Cost Growth and Develop Cost Estimates That Reflect Best Practices

Since 2015, the Bureau has made progress in improving its ability to develop a reliable cost estimate. We have reported on the reliability of the \$12.3 billion life-cycle cost estimate released in October 2015 and the \$15.6 billion revised cost estimate released in October 2017.⁵⁴ In 2016 we reported that the October 2015 version of the Bureau's life-cycle cost estimate for the 2020 Census was not reliable. Specifically, we found that the 2020 Census life-cycle cost estimate partially met two of the characteristics of a reliable cost estimate (comprehensive and accurate) and minimally met the other two (well-documented and credible). We recommended that the Bureau take specific steps to ensure its cost estimate meets the characteristics of a high-quality estimate. The Bureau agreed and has taken action to improve the reliability of the cost estimate.

In August 2018 we reported that while improvements had been made, the Bureau's October 2017 cost estimate for the 2020 Census did not fully reflect all the characteristics of a reliable estimate. (See figure 6.)

⁵⁴GAO-16-628 and GAO, *2020 Census: Census Bureau Improved the Quality of Its Cost Estimation but Additional Steps Are Needed to Ensure Reliability*, GAO-18-635 (Washington, D.C.: Aug. 17, 2018).

Figure 6: Overview of the Census Bureau's 2015 and 2017 Cost Estimates Compared to Characteristics of a Reliable Cost Estimate

Characteristic	2015 Assessment	2017 Assessment
Well-Documented	 Minimally met	 Partially met
Accurate	 Partially met	 Substantially met
Credible	 Minimally met	 Substantially met
Comprehensive	 Partially met	 Met

 Met
  Substantially met
  Partially met
  Minimally met
  Not met

Source: GAO analysis of Census Bureau data. | GAO-19-588T

In order for a cost estimate to be deemed reliable as described in GAO's Cost Estimating and Assessment Guide⁵⁵ and thus, to effectively inform 2020 Census annual budgetary figures, the cost estimate must meet or substantially meet the following four characteristics:

- **Well-Documented.** Cost estimates are considered valid if they are well-documented to the point they can be easily repeated or updated and can be traced to original sources through auditing, according to best practices.
- **Accurate.** Accurate estimates are unbiased and contain few mathematical mistakes.
- **Credible.** Credible cost estimates must clearly identify limitations due to uncertainty or bias surrounding the data or assumptions, according to best practices.

⁵⁵GAO, *GAO Cost Estimating and Assessment Guide: Best Practices for Developing and Managing Capital Program Costs* (Supersedes GAO-07-1134SP), GAO-09-3SP (Washington, D.C.: Mar. 2, 2009).

- **Comprehensive.** To be comprehensive an estimate should have enough detail to ensure that cost elements are neither omitted nor double-counted, and all cost-influencing assumptions are detailed in the estimate's documentation, among other things, according to best practices.

The 2017 cost estimate only partially met the characteristic of being well-documented. In general, some documentation was missing, inconsistent, or difficult to understand. Specifically, we found that source data did not always support the information described in the basis of estimate document or could not be found in the files provided for two of the Bureau's largest field operations: Address Canvassing and Non-Response Follow-Up. We also found that some of the cost elements did not trace clearly to supporting spreadsheets and assumption documents.

Failure to document an estimate in enough detail makes it more difficult to replicate calculations, or to detect possible errors in the estimate; reduces transparency of the estimation process; and can undermine the ability to use the information to improve future cost estimates or even to reconcile the estimate with another independent cost estimate. The Bureau told us it would continue to make improvements to ensure the estimate is well-documented.

Increased Costs Are Driven by
an Assumed Decrease in Self-
Response Rates and
Increases in Contingency
Funds and IT Cost Categories

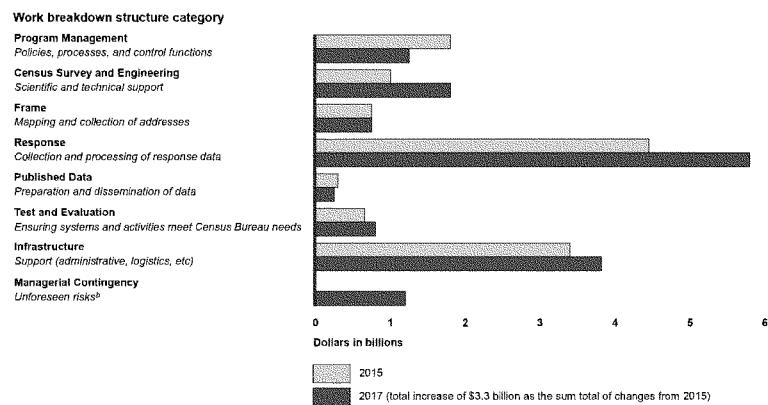
The 2017 life-cycle cost estimate includes much higher costs than those included in the 2015 estimate. The largest increases occurred in the Response, Managerial Contingency, and Census/Survey Engineering categories. For example, increased costs of \$1.3 billion in the response category (costs related to collecting, maintaining, and processing survey response data) were in part due to reduced assumptions for self-response rates, leading to increases in the amount of data collected in the field, which is more costly to the Bureau.

Contingency allocations increased overall from \$1.35 billion in 2015 to \$2.6 billion in 2017, as the Bureau gained a greater understanding of risks facing the 2020 Census. Increases of \$838 million in the Census/Survey Engineering category were due mainly to the cost of an IT contract for integrating decennial survey systems that was not included in the 2015 cost estimate. Bureau officials attribute a decrease of \$551 million in estimated costs for Program Management to changes in the categorization of costs associated with risks.

Specifically, in the 2017 version of the estimate, estimated costs related to program risks were allocated to their corresponding work breakdown

structure (WBS) element. Figure 7 shows the change in cost by WBS category for 2015 and 2017.

Figure 7: Change in 2020 Census Cost Estimate by Work Breakdown Structure Category, 2015 vs. 2017^a



Source: GAO analysis of Census Bureau data. | GAO-19-588T

^aThe historical life-cycle cost figures for prior decennials as well as the initial estimate for 2020 provided by Commerce in October 2017 differ slightly from those reported by the Bureau previously. According to Commerce documents, the more recently reported figures are "inflated to the current 2020 Census time frame (fiscal years 2012 to 2023)," rather than to constant 2020 dollars as the earlier figures had been. Specifically, since October 2017, Commerce and the Bureau have reported the October 2015 estimate for the 2020 Census as \$12.3 billion; this is slightly different from the \$12.5 billion the Bureau had initially reported.

^bThe 2015 cost estimate also included managerial contingency amounts totaling \$829 million; however, these were not presented as a separate work breakdown structure category.

More generally, factors that contributed to cost fluctuations between the 2015 and 2017 cost estimates include:

- **Changes in assumptions.** Among other changes, a decrease in the assumed rate for self-response from 63.5 percent in 2015 to 60.5 percent in 2017 increased the cost of collecting responses from nonresponding housing units.

-
- **Improved ability to anticipate and quantify risk.** In general, contingency allocations designed to address the effects of potential risks increased overall from \$1.3 billion in 2015 to \$2.6 billion in 2017.
 - **An overall increase in IT costs.** IT cost increases, totaling \$1.59 billion, represented almost 50 percent of the total cost increase from 2015 to 2017.
 - **More defined contract requirements.** Bureau documents described an overall improvement in the Bureau's ability to define and specify contract requirements. This resulted in updated estimates for several contracts, including for the Census Questionnaire Assistance contract.⁵⁶

However, while the Bureau has been able to better quantify risk; in August 2018 we also reported that the Secretary of Commerce included a contingency amount of about \$1.2 billion in the 2017 cost estimate to account for what the Bureau refers to as "unknown unknowns." According to Bureau documentation these include such risks as natural disasters or cyber attacks. The Bureau provides a description of how the risk contingency for "unknown unknowns" is calculated; however, this description does not clearly link calculated amounts to the risks themselves. Thus, only \$14.4 billion of the Bureau's \$15.6 billion cost estimate has justification.

According to Bureau officials, the cost estimate remains at \$15.6 billion; however, they stated that they are managing the 2020 Census at a lower level of funding—\$14.1 billion. In addition, they said that, at this time, they do not plan to request funding for the \$1.2 billion contingency fund for unknown unknowns or \$369 million in funding for selected discrete program risks for what-if scenarios, such as an increase in the wage rate or additional supervisors needed to manage field operations. Instead of requesting funding for these contingencies upfront the Bureau plans to work with OMB and Commerce to request additional funds, if the need arises.

According to Bureau officials they anticipate that the remaining \$1.1 billion in contingency funding included in the \$14.1 billion will be sufficient

⁵⁶This contract has two primary functions: to provide (1) questionnaire assistance by telephone and email for respondents by answering questions about the census in general and regarding specific items on the census form, and (2) an option for respondents to complete a census interview over the telephone.

to carry out the 2020 Census. In June 2016 we recommended the Bureau improve control over how risk and uncertainty are accounted for. This prior recommendation remains valid given the life-cycle cost estimate still includes the \$1.2 billion unjustified contingency fund for “unknown unknowns”.

Moreover, given the cost growth between 2015 and 2017 it will be important for the Bureau to monitor cost in real-time, as well as, document, explain and review variances between planned and actual cost. In August 2018 we reported that the Bureau had not been tracking variances between estimated life-cycle costs and actual expenses. Tools to track variance enable management to measure progress against planned outcomes and will help inform the 2030 Census cost estimate. Bureau officials stated that they already have systems in place that can be adapted for tracking estimated and actual costs. We will continue to monitor the status of the tracking system.

According to Bureau officials, the Bureau planned to release an updated version of the 2020 Census life-cycle estimate in the spring of 2019; however, they had not done so as of June 28, 2019. To ensure that future updates to the life-cycle cost estimate reflect best practices, it will be important for the Bureau to implement our recommendation related to the cost estimate.

**Continued
Management
Attention Needed to
Keep Preparations on
Track and Help
Ensure a Cost-
Effective Enumeration**

**2020 Challenges Are
Symptomatic of Deeper
Long-Term Organizational
Issues**

The difficulties facing the Bureau’s preparation for the decennial census in such areas as planning and testing; managing and overseeing IT programs, systems, and contractors supporting the enumeration; developing reliable cost estimates; prioritizing decisions; managing schedules; and other challenges, are symptomatic of deeper organizational issues.

Following the 2010 Census, a key lesson learned for 2020 that we identified was ensuring that the Bureau's organizational culture and structure, as well as its approach to strategic planning, human capital management, internal collaboration, knowledge sharing, capital decision-making, risk and change management, and other internal functions are aligned toward delivering more cost-effective outcomes.⁵⁷

The Bureau has made improvements over the last decade, and continued progress will depend in part on sustaining efforts to strengthen risk management activities, enhancing systems testing, bringing in experienced personnel to key positions, implementing our recommendations, and meeting regularly with officials from its parent agency, Commerce.

Going forward, we have reported that the key elements needed to make progress in high-risk areas are top-level attention by the administration and agency officials to (1) leadership commitment, (2) ensuring capacity, (3) developing a corrective action plan, (4) regular monitoring, and (5) demonstrated progress. Although important steps have been taken in at least some of these areas, overall, far more work is needed.⁵⁸ We discuss three of five areas below.

The Secretary of Commerce has successfully demonstrated leadership commitment. For example, the Bureau and Commerce have strengthened this area with executive-level oversight of the 2020 Census by holding regular meetings on the status of IT systems and other risk areas. In addition, in 2017 Commerce designated a team to assist senior Bureau management with cost estimation challenges. Moreover, on January 2, 2019, a new Director of the Census Bureau took office, a position that had been vacant since June 2017.

With regard to capacity, the Bureau has improved the cost estimation process of the decennial when it established guidance including:

- roles and responsibilities for oversight and approval of cost estimation processes,

⁵⁷GAO, *2010 Census: Preliminary Lessons Learned Highlight the Need for Fundamental Reforms*, GAO-11-496T (Washington, D.C.: Apr. 6, 2011).

⁵⁸GAO-17-317.

-
- procedures requiring a detailed description of the steps taken to produce a high-quality cost estimate, and
 - a process for updating the cost estimate and associated documents over the life of a project.

However, the Bureau continues to experience skills gaps in the government program management office overseeing the \$886 million contract for integrating the IT systems needed to conduct the 2020 Census. Specifically, as of June 2019, 14 of 44 positions in this office were vacant.

For the monitoring element, we found to track performance of decennial census operations, the Bureau relied on reports to track progress against pre-set goals for a test conducted in 2018. According to the Bureau, these same reports will be used in 2020 to track progress. However, the Bureau's schedule for developing IT systems during the 2018 End-to-End test experienced delays that compressed the time available for system testing, integration testing, and security assessments. These schedule delays contributed to systems experiencing problems after deployment, as well as cybersecurity challenges. In the months ahead, we will continue to monitor the Bureau's progress in addressing each of the five elements essential for reducing the risk to a cost-effective enumeration.

Further Actions Needed on Our Recommendations

Over the past several years we have issued numerous reports that underscored the fact that, if the Bureau was to successfully meet its cost savings goal for the 2020 Census, the agency needed to take significant actions to improve its research, testing, planning, scheduling, cost estimation, system development, and IT security practices. As of June 2019, we have made 106 recommendations related to the 2020 Census. The Bureau has implemented 74 of these recommendations, 31 remain open, and one recommendation was closed as not implemented.

Of the 31 open recommendations, 9 were directed at improving the implementation of the innovations for the 2020 Census. Commerce generally agreed with our recommendations and is taking steps to implement them. Moreover, in April 2019 we wrote to the Secretary of Commerce, providing a list of the 12 open 2020-Census-related recommendations that we designated as "priority."⁵⁹ Priority

⁵⁹The 12 priority recommendations originated in reports we issued from November 2009 to December 2018.

recommendations are those recommendations that we believe warrant priority attention from heads of key departments and agencies.

We believe that attention to these recommendations is essential for a cost-effective enumeration. The recommendations included implementing reliable cost estimation and scheduling practices in order to establish better control over program costs, as well as taking steps to better position the Bureau to develop an internet response option for the 2020 Census.

In addition to our recommendations, to better position the Bureau for a more cost-effective enumeration, on March 18, 2019, we met with OMB, Commerce, and Bureau officials to discuss the Bureau's progress in reducing the risks facing the census. We also meet regularly with Bureau officials and managers to discuss the progress and status of open recommendations related to the 2020 Census, which has resulted in Bureau actions in recent months leading to closure of some recommendations.

We are encouraged by this commitment by Commerce and the Bureau in addressing our recommendations. Implementing our recommendations in a complete and timely manner is important because it could improve the management of the 2020 Census and help to mitigate continued risks.

In conclusion, while the Bureau has made progress in revamping its approach to the census, it faces considerable challenges and uncertainties in implementing key cost-saving innovations and ensuring they function under operational conditions; managing the development and testing of its IT systems; ensuring the cybersecurity of its systems and data; and developing a quality cost estimate for the 2020 Census and preventing further cost increases. For these reasons, the 2020 Census is a GAO high-risk area.

Going forward, continued management attention and oversight will be vital for ensuring that risks are managed, preparations stay on track, and the Bureau is held accountable for implementing the enumeration, as planned. Without timely and appropriate actions, the challenges previously discussed could adversely affect the cost, accuracy, schedule, and security of the enumeration. We will continue to assess the Bureau's efforts and look forward to keeping Congress informed of the Bureau's progress.

Chairman Johnson, Ranking Member Peters, and Members of the Committee, this completes our prepared statement. We would be pleased to respond to any questions that you may have.

**GAO Contacts and
Staff
Acknowledgments**

If you have any questions about this statement, please contact Robert Goldenkoff at (202) 512-2757 or by email at goldenkoffr@gao.gov or Nick Marinos at (202) 512-9342 or by email at marinosn@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this statement. Other key contributors to this testimony include Ty Mitchell (Assistant Director); Lisa Pearson (Assistant Director); Jon Ticehurst (Assistant Director); Emmy Rhine Paule (Analyst in Charge); Christopher Businsky; Jackie Chapin; Jeff DeMarco; Rebecca Eyler; Adella Francis; Scott Pettis; Lindsey Pilver; Kayla Robinson; Robert Robinson; Cindy Saunders; Sejal Sheth; Kevin R. Smith; Andrea Starosciak; and Umesh Thakkar.



Testimony of

Arturo Vargas
Chief Executive Officer
NALEO Educational Fund

to the

Committee of Homeland Security and
Governmental Affairs of the U.S. Senate

“2020 Census: Conducting a Secure and
Accurate Count”

July 16, 2019
Washington, D.C.

FOUNDER EMERITUS

Hon. Edward R. Roybal¹

BOARD OF DIRECTORS

CHAIR

Hon. John Duran
Congressman,
City of West Hollywood, CA

TREASURER

Mr. Rick R. Olivarez, Esq.
Partner,
Olivarez Alarcon Leathers O'Hair, LLP

SECRETARY

Ms. Michelle Mancias, Esq.
Assistant VP and Counsel,
State Farm

Hon. Marc Gendler-Randem
Indiana State Representative

Hon. Diego Espinoza
Arizona State Representative

Hon. Bonnie Garcia
Assistant Director of
Legislative Affairs,
Council of Governments

Hon. René García
Council Funds State Senator

Hon. Mary González
Texas State Representative

Ms. Jessica Herrera-Planigan
VP of Governmental and
Corporate Affairs,
American Communications Inc.

Hon. Ricardo Lara
BALFO President,
California Immigrant Communities

Hon. Alejandra Sotelo-Sells
Mayor,
City of Hanaui City, CA

Hon. Carlos E. Tolan
Bowie Island State Representative

Mr. Joseph “Pep” Valdes
CEO and Founder of
New Business Development,
Parking Company of America

CHIEF EXECUTIVE OFFICER

Mr. Arturo Vargas

¹ deceased

NALEO.ORG
NALEO
213.747.7606

LOS ANGELES, CA
1122 W. Washington Blvd., Third Floor
Los Angeles, CA 90015

HOUSTON, TX
1415 M. Loop W. Pkwy, Ste. 1020
Houston, TX 77006

NEW YORK, NY
55 Broad St., Ste. 90
New York, NY 10004

ORLANDO, FL
5950 Lakehurst Dr.
Orlando, FL 32839

WASHINGTON, D.C.
600 Pennsylvania Ave. SE, Ste. 400
Washington, DC 20003

Chairman Johnson, Ranking Member Peters, and Members of the Committee: On behalf of the National Association of Latino Elected and Appointed Officials (NALEO) Educational Fund, thank you for the opportunity to submit testimony for this hearing titled, "2020 Census: Conducting a Secure and Accurate Count," which seeks to examine the Census Bureau's preparations for the 2020 decennial Census.

NALEO Educational Fund is the nation's leading nonprofit organization that facilitates the full participation of Latinos in the American political process, from citizenship to public service. Our Board members and constituency encompass the nation's more than 6,700 Latino elected and appointed officials, and include Republicans, Democrats, and Independents. NALEO Educational Fund is a national leader in Census outreach, community education, and policy development. Since the 1990 Census, our organization has conducted outreach campaigns to promote the full and accurate count of the Latino community. Our 2010 multi-media *ya es hora: ¡HAGASE CONTAR!* ("It's time: Make Yourself Count!") effort was the largest private non-profit Census outreach and mobilization campaign in the nation. On April 1, 2019, we launched the national *¡Hágase Contar! Census 2020 Campaign*, aimed at promoting and preparing for a full and accurate count of Latinos and other hard-to-count communities in the 2020 Census. This campaign is providing partners and stakeholders with several resources, including "train-the-trainer" workshop opportunities; campaign material and promotional information; public awareness events and informational panels; a toll-free national bilingual information and referral hotline – 877-EL-CENSO (877-352-3676); and the www.hagasecontar website. We have also launched the *¡Hazme Contar! (Make Me Count!)* Campaign, a sub-campaign of *¡Hágase Contar!* focused on ensuring that Latino young children (ages 0-5) are not again undercounted in the Census.

NALEO Educational Fund has decades of experience working closely with its Latino elected official constituency, other government officials and partner organizations to promote public policies to achieve the most accurate count possible of the nation's population. Our organization has been a member of the U.S. Census Bureau's national advisory committees since 2000, and currently sits on the Bureau's National Advisory Committee on Racial, Ethnic, and Other Populations. NALEO Educational Fund is also the co-chair of the Leadership Conference on Civil and Human Rights' Census Task Force, and of the National Hispanic Leadership Agenda's Census Task Force.

The 2020 Census cannot be successful without a complete count of the Latino community. Latinos are the second largest population group in the nation, comprising 18 percent of our nation's residents, and 26 percent of children under the age of five. The Census Bureau estimates that in the 2010 Census, there was a net undercount of 1.5 percent of the entire Latino population, and research suggests this included nearly 400,000 Latino children under the age of five. Undercounting Latinos in the 2020 Census would severely diminish the accuracy and value of statistical data critical to sustaining our nation's democracy and economic programs.

NALEO Educational Fund is encouraged by the committee's decision to hold this oversight hearing to examine the challenges that lie ahead for Census 2020. Our organization is acutely concerned that Congressional neglect, poor stewardship by responsible federal agencies, and a challenging policy and social environment threaten the accuracy of the Census Bureau's 2020 count of Latinos and other historically undercounted communities. These views are informed by our past history of engagement on this issue as well as by our continual efforts to learn directly from Latinos how they perceive the work of the Census Bureau. Enclosed with this testimony is a copy of the report by the National Latino Commission on Census 2020 outlining the state of Census 2020 for Latinos and other communities along with findings and recommendations for how our federal government can act now to save the upcoming decennial count and ensure that the Latino community is fully

counted. NALEO Educational Fund established the Commission which held five hearings across the nation in 2018 and 2019, gathering testimony from more than 50 well-informed experts, who represented a broad group of ethnically diverse stakeholders – both Latino and non-Latino – including community and civic leaders, policymakers, academics, and representatives of business and philanthropic organizations. The Commission's findings can be best summed up in this statement it made:

“Barring swift intervention, data from the 2020 Census will be inaccurate and incomplete, causing national damage. For the next decade it will make political representation less democratic, misdirect the flow of federal funding, and force businesses, policymakers, scientists, and much of the country to rely on erroneous population data”.

In today's testimony, we highlight these concerns as articulated in the Commission's report and provide additional materials with recommendations for the Congress, the Administration and the Census Bureau which will help ensure that we address these challenges, and obtain a fair and accurate count of all of our nation's residents in the decennial enumeration.

Preparations for the Decennial Census Were Shortchanged and the Bureau is Struggling to Stay on Track

As the size and diversity of the United States' population have increased, the cost of the decennial Census unsurprisingly has steadily risen. Soon after evaluations of the 2010 Census were complete, Congress asked the Census Bureau to find ways to slow the trend of rising costs, and to conduct the 2020 Census for no more than the per-household cost of the 2010 Census. The Census Bureau estimated that adhering to identical operational plans for the two decennial Censuses would cost approximately \$5 billion more in 2020 than it did in 2010; therefore, to achieve the requested savings, the Bureau had to design an innovative Census that would leverage potential efficiencies.

For the upcoming count, Census Bureau proposed a number of significant changes to its approaches and operations in response to Congress's mandate. It began preparing to conduct the Census primarily online, rather than on paper forms. The Bureau proposed to automate hiring and task assignment functions, and to use databases on administrative records, satellite imagery, and other resources to update its address list and to replace in-person visits to non-responding households. Thus, its plans called for a smaller temporary workforce and fewer field offices. The Bureau also developed a comprehensive plan to evaluate the foregoing changes through several tests and assessments.

Although the Bureau did complete some of the testing it envisioned between FY2012 and FY2018, because the Congress repeatedly underfunded its budget requests, the Bureau was unable to fully implement its assessments and preparations. For example, the Bureau cancelled survey tests planned for some of the most challenging places to enumerate, including Puerto Rico and reservations in North and South Dakota and Washington. The cancellation of the test in Puerto Rico resulted in a missed opportunity to assess the Bureau's ability to reach a Spanish-language dominant population, with large rural areas. Also, in past decades, the Bureau had conducted full tests of the planned census or “Dress Rehearsals” at several sites, to gain information from diverse regions and populations on how the operation would work as designed. For 2018 it had initially planned to conduct the full test in three sites: Pierce County, Washington; the Bluefield-Beckley-Oak Hill area in West Virginia; and Providence County, Rhode Island. However, because of insufficient funding by Congress, in 2017, the Bureau decided to significantly reduce the scope of

its 2018 testing. It conducted only address canvassing operations at all three sites, and in Providence County itself the Bureau significantly reduced the scope of or eliminated components that it had tested for previous decennial enumerations.

The sole test conducted by the Bureau, however, confirmed to us that it was not prepared to accurately count Latinos and other hard-to-reach communities. NALEO Educational Fund commissioned an independent assessment of the Census Bureau's End-to-End (E-T-E) Test, in Providence County, Rhode Island. The results, as expected, raised serious concerns about the Bureau's ability to reach Latinos and immigrant communities. Given Congress' lack of adequate funding for planning and testing for Census 2020, this came as no surprise to those of us who have been preparing for our nation's decennial count for the past few years. We learned from this assessment that inclusion of a citizenship question would make people afraid to participate in the census. Respondents shared with researchers a preference for paper form and in-person enumeration over internet response. Our analysis showed that nearly 36 percent of Latinos who participated in E-T-E test were enumerated in person, meaning through Non-Response Follow Up or NRFU. This last point is critical given that the Government Accountability Office (GAO) report (GAO-19-140), raised serious concerns that the Bureau had inadequate in-person NRFU procedures in the E-T-E test, the manner by which a large percentage of Latinos participated in the test. A copy of the study, "The Last Chance to Get It Right: Implications of the 2018 Test of the Census for Latinos and the General Public" is included with this testimony.

In addition, development of critical IT infrastructure for collection and analysis of electronic survey responses fell behind schedule and cost more than anticipated, while research left open questions about the reliability of information the Bureau expected to incorporate into its data from records maintained by other government agencies. As a result, the Bureau has already scaled back the percentage of areas in which it plans to use efficient in-office procedures to update its address list. GAO's consistent and persistent highlighting of the Bureau's delays in testing critical components of the IT system raises the question of whether the Bureau will be fully prepared to execute this first on-line national headcount.

Funding shortfalls over the decade have also caused the Bureau to delay implementation of its advertising and community outreach operations, and the opening of field offices. This served to raise the risk of a failed 2020 Census because of the lack of timely efforts to address the low levels of trust, low awareness and low likelihood of participation among communities most likely to be undercounted.

Ultimately, Congress did provide the Bureau with nearly \$1 billion in additional resources for FY2019. However, the agency still has not made the investment in targeted advertising and communications efforts in the hardest-to-count communities. The Bureau remains behind schedule in hiring partnership staff by nearly two months. The agency has also decided not to operate what were known in Census 2010 as "Questionnaire Assistance Centers (QAC)" that would have been located in historically undercounted communities and would have provided community members with assistance in responding to the Census questionnaire. Instead, the agency envisions that the functions of QACs will be carried out through "Mobile Resource Units" and only if an additional \$100 million is provided. While the use of these units may provide the Bureau more nimbleness in reaching people in community locations at different times of the day, it is not clear how the Bureau will also ensure that assistance is provided at a large number of community sites which are open at consistent hours and in consistent locations. Moreover, any community site which offers questionnaire assistance must have an atmosphere which reassures respondents that the information they provide the Bureau will be kept private.

The ultimate consequence of the interruption of the Census Bureau's research, planning and implementation agenda is that it cannot conduct the decennial Census it planned for in FY 2012. Moreover, even with additional resources, it is struggling to move forward expeditiously with the effective approaches needed to reach, engage and accurately count our nation's population in Census 2020.

The Policy and Social Climate for Census 2020 Creates Additional Challenges for a Fair and Accurate Census

The risk of a failed Census created by underfunding of the Census Bureau, its unfulfilled plan for full pre-decennial testing, and the Bureau's challenges in keeping preparation and operations on track, is exacerbated by the difficult circumstances in which the 2020 enumeration will be conducted. First, the Bureau faces the challenge of overall distrust in government. Second, the Bureau must restore the faith of hard-to-count communities in the privacy and confidentiality of information provided to the Bureau that has disintegrated after the Administration's last-minute failed attempt to add an untested and discriminatory question on citizenship to the Census 2020 questionnaire.

Overall Distrust in Government: In its planning and preparations for the next decennial Census, the Census Bureau itself has noted that one of the foremost challenges it faces is escalating distrust in government: according to its 2017 Operational Plan 3.0, Bureau staff anticipate that individuals' growing concerns about security, privacy, confidentiality, and the ways in which government uses information collected from residents will, "make [] it more difficult to collect important demographic survey information."

Residents' concerns about the competency of government institutions to manage sensitive information and operations have grown in response to high-profile incidents that have exposed cybersecurity weaknesses, such as foreign hacking and theft of personnel records on millions of federal employees. The extent to which respondents trust that electronic data held by the Census Bureau are secure is likely to have a growing effect on self-response rates. In a survey conducted by Anzalone Liszt Grove Research in December 2016, 36 percent of all adults expressed general skepticism that their personal information was secure online, and 39 percent were not confident that the information they provided to the Census Bureau over the internet would be safeguarded. Asian Americans and Spanish-dominant Latinos were the respondents least likely to trust in the broad security of the online environment. Attitudes about internet security showed their influence when subjects were asked whether they would respond to the 2020 Census online: 83 percent of individuals who believed internet submissions to the Bureau would be secure said they would respond online, compared to just 49 percent of those who were not confident that their internet communications with the Bureau were secure.

In addition to their mistrust regarding the safety of information provided on-line, Latinos and immigrants are increasingly reluctant to have contact with the federal government because President Donald Trump's Administration has accelerated federal immigration and other law enforcement activity. The Administration has stated its intention to increase removal of undocumented immigrants from the country, and has intensified its prosecutorial activities. As a result, there are growing concerns that the Administration will use information provided during the Census 2020 enumeration to harm Latinos and their families. This situation is further exacerbated by a general expression by the President himself of personal animus toward immigrants, Latinos, African Americans and other communities of color.

The Impact of the Proposed Addition of the Citizenship Question: In a political and policy environment where Latinos and immigrants already had concerns about the safety of information provided to the government, the Secretary of Commerce's decision to add the citizenship question to Census 2020 dramatically increased community mistrust and apprehension. Before the announcement of the decision, the Bureau's own research indicated that adding the question would significantly depress response rates, leading to incomplete and inaccurate data. For example, prior to that announcement, the Bureau had already observed relatively high rates of non-response or false response to questions about citizenship in its sample surveys. In 2017 and 2018, as they monitored trends, Census Bureau enumerators and experts began sounding new alarms about public perception of Census surveys and their most sensitive inquiries. For example, a September 2017 memorandum from the Bureau's Center for Survey Measurement stated, "researchers have noticed a recent increase in respondents spontaneously expressing concerns about confidentiality in...studies conducted in 2017," and recounted anecdotal incidents as extreme as one family moving out of its home, and another respondent leaving an enumerator alone in the respondent's residence, in response to attempts to collect sensitive information about citizenship and country of origin through Census surveys. Additionally, in a memo dated January 19, 2018, the Bureau's own Chief Scientist, John Abowd, clearly noted that the Bureau's own analyses support the conclusion that the question would have a negative impact on household's self-response.

The high level of community mistrust was even apparent in the Bureau's 2018 End-to-End test in Providence County, Rhode Island -- while the questionnaire did not include the question, the announcement of the decision to add it to Census 2020 was made shortly before the test started, and residents and community leaders predicted that that widespread popular discussion of the addition would depress participation. "The confusion around the census and the fear around it...is going to dissuade people from filling it out," Providence Mayor Jorge Elorza commented in April 2018.

Our own evaluation of the End-to-End test confirmed the sentiment among respondents that the presence of a citizenship question would cause Latino and immigrant households to be less likely to participate in the 2020 Census.

In the year since the test was conducted, more evidence has emerged which demonstrates the negative impact a citizenship question would have on participation, particularly among Latinos and immigrant communities. For example, research by the Bureau's Center for Economic Studies increased its best estimate of the number of additional households likely not to respond to a citizenship-question Census to just over two million, from an earlier estimate of 630,000. It also raised the projected additional number of people needing enumeration through costly non-response follow up operations to about 6.5 million.

Finally, conflicting statements from the Administration after the issuance of the U.S. Supreme Court decision which then temporarily blocked the addition of the question created even more mistrust. The President's Tweets calling the Department of Commerce's announcement that printing of the questionnaires without the question "FAKE!", together with statements by the Administration's litigators that they were looking for legal options to add the question, further heightened the intensity of confusion and apprehension about responding to Census 2020.

While the citizenship question will not appear on the 2020 Census questionnaire, there is much work ahead of us. This contentious effort to undermine the progress of the Latino community and suppress the count of Latinos has left an indelible mark on Census 2020. The damage has already been done, and it will be no small feat attempting to heal the catastrophic wounds that have been

inflicted on our democracy in recent months. It is critical that the Bureau makes restoring faith in the confidentiality of information provided in Census 2020 a top priority in its outreach and partnership efforts. In addition, the Administration must also strictly comply with the confidentiality protections in Title 13 of the U.S. Code regarding the compilation and use of Census data – and it must not engage in any activity that would appear to undermine those safeguards.

In this connection, we note that we are closely examining the President's executive order issued on July 11, 2019 titled "Collecting Information about Citizenship Status in Connection with the Decennial Census" to better understand exactly how the President will be directing every federal department and agency to provide citizenship data to the Commerce Department. We are determining whether this course of action would deviate from existing practices in a way that would negatively impact the Latino community. We are also examining the implications of the executive order and other Administration statements for the potential detrimental use of decennial Census data on citizenship for redistricting purposes. Finally, we are preparing to oppose any effort to violate the clear Constitutional mandate that every resident of the nation is counted for Congressional apportionment purposes – specifically, the efforts to exclude undocumented immigrants from the Census count used for this purpose.

Adverse Impact of Intention to Limit Hiring Options

In the years immediately preceding decennial Censuses, the Census Bureau must recruit and train an army of hundreds of thousands of temporary employees. In advance of Census 2020, the Bureau and Department of Commerce have created challenges to hiring the most qualified individuals for those positions. Although it is subject to law that generally prohibits the hiring of work-authorized non-citizens for federal jobs, in Census 2010, the Bureau availed itself of exceptions which permit, with the Office of Personnel Management's approval, the hiring of such workers under certain circumstances for positions requiring certain linguistic skills. For the 2010 Census, the Bureau temporarily employed approximately 3,300 work-authorized non-citizens.

In light of the scope and the magnitude of tasks involved in the decennial enumeration, the Census Bureau needs a much flexibility as possible to fill its significant hiring needs. The scale of its temporary workforce needs is daunting, and the skills its enumerators must possess are in high demand. For example, between the beginning of January 2010 and peak operations in May 2010 alone, the temporary Census workforce increased from a size of just over 22,000 to nearly 586,000. In 2020, the Census questionnaire and live assistance by telephone will be available in 12 languages in addition to English, and the Bureau must identify employees with appropriate linguistic skills to staff these efforts.

In addition, the 2020 Census will enumerate the most culturally diverse population the United States has known. The percentage of U.S. residents who are foreign-born has steadily increased since 1970 and is nearing a historic high according to the Pew Research Center and Migration Policy Institute. These factors make it more important than ever before that the Census Bureau's temporary workforce consist of people who can communicate effectively with and win the trust of a broad cross-section of households. At the same time, an extremely low unemployment rate will likely add to the difficulty of recruiting a large number of highly-skilled temporary employees: in January 2009, unemployment was at 7.8 percent; in January 2019, it stood at 3.7 percent.

Exercising its ability to hire work-authorized non-citizens would certainly ease the difficulty of the task ahead of the Census Bureau, and the Bureau itself found in its post-2010 Census assessment that it should continue "to ensure that hiring flexibilities are used strategically to fill key census positions with employees with critical skills and increase the applicant pool in hard-to-recruit areas."

In spite of the Bureau's recommendations, the Administration announced that it would not hire non-citizens to work on the 2020 Census. A Census Bureau employee who spoke with the Washington Post about the decision commented that, "to go further out of our way to restrict who we can hire...doesn't make any sense."

Since the Administration's announcement, we understand that the Bureau has indicated that it intends to hire work-authorized non-citizens for Census 2020 field and outreach positions. However, the Bureau's website and job application materials still indicate that U.S. citizenship is a prerequisite for these positions. With the need for the Bureau to expeditiously ramp up its hiring, we urge the Bureau to clarify this issue as soon as possible.

Conclusion

We know that this Committee and the Bureau understand that an undercount of Latinos, who account for nearly one of every five persons in the United States, would mean a failed Census for the country, and the work to mobilize the nation's second largest population group to respond to Census 2020 is more important than ever. Standing alongside our nation's Latino leadership and partners, NALEO Educational Fund will work together to educate our community about this important victory and make sure that every Latino and person is counted in the 2020 Census.

However, we cannot do it alone. Our community needs a strong and unequivocal commitment from the Administration to put in place a plan that will aim to restore the reputation and credibility of the U.S. Census Bureau with Latinos, immigrants and the American public. It will require a significant investment from this Administration and millions in taxpayer dollars to overcome the lingering and chilling effects of the citizenship question effort if we want a successful Census 2020.

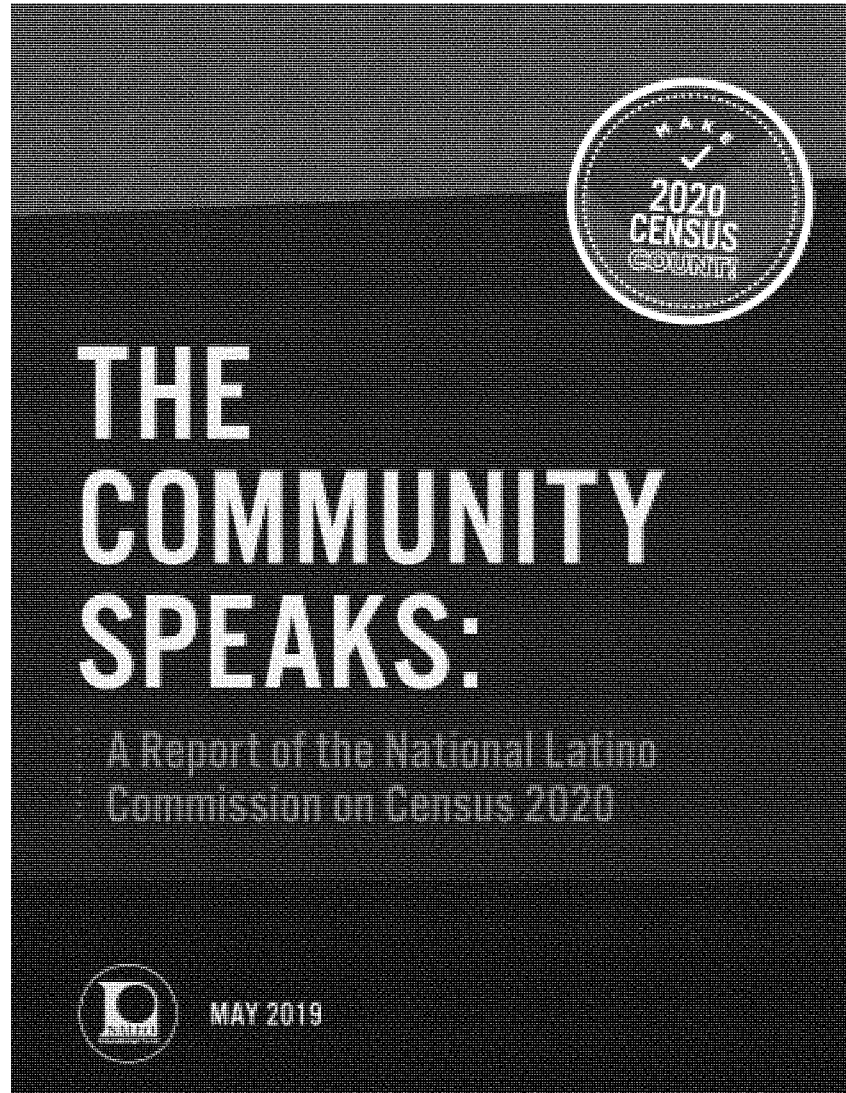
We have our work cut out for us with regards to securing a fair and accurate count of Latinos and all who reside in this country, but a citizenship question-free Census form will at least give us a fighting chance to tackle the monumental task of counting every person living in the United States. The Constitution requires this – a complete count of all of our nation's residents to ensure the strength of our representative democracy.

Thus, we look forward to working with Congress, the Administration and the Bureau to accomplish this critical goal. To assist you in this effort, we have included with this testimony more expansive views on the issues discussed in this testimony – our comments submitted to the Department of Commerce in 2018 in response to the Census Bureau's collection of data for the 2020 Census (Federal Register Notice published at 83 FR 26643 on August 7, 2018.)

Thank you for your consideration of our views, and for your attention to the important matter of the success of the 2020 Census.

Attachments

1. "The Community Speaks: A Report of the National Latino Commission on Census 2020", NALEO Educational Fund
2. "The Last Chance to Get It Right: Implications of the 2018 Test of the Census for Latinos and the General Public", Dr. Kevin Escudero, Brown University; Ms. Marisol Becerra, Ohio State University; Ms. Gabriela Domenzain, Somos Humanos
3. NALEO Educational Fund comments in response to Federal Register Notice 83 FR 26643 (Document NO. 2018-12365; Docket No. USBC-2018-0005)



EXECUTIVE SUMMARY

The 2020 Census must be about accuracy and fairness. The Constitution requires a national population count every ten years, and Census findings lie at the bedrock of our democracy and our understanding of the nation's people. If inadequate funding and insufficiently tested procedures distort the Census, they will harm our whole society.

Many people believe that 2020 Census data will be less accurate than those from previous decennials, and biased against certain populations as well. These observers are alarmed, and as one state Representative testified, "Books will be written and scholars will be talking about what we could have done to avoid this. Because we need to talk about doomsday right now."

To thoroughly investigate the complex and varied aspects of this decennial enumeration, the NALEO Educational Fund established the National Latino Commission on Census 2020. The Commission held five hearings across the country, taking testimony from deeply knowledgeable panelists and other experts from the front lines and gathering a wealth of insights, many obtainable no other way.

THE COMMISSION FOUND THE FOLLOWING:

Barring swift intervention, data from the 2020 Census will be inaccurate and incomplete, causing national damage. For the next decade it will make political representation less democratic, misdirect the flow of federal funding, and force businesses, policymakers, scientists, and much of the country to rely on erroneous population data. More broadly, it will further reduce public trust in government.

THE CITIZENSHIP QUESTION

Questioning the citizenship of every person in America would undermine the fundamental objective of the Census. A form with this query would yield less information rather than more, and render data collected ineffective and unreliable for budgeting and policymaking purposes. In short, the citizenship question would add no new data while degrading the data from every other question.

According to the Census Bureau's own research and testimony heard by the Commission, a question about citizenship on the decennial Census will lead to an undercount, especially of immigrants, their families, and their communities. Many panelists stated that their view is that such an undercount was the real goal of Administration's decision to add the question, and even if it ultimately never appears on the questionnaire, the effort to include it has bred enough distrust to ensure an undercount.

Further, the citizenship question would cause unpredictable consequences, because it has been inadequately untested. As of this writing, no testing of the question has occurred, though even minor changes in the language of a Census form can cause major alterations in the result. The Bureau plans to test response rates in July 2019 and it must effectively inform stakeholders how it will interpret the results for its enumeration procedures in 2020.

RELiance ON ONLINE RESPONSES

While the Bureau has conducted significant testing on this approach, it has not conveyed its findings effectively to stakeholders. Each Census is a vast, complicated undertaking, and there are no do-overs. Without useful information about the Bureau's testing, many stakeholders are concerned that the emphasis on digital response could render Census 2020 data inaccurate.

The online Census questionnaire will be a challenge for the many residents who lack broadband connections or digital literacy. These tend to be immigrants, low-income people, rural individuals, and the elderly—the same populations recognized as historically hard-to-count.

The Bureau needs to ensure the accessibility of the form on a variety of mobile devices, including smartphones that discount phone service providers may provide. Some stakeholders believe this accessibility is currently questionable.

Cyber threats to the integrity of Census administration and data are very real and the federal government must use all means available to protect them. If third parties intervene to alter the data, they are worthless at best, damaging at worst.

The Bureau must have effective approaches to ensure the participation of residents who do not prefer to fill out the form online. Research indicates that many Latinos prefer to fill out the paper version of the form, rather than submitting their information online, and therefore the Bureau's outreach must effectively communicate that there are several options for filling out the form. It must also take the preferences of Latinos and other population groups into account when planning for the number of paper forms it will print, distribute, and process.

LANGUAGE

The printed form and the postcard informing residents about their options for responding to the questionnaire will reach households in English and Spanish only, and it is unclear how readily speakers of other languages will realize that they can receive assistance in their own language online or by phone.

Even online or by phone, help will be unavailable to many individuals, given the multitude of languages spoken in our nation.

Spanish-dominant residents may lack the literacy necessary to complete the form.

Linguistic isolation fosters lack of knowledge about the Census. Many individuals with limited English proficiency do not realize that the Census is about to occur, or even know what it is.

ADDITIONAL CONCERNS

The Census Bureau needs a robust communications and outreach strategy that accounts for the diversity within Latinos and other populations, and that emphasizes trusted messengers and community partners.

The Administration initially announced that only U.S. citizens could be hired as Census workers, a change in practice from previous decennial enumerations. The Bureau has now stated that it will allow work-authorized non-citizens to be hired as outreach workers and enumerators.

These individuals have demonstrated their value in the past, because they are more likely to speak a language other than English, demonstrate cultural competence, and gain the trust of hard-to-count residents. However, the Bureau job application website still includes the U.S. citizenship requirement, and there is significant confusion about the application requirements and process.

The Census Bureau requires specially adapted strategies to count very young children— especially those of immigrants and low-income families. It undercounted this large group in 2010 more than any other major demographic.

The Bureau needs thorough address canvassing and special strategies to reach residents who live in nontraditional housing, such as in subdivided units or nonresidential structures like recreational vehicles or garages converted into housing, as well as people who have no homes at all.

Misinformation and disinformation campaigns on social media, seeking to increase distrust and lower participation in the Census, should be expected and the Bureau has to counteract them.

FUNDING

Congress must fully fund the Census. Census 2020 has a smaller budget in real dollars than Census 2010, though the nation's population has grown and become more diverse. The insufficient funding has resulted in cancelled testing and reductions in the Bureau's field presence and its communications and partnership efforts.

Funds for an accurate Census add to the bottom line. They are not losses on the national balance sheet, but instead more than pay for themselves, in the manner of a good investment.

Accurate Census data is the lifeblood of a strong nation.

DR. TRACY NAJERA

***This Census is probably going to be the most important,
most critical in the history of the count.***

GEPSIE METELLUS

Without an accurate U.S. Census we do not fully know who we are as a nation. Hence the Census Bureau goes forth every ten years seeking to count everyone: citizen and noncitizen, men and women, newborns and dying, homeless and billionaires, and speakers of every language.

The U.S. Constitution requires the decennial Census to count every resident in the nation for the purpose of apportioning seats in the House of Representatives. The Census has other pervasive impacts on American life as well. The outcome affects virtually every one of our institutions: states, cities, universities, schools, hospitals, and more.

If it is inaccurate, it yields an untrustworthy image of ourselves. It skews political representation, misdirects billions of funding dollars, and causes faulty decisions by businesspeople and policymakers, and these consequences persist for at least a decade.

Now the Census is more at risk than at any point in our lifetime. The federal government has introduced major changes, often without the needed testing or a credible rationale. Many of these changes are likely to reduce the representation of certain populations, including Latinos, other ethnic minorities, low-income individuals, and others who have proven hard-to-count in past decades.

"The genius of the Census is that it allows the U.S. to empower its people to exercise their individual and collective political power," said Ana Marie Argilagos, President and CEO of Hispanics in Philanthropy. "It was never intended to be weaponized nor to instill fear in our country's residents."

Juan Cartagena, President and General Counsel of LatinoJustice PRLDEF, stated, "We are watching a train wreck happen."

To compile crucial information and seek the best recommendations about the 2020 Census, the NALEO Educational Fund established the National Latino Commission on Census 2020 with nine prominent Commissioners, as well as one Guest Commissioner (*see Appendices A and B*). The Commissioners include Latino elected and appointed officials at all levels of office, as well as civic leaders, from different regions in the nation. They include Democrats, Republicans, and Independents, and they reflect the national origin and sub-group diversity of the Latino community.

The Commission sought to highlight: 1) The challenges posed by ongoing and emerging policy developments to a fair and accurate count of the Latino community and all of America's residents in Census 2020, and 2) Policy recommendations and best practices to ameliorate those challenges.

The Commission held five regional hearings—in Los Angeles, New York, San Antonio, Orlando, and Columbus (see *Appendix C*)—where it solicited testimony from public officials, community organizations, and other stakeholders who are familiar with hard-to-count communities in the region, about:

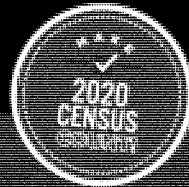
- The impact of the Bureau's Census 2020 operational plans on Latinos and other hard-to-count communities, including the changes from approaches used in Census 2010.
- The impact of the addition of a question on citizenship to Census 2020, including the effect on Latino participation in the Census.
- Assessment of community members' experiences with the Bureau's communications and outreach activities.
- Best practices for reaching and engaging Latinos to participate in Census 2020, including recommendations for ameliorating the large undercount of children under 5 which occurred in Census 2010.

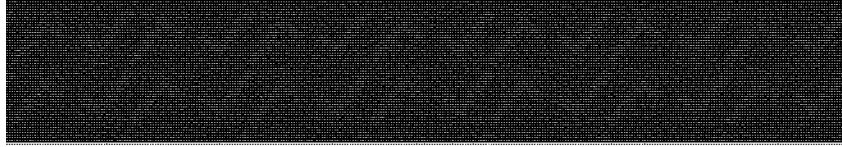
This report summarizes the insights from these hearings and other testimony submitted to the Commission. The Commission also directed the NALEO Educational Fund to include findings based on the organization's relevant research and analysis, as well as third-party sources. The report presents recommendations to Congress, the White House, the Department of Commerce, and the Census Bureau so that we can continue in partnership and ensure that this nation carries out its Constitutional duty to count every single person who lives in it.

This report has twelve parts:

- | | |
|---|--|
| 1. How the Census Benefits the Nation | 7. The Digital Divide |
| 2. Why the 2020 Census Is Different | 8. Counting People in Their Own Language |
| 3. What Is at Stake in 2020? | 9. The Very Young and the Old |
| 4. The Citizenship Question: A Chilling Effect | 10. The Housing Challenge |
| 5. Outreach Overall | 11. The Funding Shortfall |
| 6. Reaching and Counting Specific Immigrant Communities | 12. Policy Recommendations |

At the NALEO Educational Fund, we continue to work with the Census Bureau to facilitate strategies to avoid potential pitfalls as well as to help provide opportunities to work with the Latino community. We are here to support the Bureau to make sure it gets the resources from Congress to carry out its obligations. We are also here to hold the Census Bureau accountable because despite all the work we will do with our partners in get-out-the-count efforts, in developing collateral, in doing the research, messaging, and all the other outreach, ultimately it is the Census Bureau's job to carry out the enumeration. We will be there to make sure that it does all it can to count everybody.





1. How the Census Benefits the Nation

As the Commissioners heard in detail, the decennial Census benefits everyone in three main ways, and each in turn confers numerous advantages.

IT KEEPS OUR DEMOCRACY REPRESENTATIVE

As the Founders realized, nations evolve. The population in Texas is increasing at a faster rate than in most states, for instance, and our democracy needs a Census to enumerate it. Hence Census data readjust the number of seats each state has in the House of Representatives. The Census also provides basic data for redrawing district lines for state and local governments.

"I know how important it is to have the proper representation," testified Iraida Mendez-Cartaya, who has represented her school district in Tallahassee for 25 years. "It makes it easier to get appropriations passed, to pass legislation that impacts your community, and even to defeat legislation that would adversely impact your community."

When the Census overlooks immigrants, everyone suffers. For instance, Dr. Jonathan Benjamin-Alvarado, Assistant Vice Chancellor of Student Affairs, University of Nebraska-Omaha, and Chairperson of the Nebraska Advisory Committee on the U.S. Commission on Civil Rights, testified that immigrants in Nebraska have accounted for 95.4 percent of the population growth in the last ten years. A faulty count of them may diminish Nebraska's rightful representation in Congress.

IT ADAPTS FEDERAL FUNDING TO CHANGING NEEDS

Census data help guide the allocation of federal monies to programs in all states, and the importance of this funding is hard to overstate. In FY 2016, the United States spent at least ~~\$883~~ billion on programs whose allocations to states and communities were based using Census data.

These funds sustain numerous important programs. In 2016, \$361 billion went to Medicaid alone. It saved lives, reduced the number of medical bankruptcies, and improved people's health and well-being. Other programs that rely on these data include foster care, vocational rehabilitation, school lunch and breakfast programs, Pell grants for college students, and Head Start. Everyone who uses these services benefits from filling out the Census form and being counted, though most people do not realize it.

Panelists also noted that an undercount hurts every resident of our nation in other ways. If a Census fails to fully count a city, its state can suffer. As Lucia Gomez, Political Director of the New York City Central Labor Council, observed, an inadequate tally in New York City would harm upstate New York, because the state as a whole would receive fewer resources from the federal government.

IT ENABLES FACT-BASED JUDGMENTS BY COMPANIES, POLICYMAKERS, AND SCIENTISTS

James Madison pointed out this crucial, often overlooked role in 1790. Census data are like a map, and more accurate they are, the better organizations can navigate the world. Clifton Miller, Cofounder and Vice Chair of the Minority Business Enterprises Institute for Public Policy in Dallas, testified that CEOs need good Census data “to plan their businesses, to manage their businesses, to operate their businesses. The fact is that an accurate Census is a business issue.”

The largest companies in our nation depend on a sound Census. According to a report in Reuters, “Retailers like Walmart and Target Corp use Census data to decide where to open stores or distribution hubs, and what to stock on shelves. Big banks like JPMorgan Chase & Co use the information similarly for branch strategy, and real-estate firms scrutinize the statistics to determine where to build homes and shopping centers. TV networks like Univision, meanwhile, rely on the numbers to plan programming in local markets. And the Census is an important input for tech giants like Google when they create myriad data-based products, such as maps.” Jack Kleinhenz, chief economist for the National Retail Federation, called the Census “almost like an MRI.”

Panelists stressed that policymakers rely on these data as well. Together with the American Community Survey (ACS), the Census helps determine the correct samples for surveys and enforce civil rights and voting laws. Marisa Bono, Chief of Policy for the Office of the Mayor of San Antonio, stated, “Decennial data will help forecast transportation needs and allocate sufficient highway trust fund dollars to our rapidly growing region. This is especially critical for us as we are in the process of formulating a comprehensive multi-modal mobility plan.”

“Everyone uses the services that the Census numbers affect,” Ms. Gomez testified. “Every district builds schools or doesn’t build them based on the number of children they expect in the future. Our families and all our communities use the hospitals, use the businesses, even the big businesses. The numbers in the Census can contribute to whether or not they get the loan, whether or not they can get permits, whether or not they can offer their services to the right communities. The Census is used for everything from economic development to buildings and residences. It’s used for all the data that we see in the press, that we see in our research and books. It’s all built on the Census. So, the less you know about a community, the less you’ll be able to develop that community.”

2. Why the 2020 Census Is Different

The 2020 Census introduces new approaches, and they follow a discernible pattern: Panelists indicated that the total impact would be a lower response rate among hard-to-count residents.

- a The Department of Commerce has added an eleventh question: “Is this person a citizen of the United States?” The Department inserted this query at the last minute. According to testimony from panelists, and NALEO Educational Fund analysis, it will reduce the participation of immigrants, their family members, and their communities—especially Latinos.

- b** This Census will rely heavily on digital response rather than paper questionnaires. The emphasis on this method will likely depress the response rate of immigrants—Latinos in particular—as well as of the elderly and rural residents.
- c** The Bureau has not tested the citizenship question at all, though it has made plans to do so in July 2019.
- d** In past decennial enumerations, the Bureau used a waiver from the general requirement that federal workers be U.S. citizens to hire work-authorized non-citizens for outreach and enumerator positions. The Administration had ruled that it would only hire U.S. citizens for most of these positions. Work-authorized non-citizens had shown their value in the past and this requirement appeared likely to reduce the participation of hard-to-count communities. Notwithstanding the Administration's initial announcement about this issue, the Bureau has indicated that it would in fact hire such individuals, though the requirement of U.S. citizenship remains on the online application portal for Census jobs. Moreover, it is not clear how Bureau will inform potential applicants of the precise requirements for these jobs.
- e** The Bureau has less funding in real dollars for Census 2020 than Census 2010, and this fact has significantly altered the Bureau's preparations and plans. Numerous elements have been "paused," scaled back, or eliminated. After Congress approved the FY 2019 spending legislation, the Bureau's financial situation started to improve, but funding is still inadequate.

3. What Is at Stake in 2020?

Panelists agreed that an inaccurate Census would unfairly distort the allocation of democratic power for ten years. It would shift funding away from the most impoverished, as well as away from highways, hospitals and other critical community infrastructure. The detriment to commerce would be less direct and harder to isolate, given the multi-causal factors that support a thriving business community, but it would likely be deep-seated.

Several states risk losing the representation their population deserves. For instance, Ohio's power in Congress has decreased for decades. It had **23 Representatives** after the 1970 Census, but just **16** after 2010. After 2020, this number could diminish by one or two more, and Dr. Tracy Nájera told the Commission, "An undercount would be devastating for our state." An inaccurate count could unfairly remove one Congressional seat from the Minnesota delegation. Illinois will likely lose one but perhaps two. Texas will gain seats, but not as many as it should, and despite its population increase relative to other states, it may gain none at all.

Eddie Cuesta, the National Executive Director of Dominicanos USA, described a more structural consequence. When the Census undercounts a community of Dominicans, for instance, the chance increases that they will be subsumed into larger, less responsive districts, at the local, state, and Congressional levels, and lose much effective representation.

Federal funding is at risk and for each missed person in the 2010 Census, the median annual loss across the nation was at least \$1,091 in FY 2015.¹ Witnesses from throughout the country described in detail how a misallocation of these funds would affect their communities.

The Bureau has long undercounted the Rio Grande Valley, and Christina Patiño Houle, Network Weaver for the Rio Grande Valley Equal Voice Network, testified that the lost funds could have met the urgent needs of low-income families. "It's money that won't go to feed the thousands of youth that go to bed hungry every night because of food scarcity and it's money that won't get used to build the region's first public hospitals or improved drainage infrastructure to reduce flooding for low-income families."

Brooklyn is the most difficult community to count in New York State, and Pastor Gilford Monroe, Director of Faith Based & Clergy Initiatives, Office of the Brooklyn Borough President, observed that previous undercounts have deprived many Brooklyn residents of "key infrastructure, including schools, healthcare, housing, transportation and government development, community development."

Ten of the nation's 50 hardest-to-survey counties lie in California. According to Ditas Katague, who leads the State's Census efforts, in 1990 an undercount of 835,000 in California likely cost it one seat in the House and over \$2.2 billion in federal funding. Because the state today has some 40 million residents, the undercount could exceed one million individuals.

At the Columbus hearing, Dr. Benjamin-Alvarado presented the Commission with data regarding the impact of an undercount on Nebraska. The state will lose over \$20,000 for every uncouned resident over the next 10 years, he said, and should the Census count in Nebraska fall short by just 0.1 percent, more than \$400 million will not return to the state in the next decade. "These are not insignificant amounts," he said.

In Cook County, Illinois, the government received 14 federal grants in 2018 with a total of over \$43 million, based on Census data. Alma Anaya, Commissioner of the 7th District in the County, said, "It is not an exaggeration that an undercount will limit our services and force our operations to adopt in a way that will potentially harm our workforce and the public."

Commissioners heard that in Minnesota the Census might miss at least 24,000 Latinos in hard-to-count tracts. That shortfall would translate into millions of dollars in federal funds lost and it would help perpetuate income disparities. In Texas a one percent undercount could cause the state to lose \$300 million each year, while in Pennsylvania a one percent undercount would cost the state \$400 million annually, and Philadelphia alone would lose about \$500 million over the full decade. Los Angeles Mayor Eric Garcetti testified that his city stands to lose between \$700 million and \$3 billion a year in federal funds from an undercount.

¹ Based on Dr. Andrew Reamer's analysis of five major grant programs—Medicaid, the Children's Health Insurance Program, Title IV-E Foster Care, Title IV-E Adoption Assistance, and the Child Care and Development Fund—in 37 states for FY 2015.

4. The Citizenship Question: A Chilling Effect

On March 26, 2018, Secretary of Commerce Wilbur Ross proposed including a new question on the 2020 Census: “Is this person a citizen of the United States?”

Secretary Ross said that the Department of Commerce could not determine how this question would affect the response rate. The Department had opted to include the question without testing its impact on the accuracy of the count, and Commissioner J. Walter Tejada said, “It’s dumbfounding for some of us, who have the privilege of being elected to office and who rely on factual data to make decisions, to have an administration take a position like this without proof.” Subsequently, the Bureau provided plans to test the question in July 2019.

All Commissioners and panelists who offered an opinion on the question condemned it, as have all three federal judges who have ruled on it. The Supreme Court decision is expected in June 2019.

The Context

The Census Bureau has always faced some difficulty inducing people to complete the Census forms. For instance, as Texas State Rep. César Blanco observed, in 2010 just 24 percent of Texas households—almost a quarter of the population—failed to mail back the initial Census form, and this unresponsiveness compelled more costly and difficult in-person follow-ups.

Many people worry about abuse of their confidential information. By law, sharing Census data outside the Bureau is a crime for 72 years after its collection, and Title 13 of the U.S. Code provides serious penalties—prison sentences of up to five years and fines of up to \$250,000—for anyone committing this offense. Under the privacy protections, personal information cannot be used against an individual by any government agency or court. Nonetheless, as Ms. Anaya observed, “Communities of color in particular already have a deep-seeded mistrust in government that historically has not worked in their favor.”

Many panelists said President Trump’s policies have greatly heightened this distrust. Newcomers and their communities perceive that his statements about immigrants are problematic. At the New York hearing, Juan Cartagena, President and General Counsel of LatinoJustice PRLDEF, said, “From the very first pronouncement of Mr. Trump, he has indicated his disdain—I would say his hatred—for undocumented populations, non-citizen populations. He is hell-bent on getting rid of as many people who are not here legally as possible. He has sent messages, has taken actions that say: ‘This is an anti-immigrant administration.’”

“This Administration has battered us in many ways,” stated Maria Rodriguez, Executive Director of the Florida Immigrant Coalition, “verbally going after the Mexicans, the Muslims, the legal permanent residents, actually going after citizens with their denaturalization task force.”

As their comments imply, this Census faced higher than normal distrust even before the citizenship question. According to the *New York Times*, a Census Bureau survey in the spring of 2018 found that a quarter of respondents were “very” or “extremely concerned” that their Census answers would not be kept confidential and could be used against them. Among people born outside the United States and low in English proficiency, the rate was over 40 percent. Michael Seifert, a Border Strategy Advocate with the ACLU of Texas, lives on the Rio Grande border and testified that he was “astonished at the degree of distrust that’s out there.”

At the same time, malicious acts toward immigrants have increased throughout society. Ilene Jacobs, Director of Litigation, Advocacy and Training at the California Rural Legal Assistance, Inc., said, “We see a lot of hate crimes, hate violence, anti-immigrant fervor.”

In this atmosphere, Secretary Ross announced the citizenship question.

The Rationale

Secretary Ross said the citizenship question was necessary to enforce the Voting Rights Act of 1965, but according to panelists, NALGO Educational Fund analysis and court rulings, offered no evidence to support the claim.

Ernest Herrera, Staff Attorney at the Mexican American Legal Defense and Educational Fund (MALDEF), said that civil rights groups have never had difficulty enforcing the VRA, and, as far as he knew, the Trump Administration was not working on any Section 2 VRA enforcement actions anywhere in the country. “So that line about trying to enforce the Voting Rights Act is just not true.”

Administration officials have been evasive about the source of the question. “If it was such a great idea,” asked Los Angeles Mayor Garcetti, “why would people want to bury their tracks? We see a Department of Justice saying, ‘Make sure this doesn’t come from us.’”

Panelists wondered why the Administration would insist on this question at all, since it is completely unnecessary, and NALGO Educational Fund analysis indicates that this sentiment is shared by a broad number of experts and stakeholders. The ACS already asks about citizenship, and Mr. Cartagena, whose organization files federal voting rights lawsuits, testified that ACS data on citizenship are fully adequate to enforce the VRA.

Some panelists work with organizations involved in litigation challenging the citizenship question. Mr. Herrera’s organization, MALDEF, was a plaintiff in Maryland District Court litigation, where in unusually harsh words from the bench, on April 5, 2019, Judge George Hazel wrote, “The unreasonableness of Defendants’ addition of a citizenship question to the Census is underscored by the lack of any genuine need for the citizenship question, the woefully deficient process that led to it, the mysterious and potentially improper political considerations that motivated the decision and the clear pretext offered to the public.”

Mr. Cartagena and LatinoJustice PRLDEF filed an amicus brief in the successful New York district court case, where the judge ruled that the citizenship question violated the Administrative Procedure Act because it was arbitrary, and the judge also found that it was clear that Secretary Ross’s purported reason for adding the question — to enforce the Voting Rights Act — was a pretext. In the Northern District of California, Judge Richard Seeborg also called the rationale a “mere pretext,” and said it was the result of “a cynical search to find some reason, any reason, for an agency request to justify that preordained result.” He added, “The inclusion of the citizenship question on the 2020 Census threatens the very foundation of our democratic system—and does so based on a self-defeating rationale.”

Mr. Cartagena told the Commission that the real goal is an incorrect tally, weighted for partisan gain. "The current occupants of the White House are hell-bent on making sure that they derive political benefit from an inaccurate, incomplete Census count. They obviously do not speak for the entire party. That's been clear. But they have made calculations in their heads about what it would mean to have a less than accurate count."

Panelists agreed again and again, asserting that the true objective of the question is to lower the count of people with immigrant backgrounds. If people fear misuse of their information, they will tend to avoid the Census, and Daniel Ortiz, Outreach Director of Policy Matters Ohio, stated, "That fear is grounded in real history," since the United States used Census data to intern Japanese citizens during World War II.²

"The purpose is transparent," Mayor Garcetti told the Commission. "It's to exclude. It's to intimidate immigrant communities."

The Impact

Based on testimony it heard, the Commission concluded that the citizenship question would lead to a less accurate, discriminatory count and subvert the Constitutional purpose of the Census. It would unfairly realign political representation, make funding less targeted, and increase the cost of the Census. Entrepreneurs and policymakers would commit more errors. Our nation would weaken.

The Census Bureau is well aware of these consequences. Its own analysis shows that the question could cause an undercount of 6.5 million people, more than the population of Missouri. The Bureau's chief scientist, John Abowd, told Secretary Ross on January 19, 2018 that adding the citizenship question "is very costly, harms the quality of the census count, and would use substantially less accurate citizenship status data than are available" from current records. The Bureau has conducted many prior studies whose results demonstrate that a citizenship question would exacerbate fears of the Census in immigrant and minority communities.

Moreover, many prior Census Directors have warned against it. In his 2005 testimony to Congress, former Census Director Kenneth Prewitt stated that a citizenship question would raise suspicions in the very people the Census is trying to count and undermine the value of the Census.

Mr. Herrera testified that on October 16, 2009, eight former Census Bureau directors wrote a joint statement opposing a Congressional proposal to add a question on citizenship and immigration status to the Census. They said they could state unequivocally that adding an untested question as the count was looming would jeopardize its accuracy in all communities at risk.

In an *amicus* brief to the Supreme Court opposing the citizenship question, five former Census Directors, from both Republican and Democratic administrations, stated, "Experts uniformly agree that the question will jeopardize data quality." Regarding the federal funding alone, they said, "The stakes here are therefore enormous—and the allocation of such important and significant resources should not be influenced by how frightened some residents of this Nation are of participating in the census."

² As a result, Congress enacted stringent confidentiality protections to prevent such interference from happening again.

The Department of Commerce understands that citizenship question would do disproportionate damage to black, brown, and immigrant communities. It would not just intimidate these families into skipping the Census, but as Mr. Ortiz noted, “push people further into the shadows,” motivating millions to distance themselves from the government in general.

Mayor Garcetti told the Commission, “Here in Los Angeles the result of this would be disastrous. A complete, fair and accurate count is absolutely essential—and not just in a selfish way for my city, but I would offer for this country.”

He detailed domino effects. “We will all be less safe because immigrants won’t report crime and criminals will prey on all of us—and they don’t ask for papers. Our students will suffer if we have families who are afraid to send their children to school. And in our main neighborhood streets, 61 percent of new businesses are started by immigrants. If they won’t make these investments, we will all suffer.”

Deborah Chen of the Organization of Chinese Americans (OCA), Greater Houston said that her city’s metropolitan area has 506,000 residents who are unauthorized immigrants and her region will lose \$5.8 billion if the Census fails to enumerate these people. One in three Houston residents, or 2.1 million people, live with noncitizens. The amount at stake here is \$24 billion over the decade.

Dr. Tracy Nájera, Executive Director of the Children’s Defense Fund of Ohio, expressed concern for her state. Its population growth has largely come from immigrants, who contribute significantly to Ohio’s economy and the vitality of its communities. In Nebraska too, immigrants have accounted for virtually the entire population increase since 2010.

The Census typically undercounts young children, and panelists said the question would reduce their tally even further. Whitney Tucker, Research Director of North Carolina Child, said her state “cannot afford to risk the accurate count of our very young children on the expensive, untested, and unnecessary addition of a citizenship question.”

The Commission also concluded, based on the testimony it heard, that trusted individuals are now reluctant to promote Census participation. For instance, Mr. Selfert said, “I get nervous guaranteeing my community that their data is safe because I don’t know that it is.” Stacey Carless, Executive Director of the North Carolina Counts Coalition, stated that though she wants to encourage the immigrant population, she was not convinced that the Administration “would not use this information to arrest and deport noncitizens.” Caprice Taylor-Mendez, Strategic Program Manager at Community Foundation for Greater New Haven, said, “We’re hearing from service providers who are saying we can’t go anywhere near that Census for 2020 if there is any chance of endangering the people that we love and serve.”

The Damage Regardless

Trust is easy to lose and hard to regain, and panelists noted that even if the federal government now removes the citizenship question, it has impaired the Census. It has intensified suspicion of a project that requires trust and that lies at the foundation of our democracy.

“The very fact that the question even exists has created a chilling effect,” said Ms. Carless. “People are questioning the integrity of the operation.” Ms. Patiño Houle said of the question, “Whether or not it is added, it has already invoked fear in our community. This is something our community is very worried about.”

As a result, whether or not the question appears on the Census 2020 questionnaire, the Commission recommends that specific strategies to contain the harm must generally focus on trust.

BEST PRACTICES

Eliminate the question. This affirmative act would clearly reduce the risks to the 2020 Census, though the Administration seems highly unlikely to do it. Thus, if the Supreme Court does not order the question extirpated, Congress must enact legislation swiftly to do so.

Assure confidentiality from the top down. Ms. Jacobs said that the Secretary of Commerce and the Census Bureau have to emphasize confidentiality, “in partnership with community-based organizations, with non-governmental organizations, with local governments.”

The Bureau must stringently enforce protections of confidentiality. At the same time, the Trump Administration cannot undermine them, verbally or in any other way.

Provide answers to important questions about how the enumeration will proceed if the citizenship question is included. As of this writing, the Bureau has established an internal working group to examine many questions which have arisen about the impact of the addition of the citizenship question on Census 2020. This working group will determine such issues as:

- What the Bureau will do if the question is left blank; and
- Whether the Bureau will use administrative records from government agencies and other sources, to “impute” an answer.

However, the working group has not yet provided answers to these questions, and this delay is a significant obstacle for planning community outreach and education efforts.

Revise the Integrated Communications and Partnership Program (ICP). NALEO Educational Fund analysis indicates that virtually all of the Bureau’s testing on residents’ attitudes towards Census 2020 was in process before the announcement of the citizenship question, and there are virtually no Bureau data on the messages and messengers who might be able to overcome residents’ fear of responding to a form with the question on it. For example, the Bureau started to administer its 2020 Census Barriers, Attitudes, and Motivators Survey (CBAMS) in February 2018, so that survey did not address respondents’ perception of the question. Some of the CBAMS focus groups were conducted after the Department of Commerce announced the question, but the groups’ findings yielded minimal information about the impact of the question. Thus, there has not been sufficient testing on the messages and the messengers who might be able to overcome residents’ fears of responding to a form with the question on it. Should the question remain on the form, the Bureau will need to move quickly to do the testing and other activities needed to revise its ICP. State and local governments and philanthropic institutions should also provide funding to community-based organization that are familiar with hard-to-count communities to enable them to conduct similar testing.

Effectively inform stakeholders about use of the results of the 2019 Census test. In July 2019, the Bureau will conduct a test where some households will receive a survey with the citizenship question, and some will not. The Bureau intends to use the test results to help it plan its Nonresponse Followup operations (NRFU), so it can learn whether it needs to adjust the number of field staff and its approaches to NRFU for Census 2020. The Bureau must expeditiously provide stakeholders with accurate information about the results of this test so that they can plan their own outreach efforts accordingly.

Other strategies apply to outreach in general and appear in the following section.

5. Outreach Overall

Panelists consistently emphasized the importance of effective education and outreach efforts targeting hard-to-count communities. They set forth a broad range of activities that government entities and community organizations should conduct, and they often noted that the federal government could play a proactive role in these efforts.

In addition, through its communications and partnership efforts, the Bureau should support effective outreach strategies, the sound deployment of messages and messengers, and the optimal use of media. The Commissioners heard a broad array of perspectives on these issues.

BEST PRACTICES

Supporting Government Entities and Community Organizations

Collaborate with statewide and local Complete Count Committees. The Bureau should develop strong partnerships with these organizations, which people trust and which unite other parties for valuable outreach.

Their usefulness is clear and multifaceted. For instance, Pastor Monroe testified that the Brooklyn Count Committee would be a hub for nurturing and coordinating efforts among “the broad spectrum of government leaders, education, business, healthcare, houses of worship, cultural institutions and other community organizations.” He added that the Committee would distribute key information broadly on changes in the Census questionnaire and strategies for achieving full participation in the community, navigating online barriers, advocating for funding, employment opportunities, and more.

Steven Choi, Executive Director of the New York Immigration Coalition, helped create New York Counts 2020. Its approach was all-inclusive, he told the Commissioners. “We brought together social service providers, businesses, faith-based institutions, and groups dealing with civic participation, health, race, immigration, housing, advocacy, education, and children. This strategy has been a strong one and we believe there are other lessons for states and communities as well.”

Work actively with Census liaisons in local government. They are effectively encouraging residents to participate in the Census. Mayor Garcetti said he had reestablished a Mayor’s Census Office in Los Angeles, and designated Census liaisons in all City departments. “Every City department, whether it’s Animal Services or Rec and Parks needs to have somebody working on the Census because we will find people who might feel fearful or who we might not count,” he said. “I hope this can be a good model as we look at what works around America.”

Create long-term partnerships. The Census Bureau should forge ongoing partnerships with community-based organizations and non-governmental organizations, rather than temporary ones that require renewal every ten years when the Bureau carries out the Census.

Emphasize partnerships with businesses, especially those that provide products or services to hard-to-count communities. “I think that the ones that really get it are the business community,” said Rep. Blanco, who noted that they are eager to assist. “They come out in full force to promote the Census and raise awareness and we’re going to rely on them again.”

Use FY 2019 funding for ICP and local assistance activities in a sound and effective manner.

The language in the Appropriations Committee reports which accompanied the FY 2019 funding legislation for Census 2020 explicitly required the Bureau to enhance its communications, partnership, and assistance efforts. It required the Bureau to conduct communications activities commensurate with those conducted in 2009. It also mandated increasing partnership program staff, expanding targeted communications activities, and establishing Census questionnaire assistance centers (QACs) in hard-to-count communities. It is critical that the Bureau carry out these mandates in a timely manner. Moreover, as of this writing, the Bureau has indicated that it in lieu of establishing community-based QAC's, it will implement a "Mobile Response Initiative" where Census staff will be present at markets, festivals or other high-traffic events in hard-to-count communities. While the Commission believes this approach has some merit, it is also critical that the Bureau proceed with the community-based QAC's envisioned in the report language, with regular and accessible hours, and an environment more conducive to assuring residents of the confidentiality of the information they provide to the Bureau.

Support community-based organizations. Ms. Taylor-Mendez stressed that they are vital partners for the Bureau's outreach efforts, partly because they know "where the key people are, such as in local Latino radio, FM and AM, Spanish newspapers." As numerous panelists testified, State and local governments, philanthropic organizations, businesses, and many other entities provide valuable assistance as well.

Provide real-time feedback to community groups during the count for rapid response. Ms. Katague, Director of the California Complete Count Office, testified that she has asked the Census Bureau to provide response rates down to the Census block level during the 12 to 16 weeks of self-response. For instance, she said, with this information she could look at Koreatown on one day and see that the response rate was 19 percent. She could realize that she still had intact relationships with a Koreatown minister or health clinic, having worked with them previously, and she could urge them, "Get the messaging out. Get it in your Sunday sermon." She could then see day by day whether this intervention or any intervention was helping.

Specific Outreach Strategies

Community partners understand the most effective strategies for reaching community members. For example, Patricia Campos-Medina, a researcher at Rutgers University-Newark, testified that in the Central American community people "don't have a lot of interaction with elected officials, they don't know who the mayors are, and they don't know who the City Council members are." They often have two or three jobs and therefore they lack the time to become deeply engaged outside of work and their families. "So, you have to go to them through the grassroots organizations," she said. Panelists provided several recommendations, all of which highlight the need for the Bureau to avail itself of the breadth of knowledge and expertise these partners possess.

Dr. Benjamin-Alvarado emphasized the importance of house-to-house, person-to-person contacts. He termed this strategy "the most reliable vehicle that I know of" and he urged get-out-the-count campaigns modeled on get-out-the-vote. "Why don't we start going door to door and spreading information and the kinds of very specific micro messaging that we're going to have to share with our community, the trusted promoters?" he asked.

"As we've done with healthcare, as we've done with voting." Co-chair Lubby Navarro, School Board Member of the Miami-Dade County Public Schools in Miami, agreed. "I do believe this effort is boots on the ground, very surgical."

Ms. Caprice Taylor-Mendez, Strategic Program Manager at Community Foundation for Greater New Haven, suggested sending messengers to health clinics. “We have partnered closely with our local community health clinics,” she stated. “While patients are waiting for their doctor appointment, they are sitting there for hours. They’re told to show up in the early morning and their appointment doesn’t happen until 3 p.m. that day. So that’s a lot of captive audience time.” Ms. Sami Haiman-Marrero, President and CEO of Urbander, added, “The health care industry is very critical, because they don’t close. It’s 24/7. People trust their engagement.”

Ms. Gomez recommended collaborating with workers centers, noting that these locations would be critical. They do organizing in the community themselves and they possess firsthand knowledge of their populations and industries.

Some panelists noted the value of the Bureau working with community-based organizations to spread a “train-the-trainer model,” in which instructors teach staff and volunteers to train others. Those using this approach should prioritize training the hard-to-count, such as youth, formerly incarcerated males, and people for whom English is not the first language. Ms. Taylor-Mendez said, “These individuals are not always on the community-based organization staff, but the very people who we consider hard-to-count.”

Commissioners expressed much interest in creating a celebratory atmosphere around the Census and involving the arts in Census outreach efforts. Will Gonzales, Executive Director of Ceiba, suggested using *teatro invisible* and *teatro foro*. *Teatro invisible* is drama that occurs without the audience realizing it. For instance, he said, two actors might board a full bus and play out a skit about the Census without anyone realizing they are performers, and passengers will talk about it with others after they arrive at their destinations. “It’s called guerrilla marketing in the private sector,” he said. In *teatro foro*, actors perform amusing skits before a captive audience, such as GED or ESL classes. In this case, people understand that the performers are actors. Mr. Gonzalez said community-based organizations have used these techniques in Philadelphia and he hoped to employ them for the Census. He also noted that Philadelphians were going to use fiestas, music, raps, and murals with socially responsible messages about the Census.

Effective Messages and Messengers

The Bureau’s ICP efforts should focus on promoting the most effective messages and messengers to reach hard-to-count residents. Panelists offered several recommendations in this regard. For example, Co-chair Navarro highlighted the importance of seeking “trusted” voices: “It’s going to take your regular Jerry down the street who has lived in the neighborhood 40 years. It’s going to take the cafeteria lady, the librarian. We have to catalog those trusted voices within categories. If it’s your healthcare provider, who within the healthcare provider is the most trusted person?” Commissioner Carlos Tobon highlighted the important role that high school students and “DREAMers” can play in reaching out to their family members, peers and communities.

Ms. Patiño Houle, Network Weaver for the Rio Grande Valley Equal Voice Network, also noted the need to understand which voices residents distrust, and to minimize reliance on them. She referred to suspicion of “strangers who don’t speak Spanish, who are hired from the outside, who are not recognized in the community, especially in a community where we have so much distrust of law enforcement agents, and who are visiting people’s houses during the enumeration and have no connection with those individuals.”

For this reason, the Bureau has stated it will reverse the initial policy announced by the Administration, which would have only permitted U.S. citizens to obtain positions with the Bureau. The agency has indicated that it will hire work-authorized non-citizens. These linguistically and culturally competent messengers are able to win people's confidence, and the Bureau's policy will likely improve the count of the most vulnerable. However, as of this writing the website of the Bureau where candidates can apply for jobs still includes the U.S. citizenship requirement. Moreover, many stakeholders do not feel that there is clear information about the application process.

Panelists also highlighted the value of messaging which makes the Census meaningful on a local level. Ms. Taylor-Mendez stated, "It should really speak to the issues affecting the community at that time." For example, she said, in Connecticut, 50 percent of undocumented family members pay about \$28 million in taxes annually, yet their voices hardly matter. Hence one message might say, "We know you're paying taxes without representation."

Mr. Cartagena added, "The cop on the street, the school system that doesn't work, the water that doesn't taste good—those things are all affected by people who get elected and the money that's spent by government."

"We've found that healthcare and education have been strong motivators," said Kevin Cosney, the Organizing Coordinator of California Calls. "These are some of the top two issues people are concerned about." Similarly, Pastor Monroe suggested highlighting the overcrowding at hospitals.

Mayor Garcetti said it is also necessary to frame the message in terms meaningful to everyone: "One, that we're too pro-business to be anti-immigrant. Two, that we're too pro-family to be anti-immigrant. And three, that we're too pro-public safety to be anti-immigrant."

Effective Use of Media

Panelists emphasized the importance of informed and skillful use of media to reach hard-to-count residents. The Bureau should:

Spend more advertising dollars. Ms. Patiño Houle stressed that ads are effective with base-level challenges, such as informing people what the Census is and how to participate, and that therefore advertising should focus especially on the hard-to-count. "With the cutback in Census funding for local advertising and the lack of guaranteed distribution of postcards to PO boxes," she said, "we're very concerned that April 2020 will come and go without residents understanding what action they need to take to participate."

Take full advantage of ethnic media. In Nebraska, Latino television and radio have grown in parallel with the Latino population, and Dr. Benjamin-Alvarado said, "We have been pleasantly surprised to see this. They have been the most reliable portals for information to be disseminated into the community." As it implements the ICP, the Bureau should invest significant advertising dollars in Spanish-language and other ethnic media and focus on reaching hard-to-count residents.

Focus on modern communications approaches. Dr. Nájera said, “Treat this like get-out-the-vote efforts. Think geotargeting. Think social media to energize everyone, make them feel that they are part of this effort, that they truly count.” Ms. Taylor-Mendez added that Facebook has many affinity groups which can play a key role. “Have it come from those who are considered hard-to-count, have them tell their stories, and more importantly, tell why the Census is so important and why everyone should be counted.”

Make sure rogue elements do not undermine people's sense of security about the Census. Fake social media characters and impersonator websites may be inevitable, and they could deter families from filling out the form, particularly those who seek to complete it online. As Ms. Gomez stated, “If some people say, ‘Don’t respond, don’t trust the Census,’ this information will go out and will be used.” The Brookings Institution has warned that, in addition, viruses, data breaches, and service disruptions could distort the count. The Census Bureau needs help from social media companies and online watchdogs to fend off individuals and organizations that spread false rumors to undermine the Census.

The Bureau should also provide much more useful, easily obtainable Internet content. Ms. Katague observed that information on how to fill out the form is hard to find on Google or YouTube. “And when there’s very little good content, people with bad intent can put content out there.”

6. Reaching and Counting Specific Immigrant Communities

The challenges for Census 2020 vary all over the country and that is one reason the Commission held hearings nationwide. Individual ethnicities and nationalities can pose distinctive challenges and require case-by-case handling.

Nevertheless, they all show the impact of knowledgeable Census and other workers on the ground, of people thoroughly familiar with their communities. As Mr. Gonzalez said, "It's important to know the way that we speak to a Puerto Rican about the Census is very different than the way we would speak to a Mexican or to a Honduran."

Every state has a different ethnic profile and different qualities that influence the count. There were too many presented to the Commission to cover in this report, but some deserve attention to show the variety and the difference in effective approaches.

Haitians in Florida

The Census has seriously undercounted Haitians in the past, according to Gepsie Metellus, Executive Director of the Haitian Neighborhood Center Sant La. "The 2010 Census would have us believe that there are 900,000 Haitians throughout the state of Florida," she said. "We know that that is grossly inaccurate. The Census would have us believe that there are maybe 125,000 Haitians in Miami-Dade County. We know that to be false."

The Haitian community in Miami-Dade County is fairly young, with most residents under 50. The area has a high rate of illiteracy, in the native language as well as English. Ms. Metellus said, "It has lived through some really unfortunate experiences that do not really help us help them to build trust in institutions." For instance, for a period ICE agents were arriving at houses of worship to pick up undocumented people. A person might not have witnessed an incident, but would hear that a close family member or a friend had, or perhaps had been detained.

Stories like that develop a life of their own, and in Haitian communities the grapevine is active and news travels quickly. As a result, Ms. Metellus said, "We've got to clean up and tell people, 'Yes, you can participate in the census because no one will have access to this information.'"

The grapevine can work both for and against an accurate count, she observed. "If we play our cards right, we can all be very successful. And if we don't play our cards right, what happens in the Mexican community will influence the response in the Haitian community and the Guatemalan community, the Cuban community, and so on."

With the challenges of literacy, Haitians are largely unaware of the importance of the Census for representation and funding. As a result, Millennials and young people in school will be basic to an effective enumeration. "They drive social policy in their household," Ms. Metellus said. "Because they read. They have access to information. They have access to media. So they can do or undo, break or unbreak outreach efforts. So it's very important to make sure that they're front and center in the campaign."

Puerto Ricans in the Mainland United States

There are 5.5 million Puerto Ricans in the mainland United States, and their population there is growing three times faster than the nation's overall. Though Puerto Ricans have been leaving the island for the past decade, Hurricane Maria drove about 175,000 of them to the mainland, according to Mr. Cartagena of LatinoJustice PRLDEF. The states with the largest influx have been Florida, New York, Massachusetts, North Carolina, and Georgia.

There are special challenges in counting this new population. Yanidsi Velez-Bonet, Florida and Southeast Deputy Director of the Hispanic Federation Central Florida, said that Florida became the epicenter as plane after plane brought disoriented families to a world where the languages and cultures were alien to them. "We are in growing pains," she said. "We have a lot of transient families who basically are moving every six months and every year. We know that this is going to be a huge challenge for us during the Census process." She urged the Bureau to allocate the funding "to have accurate and bilingual information, not only to invest in the community outreach, but also through media. That is going to be key for our success as a community."

Puerto Ricans are also entering the Deep South, where state and county governments are doing "a horrendous job" of integrating them, according to Mr. Cartagena. "They don't know who Puerto Ricans are. Data shows that most Americans don't even know Puerto Ricans are citizens. Yet they come to places like Hinesville, Georgia, and I have lawyers there right now telling us horror stories about local government and how they're treating Puerto Rican migrants." He added, "This population is so used to being addressed with dignity on the island of Puerto Rico, and having them now face these issues and convincing them that they can listen to us—it's confidential, please participate—is a major challenge."

Ohio has also received many Puerto Ricans, and Commissioner Lilleana Cavanaugh cited a further challenge: political detachment. "One of our major concerns is the apathy that we see among the more elderly, more mature Puerto Ricans that have had to come back to the mainland and thinking, 'I'm going to be here for the rest of my days.'"

Vietnamese in Texas

Language and culture are important barriers to an accurate count of this community. Vietnamese Americans have the highest rate of limited English proficiency of any Asian American ethnic group, according to the 2010 ACS. At the same time, 13.5 percent of all Vietnamese families in the United States live below the poverty line, compared to the national average of 10 percent.

"Another challenge we face," said Jannette Diep, Executive Director of Boat People SOS-Houston, "is that Vietnamese Americans have a distrust of government agencies and a lack of faith in the mainstream services. This stems from the years of civil war and post-war persecution in Vietnam."

She believes that most Vietnamese Americans have heard nothing about the 2020 Census. Therefore, the Bureau's first challenge lies in making them aware that the Census will happen and that it has major consequences for their community.

The Bureau should partner with ethnic media to educate the community about Census 2020 and it should pay special attention to texting. "It seems that our community is more engaged when you text them," she said, "because they actually do respond back to our texting."

Use of the Vietnamese language is essential, and the Census Bureau must translate all materials, videos, messaging, and social media into Vietnamese.

Effective outreach is also essential. Census workers can improve the response rate, Ms. Diep said, by attending organized events in the Vietnamese communities, including the rural and Gulf coastal communities and the isolated areas that are the hardest to count. She advised recruiting and training community members, creating ambassadors of the Census who are also assistants in completing the form. In addition, she recommended that the Bureau partner with businesses, apartment complexes, temples, and churches, and provide resources on the Census as well as a table at the locations to provide Census assistance.

In addition, she urged partnerships with schools to educate Vietnamese young people about the Census so they could help family members complete the questionnaire.

Mayans in Florida

The Commission learned that indigenous populations from Latin America have established communities in states such as Florida. Many Guatemalans and southern Mexicans in this country are Mayans with their own indigenous culture, and the Guatemalan Mayans especially have fled severe repression in their homeland. Maria Rodriguez said there were more Mayans in Florida than one might expect, with a population in South Dade and a Mayan Guatemalan center in Palm Beach. Some indigenous Mexicans live in Pinellas County near Clearwater and Largo, and near Lake Okeechobee. Such hard-to-count areas are similar to yet different from hard-to-count areas in deep Florida's cities and the rural regions near Tallahassee. She noted that among the Mayans, "there are dozens of languages. So there is a challenge there."

African Americans

California is home to 2.5 million African Americans, the fifth largest Black population in the country. "A large swath of our communities here is hard-to-count," said Mr. Cosney. "We have about 150,000 Black immigrants here, about 136,000 incarcerated, and countless homeless individuals—all adding to the hard-to-count nature of our communities."

Black communities are not a monolith, he stressed. Nationally, about 25 percent of Latinos are Afro-Latinos. In California, African Americans comprise 6.5% of the population but 29% of the state's prisoners, and they are also seven times more likely to be homeless than their White counterparts. They live not just in metropolitan areas but throughout the state, "in many places where we don't have traditional infrastructure from a community-based standpoint, or even from a local government standpoint, to make sure that we have a full count."

In addition, he said, "A lot of our Black immigrant communities are African refugees and asylum seekers, many coming from Muslim countries," and they may add to "the fears that this Administration has talked about."

Blacks in California face some unique challenges. "The increased and rapid displacement of our communities—gentrification—is pushing our folk both into streets and into communities that have traditionally been under-resourced," Mr. Cosney said. "So, one big concern there is whether our cities and municipalities have the resources to get an accurate count of our rapidly exploding homeless populations."

Other panelists who work with organizations or constituencies with significant African American populations in areas such as North Carolina, New York, and Chicago addressed a broad variety of critical issues nationwide that were similar to those of other hard-to-count communities. Among these panelists' concerns were the need for local messaging and the mistrust of government.

7. The Digital Divide

For the first time, the Census Bureau will offer the Internet as a response mode and will promote it as the primary response option for 2020. Digitization has boosted productivity in the overall economy and given us powers few people in history ever imagined. But it has not given everyone these powers and that fact is a serious obstacle to the 2020 Census.

The Bureau is emphasizing a digital questionnaire to meet a Congressional mandate to improve efficiency and cut costs. It raises many red flags, and Ms. Velez-Bonet said that with the digital divide, along with the citizenship question and the language barriers, "We are basically setting up ourselves up not to have a fair and accurate Census."

PANELISTS CITED CHALLENGES IN SIX MAIN CATEGORIES:

- 1 ***Perceived lack of planning.*** The Bureau has conducted a significant amount of testing of the online response approach, but some panelists were still concerned that that unforeseen problems will arise.
- 2 ***Lack of digital connectivity.*** Numerous households in the nation have no broadband subscriptions. Like the citizenship question, the emphasis on digital will probably impair enumeration of immigrant communities, non-English speakers, and the impoverished. Rural populations are less connected to the Internet and their count will likely suffer as well.
- 3 ***Insufficient digital literacy.*** Many individuals who do have broadband—especially the elderly—are unknowledgeable or uncomfortable with the Internet.
- 4 ***Reaching and engaging residents who prefer not to participate online.*** Some research indicates that Latinos are distinctly more likely to prefer paper than Blacks or Whites.
- 5 ***Questions about the effectiveness of the form on mobile devices.*** Some stakeholders believe the Bureau needs to provide greater assurance that the form will function well on smartphones, which outnumber other kinds of computers.
- 6 ***Potential insecurity of data.*** Digital forms are vulnerable to outside tampering through hacking or other technological manipulation.

Perceived Lack of Planning

Joseph Villela, Director of Policy at the Coalition for Humane Immigrant Rights (CHIRLA), said Census officials had initially assumed the Bureau would have enough funds to plan and test the online version, but he believed misjudgments had occurred and “a lot of the process of planning has not been implemented at all.” Summing up panelist sentiment, Commission Co-chair Alex Padilla said that the decision to prioritize the digital approach “was driven as a cost saver, not as a result of new and proven methodologies that are more effective.”

As a result, many stakeholders believe that the American public may encounter harsh surprises with the implementation of the online form.

Lack of Digital Connectivity

The Commission heard testimony that the lack of broadband connections for some segments of the population will likely contribute to an undercount of these residents. A significant portion of the American public cannot use broadband. A [2018 report](#) from the Pew Research Center found that about a third of U.S. adults lack it in the home, and 53 percent of Latino households have no or limited home broadband.

Connectedness varies by region. For instance, Rep. Blanco of El Paso said that digitization “could alienate about 30 percent of the rural and border households lacking broadband Internet. And not only just the rural communities but communities like mine with folks who can’t afford Internet.” In North Carolina, 24 percent of households, primarily in rural and low-income communities, have no Internet service according to Ms. Carless. In South Los Angeles, Ms. Garcia said, a University of Southern California study found that 47 percent of households—almost half—lack this connection. She described these areas as ones with “high poverty, limited human capital, and a high concentration of people with disabilities.”

According to Ms. Katague, the California Emerging Technology Fund estimates that 31 percent of Californians are under-connected or completely unconnected. She has asked the Census Bureau how it will determine which 20 percent of households will receive the paper questionnaire. “They said they’ll use data from the NTIA [the National Telecommunications and Information Administration] and the FCC about broadband access. I continue to tell them that there’s a difference between broadband access and broadband subscription rate.”³

Some poor rural communities can find linking up to the Internet overwhelmingly difficult, noted Ms. Patiño Houle, Network Weaver for the Rio Grande Valley Equal Voice Network. To get Internet service, a household may have to pay for a company to install cable in its entire neighborhood. “So as you can imagine, in a rural community with low-income individuals, that is a crazy price for people to pay.”

Farm workers and the homeless are a particular challenge. Migrant workers travel often, and about the homeless Ms. Jacobs said, “There cannot be an online Census that reaches people who are living in their cars and parking lots. There cannot be an online Census that reaches someone who’s living in a garage or who’s living near an irrigation ditch or in a tent or under a tarp or in an onion field. There will be no reaching those most vulnerable to make sure that they are not only counted, but that we are accurately reflected in the decennial Census.”

³ “Access” refers to the availability of broadband in an area, while “subscription rate” refers to the actual households connected. A household can be deemed to have access if it is in an area where a connection is possible, whether or not it has a connection. Hence, in theory, an area could have just one subscription, but every household would be considered as having access. For Census purposes, only the actual connections are relevant.

Insufficient Digital Literacy

For many residents, filling out a paper form is simple and intuitive. An online form is different. Even accessing it requires basic knowledge of and comfort with the Internet, and some people with broadband lack these qualities.

This fact could affect the count of seniors across the country. Ms. Garcia observed that the elderly in all states had an easier time in 2010, because the Bureau conducted the Census primarily by mail. In 2020 many seniors, especially Latinos, may not have the digital skills to complete the form online.

"It will have a tremendous impact," Mr. Villela of CHIRLA said, and added that it will especially affect immigrants who are elderly and unused to the Internet. "We see that as a major obstacle."

Reaching and Engaging Residents Who Prefer Not to Participate Online

The Commission noted that according to NALEO Educational Fund research, a large share of the Latino population is likely to prefer completing the paper form for Census 2020 rather than the online questionnaire. In a 2018 survey of Latino residents, the organization found that 75 percent of the respondents expressed a preference for the paper form, and nearly 40 percent of respondents said it was not convenient to complete the form online.

In addition, in NALEO Educational Fund's 2018 assessment of the Providence County "End-to-End" test, the organization's survey of residents found that 40 percent of Latino respondents filled out the questionnaire on paper and sent it in by mail, 35 percent completed the questionnaire in-person with an enumerator, 20 percent completed the form online, and 3 percent completed the questionnaire on the phone. In comparison, 43 percent of Blacks and 36 percent of Whites filled out the form online, and these figures suggest that the Census will especially undercount Latinos if it relies too heavily on promoting the online format, or if there is a widespread belief that people must complete the form online. Thus, it is critical that the Bureau examine different population group preferences for participating in Census 2020, and adapt its operational plans to take these preferences into account.

Effectiveness of the Form on Mobile Devices

The Bureau seems to not have effectively communicated to stakeholders about the accessibility of the online form on devices other than desktops and laptops, such as smartphones. More people own them than desktops, and in Latino and other ethnic minority households they are often the only computer. Mr. Cosney noted that about 30 percent of African Americans use the Internet solely on their phones. Hence organizations continue to advocate for an effective, easy to use Census app. As Mr. Villela wondered, "How is the Census going to apply it on mobile devices? Can it be applied—instead of just a regular computer that needs a specific speed?"

Ms. Katague mentioned another deterrent to smartphone responses: cost. "Most of our under-covered folks use cellphones," she said, and asked whether they were going to waste their minutes filling out the form.

Vulnerability of Digital Information

Hacking is a major enterprise of some governments and sophisticated cyber-criminals might alter 2020 Census data itself. "There are going to be some people who will try to interfere with our efforts in this crazy world," Mr. Gonzalez said. The Bureau needs strong cybersecurity to protect this information, and it is uncertain how effectively it has addressed this challenge.

BEST PRACTICES

Panelists offered counter-strategies for Congress and the Bureau, focused on improving outreach. They should:

Invite libraries to participate and support them. Public libraries are the main source of free access to the Internet. The Commissioners learned that 99 percent of hard-to-count tracts lie within five miles of one, according to Gavin R. Baker, Assistant Director of Government Relations at the American Library Association (ALA). Libraries already partner with Complete Count Committees and other local organizations, and librarians are trusted messengers who inform individuals about the Census and help them apply online for Census jobs. In 2010, when the Census was primarily on paper, libraries nonetheless hosted over 6,000 Census Bureau QACs and Be Counted sites.

Some libraries are especially welcoming to immigrants and therefore even better opportunities for outreach. Deborah Chen, of the Civic Engagement Program of OCA, Greater Houston, said, "The Houston public library has a unique space called The Living Room where librarians actually bring in food for immigrants who share their cultural experiences. It's a networking session but it's really to create a welcoming space for families to bring their children and use libraries as resources. I believe that's one of the ways we'll be able to reach out to families with children and especially for low-income communities that use libraries as a resource for Internet access and books."

Make the form easy to use on mobile devices. They will be critical for the 2020 Census and the Bureau needs an effective questionnaire for them.

Make filling out the smartphone form cost-free. Ms. Katague wondered why Bureau could not ask cellphone providers: "Can you make this 800 number minute-neutral during the high time when the Census is being taken?"

Ensure that outreach and operational plans consider differences in residents' preferences for completing the questionnaire. In addition to making the online form as accessible as possible, the Bureau must acknowledge that many residents will not use that option and must plan accordingly. The Bureau must ensure that its outreach plans emphasize the full range of options available for self-response to the questionnaire (online, paper, and phone). It must plan to address the preference of many Latinos and other population groups to complete the form on paper and take this into account for its printing and processing operations.

NALEO Educational Fund's E-T-E research also found that 35 percent of Latinos participated by completing the form in person with an enumerator. Thus, it is critical that the Bureau conduct an effective NRFU operation, where enumerators obtain information in-person from residents who do not initially self-respond. This need is particularly salient in light of the December 2018 report from the GAO, which raised serious concerns about the Census Bureau's inadequate in-person NRFU procedures in the E-T-E test. The Bureau must take swift action to address the issues raised in the report, and to ensure a sound NRFU operation.

Safeguard against hacking and fake news. The Bureau needs to make effective use of cybersecurity specialists—and the federal government employs many thousands of them—to prevent manipulation of Census data.

8. Reaching and Counting People in Their Own Language

People speak an enormous variety of languages in the United States and those with limited or no English proficiency are among the hardest to count. One panelist testified that of the 2.6 million people living in Brooklyn, perhaps 47 percent of the borough's population speak a language other than English.

The Commissioners heard from Daniel Ichinose of Asian Americans Advancing Justice—Los Angeles that about 1.7 million Asian Americans dwell in Los Angeles County alone, more than in any other county in the nation. Los Angeles County also has 68,000 Pacific Islander residents, more than any county outside Hawaii. He estimated that one in three Asian Americans in California and one in ten Pacific Islanders are limited in English proficiency. They therefore face challenges in engaging in the Census. In some Asian communities, a majority or near majority of people are limited English proficient. For instance, statewide 52 percent of Vietnamese, 48 percent of Koreans, and 46 percent of Hmong fall in this category. "We have dozens of ethnic groups, dozens of languages spoken," he said. "And this diversity presents even greater challenges to response."

AMONG THE OBSTACLES IN 2020:

Linguistic isolation. The printed form will only be available in English and Spanish, and it is unclear how many people who do not understand these languages will realize that they can get language assistance online.

The Census Bureau will offer the Internet self-response in 12 languages, and online assistance with the Census questionnaire in almost the same 12 languages. Nonetheless, 12 languages are insufficient for the linguistic diversity of the United States, and the Bureau will fail to make meaningful contact with many individuals. For instance, the City of Los Angeles offers comprehensive election assistance in 12 languages, and among them are Armenian, Kami, Farsi, Hindi and Thai, all spoken by significant portions of the city's population and all absent from the Bureau's list.

Linguistic isolation imposes limitations that extend beyond inability to read a Census form. For instance, it can restrict knowledge about the wider society. Mr. Ichinose told Commissioners that early results from focus groups suggest that very few Asian populations know that the Census is approaching in 2020, or even what it is.

Lower level of literacy. Mr. Villela stated that even among Spanish speakers, who do have materials in their own language, immigrant communities have a level of illiteracy that Census officials have to address. He asked how the public could be certain that the Bureau and other organizations could deploy enough field assistance to enable these people to fill out the forms.

Language variants. “We know very well that the Spanish from one country is somewhat different from that in another,” Mr. Gonzalez said. “It’s not that they are different languages, but just that you can connect better with people if you’re speaking similarly and using similar accents.”

BEST PRACTICES

The Bureau will require robust language assistance to engage limited English proficient populations. The Bureau should:

Expand the number of languages for Internet self-response and online questionnaire assistance.

Make best use of the smaller number of workers in the field fluent in a language other than English. If the Census Bureau does not expand its field staff, it must address the need for the remaining members to reflect the varied communities and be competent linguistically and culturally.

Promote the sharing of resources. The Bureau can help ensure that areas with an abundance of funding and other resources share them with areas that have less. “We can’t afford not to share those resources,” Mr. Ichinose said, “given the vast diversity in our communities and the dozens of languages that we’ll need to be engaging folks in.”

Assist local governments in engaging with immigrant communities. For instance, the City of Los Angeles works with these communities in several ways, Ms. Garcia explained. First, the Mayor’s Office of Immigrant Affairs “does a great job in engaging our immigrant population in local government.” Individuals can rely on this office for the services, information, and resources that they need. Second, the City works collaboratively with community organizations and with schools. For example, the Los Angeles Unified School District administers a campaign called We Are One LA Unified that provides information and resources to immigrant students and their families, and the City is integrating Census 2020 into this program.

Focus on consulates. The Census Bureau can do valuable work with consulates. “The newer immigrant communities who need services go to them a lot, often for passports, documents for renewal, especially for DACA,” Ms. Gomez said. She added that the Mexican consulate in New York City has been working in tandem with local organizations to do outreach.

Don’t ignore Spanglish. Mr. Gonzalez said, “An all-hands-on-deck, all-of-the-above approach means it has to be multilingual, not only in English and Spanish but also in Spanglish.”

9. The Very Young and the Old

Very Young Children

The Census typically undercounts the youngest children. In the 2010 Census, demographers estimate that a net undercount occurred nationwide among all children under 5. These overlooked youngsters were disproportionately Latino and African American, and experts estimate that the Census missed about 7.1 percent of very young Latino children in 2010, nearly twice the rate of their non-Hispanic counterparts (4.3 percent).

In some states, this problem is intensifying and it will cause numerous, multi-dimensional consequences. For instance, according to Whitney Tucker of North Carolina Child, in the decade since 2010, the young Latino population in her state has grown substantially, and Latinos account for 20 percent of the state's children under age 5, though they remain less than 10 percent of its total population.

Researchers have determined that if North Carolina had counted all of the state's young children in the 2010 Census, it would have gained an additional seat in Congress. "If we fail to do so again in 2020, we will jeopardize our Congressional representation," said Ms. Tucker.

The nation will face a second consequence in the longer term. As explained more fully below in Section 11, the ages 0 through 4 are a critical time for preparing children for the educational and many other varied opportunities the world provides. The uncounted children tend to live in high poverty areas, those served by initiatives that help give them this preparation such as Head Start and Early Head Start, and support for these programs depends in part on Census numbers.

At stake is federal funding not solely for Early Head Start and Head Start, but for a multitude of other programs that assist young children. For instance, half of all children nationwide have their births paid for by Medicaid. Federal funding sustains the national school lunch program (which provides free breakfast and free and reduced-price lunches for students, and which can be fundamental for their nutritional requirements), Title I funds for schools with low-income students, funding for services provided through the Individuals with Disabilities Education Act, funds for the special needs population, and Title III funds for limited English proficient students.

In Miami-Dade County alone, Ms. Mendez-Cartaya estimated that the undercount of around 18,000 children in 2010 caused its public schools to lose \$51 million they should have received over the decade, or \$5 million per year. "Ensuring every child is counted is critical for us," she said.

North Carolina receives more than \$16 billion in Census-derived funds for vital programs and services, and of that sum, \$5 billion goes directly to programs that support children. An undercount of young Latinos will cut into the funds available for all children.

Children are difficult to count for many reasons. For instance, while the Census may miss the whole family, the vast majority of uncounted children in 2010 lived in households that completed a Census form. In such cases, the head of the household may simply neglect to list a child on the form. Some children are not part of a traditional family as we might think of it, said Dr. Maria T. Riestra-Quintero, Chief of School Readiness and Early Childhood Programs, Office of Community Action and Human Services Department for Miami-Dade County. A child may live in a foster home, or in a complex living arrangement with a relative or non-relative, or in a multi-generational household with perhaps two families in the dwelling, or in families with joint custody. The family may be mobile or homeless. These situations are all conducive to the omission of very young children from the form.

BEST PRACTICES

The Census Bureau Should:⁴

Ensure that the ICP program includes specific messaging and strategies on counting very young children. For example, the Bureau should remind households to include “unrelated children” at every opportunity. Such special attention is particularly important given the high percentage of children uncounted in 2010 who were left off of households’ Census forms.

Create partnerships with government agencies, businesses, and institutions that reach families with very young children. The Bureau should work with businesses to reach their customers through services and product message placements, enter into partnerships with state and local governments that provide family services, and engage in collaborative efforts with health services providers, including pre- and post-natal programs, pediatricians, and community clinics. It should also partner with elderly population service providers to reach multi-generational households and initiate collaborative efforts with childcare licensing agencies for public and private foster care providers.

Make the Bureau’s Statistics in Schools program more robust. This program provides resources to educators about the everyday use of statistics and affords an opportunity to promote Census participation to students and their families. The Bureau should expand this program more for Pre-K education, with robust partnerships with Pre-K providers.

The Elderly

Reliance on the Internet will likely make the elderly harder to count. For seniors the Census questionnaire was easier to fill out in 2010, because every form was on paper. Today, especially in immigrant communities, the elderly may not have an Internet connection or may lack the technological literacy to participate.

BEST PRACTICES

The Bureau should:

Implement special efforts to work with government agencies that focus on the older population. Esteban Bovo, Jr., Miami-Dade County Commissioner, noted that his County has an Office of Elderly Affairs, and many other cities also have committees devoted to the elderly. They offer free lunches and exercise programs, and, he said, “This is something that has been robust now in Miami-Dade County for a long time. We use that as a backdrop to communicate Census participation to that elderly population.”

Partner with the AARP, which has increased its involvement in these issues and heightened its efforts in the Latino community. “It was a blind spot for them for a long time, so perhaps that’s an area that we could mine more for participation and collaboration,” Commissioner Bovo suggested.

⁴ These Best Practices are based primarily on analyses by the NALEO Educational Fund rather than testimony from panelists.

Focus on young people as a gateway to the elderly in key communities. Ms. Metellus, Executive Director of the Haitian Neighborhood Center Sant La, said, “We are a young community, and so the bonus in that is that children and grandchildren can also play a role in encouraging the adults to participate. I suspect that, in the Haitian community, it’s going to be the young folks who motivate the older folks to go ahead and participate.”

10. The Housing Challenge

The Homeless and Residents of Low-Visibility Housing

Mr. Villela told Commissioners that low-visibility or non-traditional housing is a major cause of the undercount of immigrant communities. As noted, a significant proportion of new immigrants, rural residents, and farm workers live not in the classic nuclear family household, but rather in multiple, complex ones. Ms. Jacobs said, “My work has been on rural low-income residents and migrant and seasonal farm workers for whom we found there was a mega undercount, not just a differential undercount.”

Some of these individuals, she noted, “live under someone’s porch, in someone’s back yard, under a camper’s shell. They live along rivers. They live in parking lots. Someone renting out a garage will not receive a Census questionnaire. The Census is not designed to reach people in special and vulnerable populations.”

Mr. Cosney testified that a large percentage of the Black community in California is hard-to-count, and gentrification is pushing Black people into the streets and under-resourced communities. He concluded, “So one big concern here is: Do our cities and municipalities have the resources to get an accurate count of our rapidly exploding homeless populations?”

Ms. Jacobs raised issues related to the Bureau’s address canvassing, the process by which it validates or corrects the addresses of every household for its Master Address File. She queried, “If you live in multi-unit housing, unconventional housing, under someone’s porch, what is your address? Does the Master Address File have you in the address? It’s doubtful.” The Bureau needs to reach housing units by defining them in a way that makes sense for immigrant, low-income, and complex households, and to achieve this result, it requires more effective address canvassing.

Disaster Victims

Dr. Benjamin-Alvarado provided his testimony at a time when a “bomb cyclone” was causing historic flooding in his state of Nebraska, with over \$1.3 billion in damage. “Fifty-three municipalities and half our counties are being impacted,” he said. “And how is FEMA money going to come to the state? It’s going to be based upon the Census.” Since the only population growth in Nebraska’s rural areas has come from Latinos, an undercount of them there will diminish aid for future disasters, just as climate change is rendering them more likely. The threat here goes to every undercounted area that a catastrophe might strike.

The Incarcerated

Imprisonment presents challenges for enumeration accuracy along two dimensions. The first involves the precision and process of inmate count. Commissioner Anaya noted that the Cook County Jail was in her District, and yet even she had to ask, "What is the process with our jail population and how do we count them?" The second, as Mr. Cosney said, arises from "the revolving door of incarceration, which means there's a lot of destabilization in Black communities. Some of the same situations as in migrant communities are happening here. Where are we catching these folk? Where are they stopping to get Internet to fill out the Census?"

11. The Funding Shortfall

The Commission learned that a number of deficiencies in the 2020 Census have arisen from insufficient funding. Although the federal government has rarely lacked funds for goals it considers important, the Bureau is not receiving the level of appropriations required to conduct the 2020 Census.

Congress has a duty to pay for an accurate and complete Census, and yet so far it has ignored that obligation. In September 2018 the GAO estimated that life-cycle funding for the 2020 Census would total \$15.6 billion; however the amount has not been provided. As a result, many components of the Bureau's ICP program were delayed or scaled back, and the Bureau has envisioned eliminating a field questionnaire assistance presence.

Rosa Tock, Legislative and Policy Director for the Minnesota Council on Latino Affairs, testified, "A challenge that we now face is that the Census Bureau reduced its presence from eight locations that were all over the state to three offices, in the Minnesota area, Rochester, and Duluth."

In 2010 a late infusion of about \$100 million came from the American Reinvestment Recovery Act and it enabled the hiring of partnership assistants and funded local communities to do outreach. It is unclear whether the resources provided in FY 2019 and FY 2020 will come even close to providing the support needed for effective partnership and outreach efforts. The language in the Committee reports accompanying the FY 2019 appropriations bill attempted to remedy some of these problems, but funding is still inadequate.

The amounts provided for the Census are minuscule compared to the amounts at stake. Maria Rodriguez, Executive Director of the Florida Immigrant Coalition, cited estimates that a full tally of the hard-to-count in Florida would cost \$39 million. That is less than one percent of the \$44 billion in federal funds that Florida received in 2016 alone.

In other words, small spending increases can leverage large gains. A [research report](#) from the Fiscal Policy Institute indicated that if New York State invested \$40 million in the Census, it could realize a return of hundreds of millions or even billions of dollars.

Dr. Riestra-Quintero emphasized that a completely funded Census saves society money in a much less obvious area: programs that promote early childhood development and the well-being of their families. In the first year of life, a child's brain is forging "millions and millions" of connections, and by age three the brain has created networks that last a lifetime. "If from 0 to age 4, our children's patterns of growing up are good, then when they enter school they are positive and everyone is happy. But if we neglect this population, the patterns are very hard to break. Instead of early intervention, we're talking remediation. So the costs are quadrupled, really."

Census-funded programs can prevent the expense of and need for remediation. "Children who live in poverty are less likely to have access to the building blocks of their success," she said. "You need a stable family. You need adequate nutrition. You need high-quality early childhood development. You need health care and you need a safe neighborhood. All of these promote brain development and the social and emotional skills, the self-regulation skills that help kids succeed." The Census determines federal funding for Early Head Start and Head Start, as well as numerous other programs that can play important roles in a child's development. "So at the end of the day," she concluded, "yes, funding is necessary. Why? This is why."

BEST PRACTICES

Increase the funding to obtain a more accurate Census. The Administration's FY 2020 budget request is \$7.2 billion, while advocates support \$8.5 billion to adequately fund the peak operations of Census 2020. In addition, it is critical that the full amount of this funding be immediately available at the beginning of FY 2020 — October 1, 2019, when the Bureau will be involved in its final and most critical preparations for the decennial enumerations. The Bureau cannot conduct its operations in a sound manner if must weather the kind of funding delays and interruptions it saw in previous fiscal years, such as the partial government shutdown or the continued failure of Congress to agree on a budget bill.

Make the case for return on investment. Funding the Census more than pays for itself, since an accurate count makes our nation, states, cities, and companies more prosperous.

12. Policy Recommendations

The decennial Census involves the nation's largest peacetime mobilization of personnel and resources. Because of the complexity of this undertaking, there are key opportunities for a broad range of organizations and institutions in both the public and private sector to take action to ensure a fair and accurate Census 2020 count. However, federal government policies and actions drive every aspect of the enumeration, including the compilation of the Master Address File; the implementation of the ICP program; the administrative, technological and operational components of collecting data through self-response and NRFU; and the compilation of data and production of data products. In light of the critical responsibility the federal government has for ensuring a fair and accurate Census count, this report's recommendations focus primarily on actions that Congress, the Administration and the Census Bureau need to take.

CONGRESS

Congress has the responsibility of overseeing the Executive Branch's efforts on Census 2020, and it "holds the purse strings" for resources the Bureau receives. Our recommendations:

- Congress must not rely on the U.S. Supreme Court or the Administration to act to remove the citizenship question from Census 2020. It must enact legislation to eliminate the question.
- Congress must continue to conduct oversight hearings to determine Secretary Ross's rationale for adding the question and to help ensure greater accountability by the Executive Branch for its actions.
- Congressional appropriators must provide the Census Bureau with at least \$8.5 billion for FY 2020. They must make the full amount of this funding immediately available at the beginning of FY 2020, when the Bureau will be involved in its final and most critical preparations for the decennial enumeration.
- Members of Congress are uniquely positioned to make the case for the return on the investment of funds for Census 2020. This funding repays itself, often many times over, since an accurate count confers so many benefits on our nation, states, cities, and companies.

THE WHITE HOUSE AND THE DEPARTMENT OF COMMERCE

The White House and the Department of Commerce have created many challenges for efforts to achieve an accurate and fair Census 2020 count. The Administration must immediately change the direction of actions that would thwart the Constitutional mandate to obtain a full count of every resident of our nation. Our recommendations:

- The Department of Commerce must reverse its decision to add the citizenship question to Census 2020. It should work with the Bureau to develop communications and outreach strategies to undo the damage that has been done by the public dialogue around the issue.

- The White House and the Department of Commerce must send a strong and unequivocal message that they will comply with the protections in federal law that safeguard the confidentiality of information provided to the Census Bureau. This must be a “top-to-bottom” effort, which starts with the President, and is amplified through every federal agency. Administration officials should cease making statements or taking actions that might suggest they intend to ignore or undermine these protections.

THE CENSUS BUREAU

The Census Bureau has navigated many challenges in the preparations for Census 2020, and still faces funding and operational constraints. However, there is still much the Bureau can do to ensure a fair and accurate count for Census 2020, and in many cases, these efforts involve building on the foundation of efforts that are already underway. Our recommendations:

The Citizenship Question

- The Bureau must advocate with the Administration to comply with the confidentiality protections for Census data and ensure its own compliance. This should also be a key element in its outreach and communications efforts.
- If the citizenship question remains on the Census 2020 questionnaire, the Bureau must take aggressive actions to mitigate its negative impact. The Bureau must revise the ICP to consider the impact of the question, which includes testing on the messages and messengers who might be able to overcome residents’ fear of responding. The Bureau must also provide stakeholders with important information about how the enumeration will proceed if the question remains, including information relating to what will happen if the respondents leave the citizenship question blank, and whether and how the Bureau will use administrative records to impute answers to the question.

Overall Outreach and Communications

- The Bureau must use FY 2019 funding for ICP and local assistance activities in a sound and effective manner, adhering to the mandates in the appropriations report language for increasing partnership program staff, expanding targeted communications activities and establishing community-based QACs in hard-to-count communities.
- The Bureau should promote and support a broad and diverse range of partnership and outreach strategies including:
 - Supporting statewide and local Complete Count Committees;
 - Working actively with Census liaisons in state and local government;
 - Strengthening partnerships with “trusted” community organizations, institutions and individuals, such as health clinics, worker centers, faith-based organizations, schools, consulates and libraries; and
 - Promoting a full range of community “Get-Out-the-Count” (GOTC) activities, including “train the trainer” efforts, celebratory outreach events, arts activities, and in-person contacts.

- While the Bureau has conducted a significant amount of research on the messages that most resonate with hard-to-count communities, it should also work with partners who are familiar with those communities and the best way to reach them. This includes:
 - Working closely with and investing significant advertising dollars into ethnic radio, broadcast, and digital media.
 - Using social media in a strategically-targeted manner.
 - Framing messages that emphasize the impact of an accurate Census count on local communities and residents' everyday concerns.
- The Bureau should conduct its partnership program in a robust way on an ongoing basis, rather than just ramping it up for each decennial enumeration.
- The Bureau should clarify on its job application website and in other materials that it will hire work-authorized non-citizens as outreach staff and enumerators. It should also provide clearer information to stakeholders about the application process for these positions.
- The Bureau should provide real-time feedback to community groups as the enumeration proceeds, providing them with response rates down to the block level.

Reaching Residents in Non-traditional Housing

- All components of the Bureau's address canvassing, ICP and other operational plans must take into account the diversity of living arrangements in our nation, including rural residents in remote areas, persons displaced by natural disasters or economic challenges, the homeless and the incarcerated. It is particularly important that the Bureau have effective strategies for both identifying households living in these areas and arrangements, and for reaching them effectively.

The Digital Divide

- The Bureau should enhance its communication with stakeholders about the extent of its testing of the online form. Many perceive that the technology has not been tested adequately, and fear that the Bureau is unprepared to implement it.
- The Bureau must enhance the accessibility of the online form, by making it easy to use on mobile devices, with cost-free form completion. It should also partner with institutions that can make computers available for online completion like libraries or education centers.
- The Bureau needs to ensure that it both implements the best possible cybersecurity practices, and also educates the public about these protections. It should work with social media companies and online watchdogs to fend off persons spreading false rumors to suppress the count, or other entities which would disseminate misinformation or counterfeit Census sites. It also should work with cybersecurity experts to prevent manipulation of Census data.
- The Bureau must consider the self-response preferences of different population groups for its outreach and operational plans. This includes comprehensive outreach about the different options available for self-response and sound preparations for printing and processing of paper forms. In light of the large share of hard-to-count populations the Bureau may need to reach through NRFU, the Bureau needs to address issues which arose during the E-T-E test and any others which would impair its NRFU efforts.

Reaching and Engaging Residents in Their Own Language

- The Bureau should expand the number of languages it provides for internet self-response and for online questionnaire assistance.
- In light of the smaller number of field staff it intends to deploy, the Bureau must make the hiring of staff with linguistic skills and cultural competency a particularly high priority.
- The Bureau must help ensure that resources from one area are shared with other areas, and should promote the sharing of resources between language communities.

Ameliorating the Undercount of Very Young Children

- The Bureau should ensure the ICP program includes specific messaging and strategies on counting all very young children in a household. This is particularly important because the majority of children uncounted in 2010 were those left off of households' Census forms. For example, the Bureau should remind households to include "unrelated children" at every opportunity.
- The Bureau should create partnerships with a broad array of government agencies, institutions, businesses, and other entities that reach families with very young children. In doing so, it should take into account the diversity of caretakers for these children, such as grandparents and foster families.
- The Bureau should make its Statistics in Schools program more robust, expanding the program more for Pre-K education and creating partnerships with Pre-K providers.

Reaching Older Residents

- The Bureau should make special efforts to work with government agencies and private organizations that focus on the older population.
- The Bureau should recognize the importance of young people who in certain communities can motivate older residents to participate in the Census, and it should enlist them in efforts for multi-generational outreach.

CONCLUSION

An accurate Census would be a win for our society, as it always has been; it would bring manifold benefits to democracy and heighten the prosperity and well-being of all of our residents. Moreover, our nation has always relied on the Constitutionally-mandated Census, almost as it has on science itself, and an accurate Census would be a victory for truth and nonpartisanship in a world that has found them in increasingly short supply.

Today, Congress, the White House, the Department of Commerce, and the Census Bureau face a serious challenge. This Commission, after taking testimony from more than 50 well-informed individuals, believes the 2020 Census will be gravely and needlessly flawed, with consequences that will harm everyone but especially immigrants, and that the impact will linger for years. As Mayor Eric Garcetti said, "We all will pay for that one way or another."

However, we offer another alternative based on the sentiment of civic responsibility and our engagement at the most basic grassroots level. NALEO Educational Fund is committed to working with Congress, the Administration and the Census Bureau to implement this report's recommendations, and to make a fair and accurate Census 2020 a reality.

Objectives and Scope of Activities:

The Commission's purpose is to highlight 1) the challenges posed by ongoing and emerging policy developments to a fair and accurate count of the Latino community and all of America's residents in Census 2020; and 2) national and local policy recommendations and best practices to ameliorate those challenges.

The Commission shall carry out the foregoing activities in part by convening no less than five regional field hearings to solicit testimony from public officials, community organizations, and other stakeholders who are familiar with hard-to-count communities in the region, about the following:

- The impact of the Bureau's Census 2020 operational plans on Latinos and other hard-to-count communities, including the changes from approaches used in Census 2010;
- The impact of the addition of a question on citizenship to Census 2020, including the effect on Latino participation in the Census;
- Assessment of community members' experiences with the Bureau's communications and outreach activities;
- Best practices for reaching and engaging Latinos to participate in Census 2020, including recommendations for ameliorating the undercount of very young Latino children (under 5) which occurred in Census 2010; and
- Any other issues relevant to the purpose of the Commission.

The Commission shall prepare a final report with its findings, and NALEO Educational Fund will disseminate the report to national and local policymakers, civic and community leaders, the media, and other stakeholders.

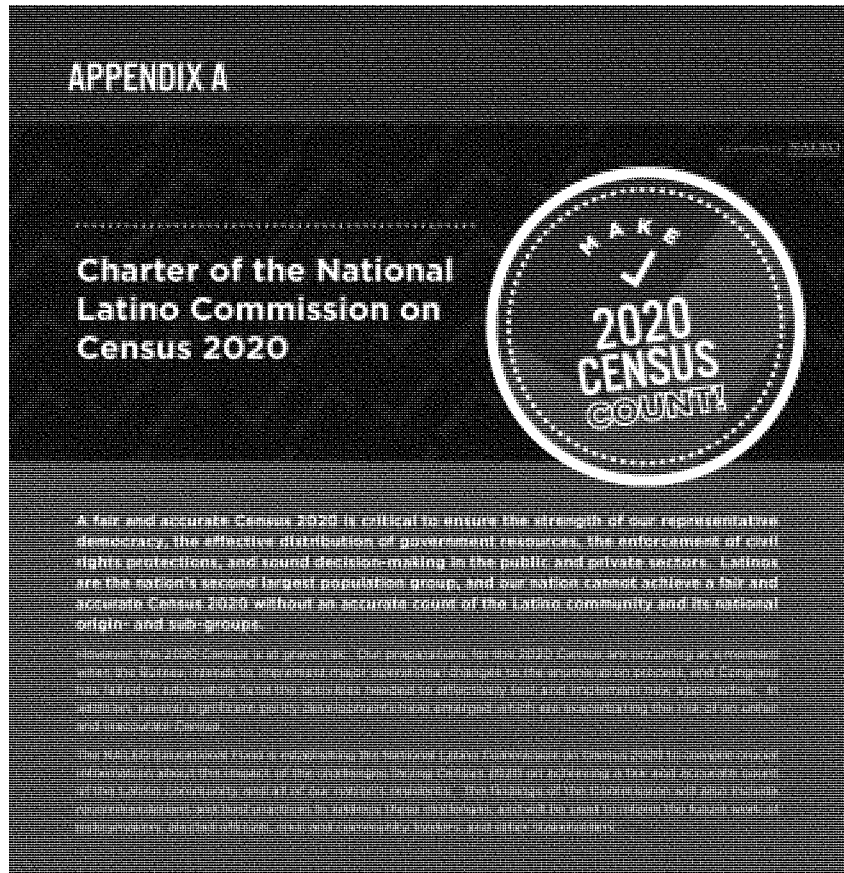
Membership and Qualifications:

The Commission shall be composed of up to nine members appointed by the NALEO Educational Fund in consultation with the Chair of the Board of the NALEO Educational Fund and the President of NALEO. To the extent possible, the membership of the Commission shall reflect the gender, national origin and sub-group, and geographic diversity of the Latino community. Members shall be appointed for the life of the Commission, and have the qualifications as set forth below.

Members of the Commission shall be Individuals who:

- Are of recognized standing in the Latino community with a background in elected office, other public service, or civic engagement; and
- Have experience with or expertise on Census issues.

The Commission may invite Guest Commissioners to join the Commission at each regional hearing.



Official Designation: The National Latino Commission on Census 2020

Establishment: NALEO Educational Fund established the Commission to help ensure a fair and accurate count of Latinos and all of America's residents in Census 2020.

**Estimated Number
and Frequency
of Meetings:**

The Commission shall hold no less than five regional field hearings for the duration of Commission. The Commission shall determine the frequency of other meetings to discuss Commission matters, including findings from the hearings and the preparation of the Commission's report. These meetings can be conducted telephonically or through other telecommunications technology.

**Responsibilities of
Commissioners:**

All Commission members are expected to:

- Demonstrate a commitment to open discussion and sharing of ideas with fellow Commission Members and individuals who testify or submit testimony to the Commission.
- Review materials distributed prior to Commission hearings and meetings.
- Attend hearings and meetings prepared to listen carefully to testimony, raise questions, and provide input and make recommendations on the issues discussed.
- Provide feedback on the Commission report and other Commission issues as requested.

Members of the Commission shall receive no compensation for their service, but will be reimbursed for any reasonable travel expenses incurred for Commission activities.

**Office Responsible for
Providing the Necessary
Support to the National
Latino Commission on
2020 Census:**

NALEO Educational Fund is responsible for providing the funding, organizational and logistical support for the Commission.

This shall include designating staff to 1) work with the Commission co-chairs to schedule hearings and meetings; 2) develop meeting agendas; 3) conduct outreach about public hearings and other Commission activities; 4) assist with the preparation of the final Commission report; and 5) conduct other support responsibilities as may be necessary.

**Organizational
Structure:**

NALEO Educational Fund shall designate the co-chairs of the Commission. The co-chairs will determine the process for designating which Commission member(s) will preside over each hearing or meeting. The Commission shall adopt any rules it deems necessary to govern the operations of its meetings.

Termination:

The Commission shall terminate 60 days after the date on which the Commission publishes its final report.

Record Keeping:

The Commission shall keep an accurate and complete record of the actions and meetings of the body. Such record shall be made available for public inspection.

APPENDIX B

National Latino Commission on Census 2020 Commissioners

The Honorable Lubby Navarro (Co-Chair)

School Board Member, District 7
Miami-Dade County Public Schools, Florida

The Honorable Lubby Navarro was born in Havana and has lived in Miami for over 33 years. A NALEO Board Member, she has broad community and civic engagement experience. She began her career in public service in 1995 as a legislative assistant to several members of the Florida Legislature, where she worked on key legislation, appropriations requests, and constituent matters for member districts throughout Miami-Dade County. Board Member Navarro was the lead administrator overseeing Miami-Dade County's U.S. Census 2010 Complete Count Committee, coordinating a community-wide awareness and outreach plan to ensure that all county residents were counted. In that year, she also served on the County's United Way Leadership Cabinet Committee, and as member of the City of North Miami's Haitian Earthquake Task Force. She represents the School Board of Miami-Dade County on various official boards, agencies, and committees. Board Member Navarro is an active member of the United States Coast Guard Auxiliary and Senator Marco Rubio has appointed her four times to the Military Service Academy Nomination Board. In the past year, she has received awards for her service from the Junior League of Greater Miami and the League of United Latin American Citizens.

The Honorable Alex Padilla (Co-Chair)

Secretary of State
State of California

The Honorable Alex Padilla is a past Board President of NALEO whose parents emigrated from Mexico and raised their family in the working class community of Pacoima, California. He attended local public schools and went onto graduate from MIT. Elected at age 26 to the Los Angeles City Council, he went on to become its President and a California State Senator. On January 5, 2015, he took office as the state's first Latino Secretary of State. He soon became nation's first Secretary of State to refuse the White House's request to obtain personal data on every voter through its troubled Presidential Advisory Commission on Election Integrity, since disbanded. In 2015, he sponsored legislation to establish vote centers, expand early voting and implement same-day conditional voter registration through the Voter's Choice Act. Secretary Padilla also sponsored the New Motor Voter Act which will eventually register to vote every eligible California citizen who goes to a DMV office to get a driver's license or renew one, potentially registering millions. By 2016, when Secretary Padilla oversaw the state's general election, he had helped add upwards of one million registered voters to the rolls, and on Election Day a record number of Californians had not only registered but voted. In April 2019, Governor Gavin Newsom appointed Secretary Padilla to serve as Chair of California's Complete Count Committee.

Ms. Lilleana Cavanaugh

Executive Director, Ohio Commission on Hispanic/Latino Affairs

Ms. Lilleana Cavanaugh has been active in the Latino community in Ohio for the last 23 years. As Executive Director for the Ohio Commission on Hispanic/Latino Affairs, she helps advise elected officials on Hispanic matters, connect Latino-serving organizations across the state, and build the capacity of Latino leaders and organizations. She has served with the Ohio Commission for the last eleven years, helping government, community-based, and private organizations work together to improve life for Hispanic Ohioans. She is also the Minority Affairs Coordinator for Governor John Kasich's administration. At the national level, Executive Director Cavanaugh has taken an active role in the United States Hispanic Leadership Institute (USHLI), and in 2016 it presented her with the Cesar Chavez Community Service Award. She also leads the national network of Latino Affairs Commissions, supports the NALEO Educational Fund's voter mobilization initiatives, and is actively involved with LULAC. She is a Certified Public Manager with an MBA from Capella University, and she is an expert on leadership development, community engagement, cultural competence and global communications. She is also a multicultural specialist who has lived and worked in Latin America, Africa, South East Asia, and Europe, and has often used this experience in her career.

The Honorable James Diossa

Mayor, City of Central Falls, Rhode Island

The Honorable James Diossa became Mayor of Central Falls at the age of 27, after the city had suffered financial scandals and declared bankruptcy. The son of textile mill workers from Colombia who fled drug cartel violence and lack of opportunity in the 1980s, he became the first Latino and the youngest mayor of this town of 19,000. He realized he had to act quickly to move the city past bankruptcy, as well as keep its residents encouraged about the future of the town. Mayor Diossa worked to improve infrastructure, get better sanitation equipment, and hire more police officers, and he opened a center to tutor children of immigrant parents who do not speak English fluently. He also brought an auto show to Central Falls, started a monthly Salsa Night in the summer, and secured millions in outside funding for the city. He is now in his second and final term, and Standard & Poor's has raised its rating of Central Falls to BBB. "Inspirational speakers in my schools said when you love what you do, you'll never work another day of your life," he told a newspaper. "That's where I'm at today."

The Honorable Pauline Medrano

Treasurer, Dallas County, Texas

The Honorable Pauline Medrano, the Board President of NALEO, has over 10 years of administrative experience in state and federal government and 10 years in corporate management. As Dallas County Treasurer, she chairs the County Financial Review Committee, and serves on the County Bail Bond Board and the Employee Benefits Committee. Treasurer Medrano has had a life of public service. She was elected to the Dallas City Council in June of 2005, and re-elected in 2007, 2009 and 2011. She served as Deputy Mayor Pro Tem from 2009-2011 and as Mayor Pro Tem from 2011-2013. While on the Council she was Chair of the Public Safety Committee, Vice Chair of the Dallas Convention & Visitors Bureau, and Vice Chair of the Quality of Life Committee, of the Housing Committee, and of Dallas Downtown Inc., and she chaired several ad hoc committees. In addition, Treasurer Medrano served as Vice Chair of the U.S. Census 2010 Advisory Committee and she is on Dallas' Complete Count Committee for the 2020 Census, chairing the Partnership Committee. Treasurer Medrano also served as Chair of the NALEO Educational Fund between 2012 and 2016. She is a Dallas native and earned a Bachelor of Arts degree in Political Science from the University of Texas at Arlington.

The Honorable Rosemary Rodriguez

Executive Director, Together We Count, Colorado

The Honorable Rosemary Eloisa Rodriguez is Executive Director of Together We Count, where she helps promote Census participation and nonpartisan redistricting among hard-to-count communities in Colorado. She has long been prominent in Colorado public service. She chaired the 2001 Colorado Reapportionment Commission, a constitutional body responsible for redrawing legislative districts after the 2000 Census. She served on the Denver City Council for three and a half years, and was Council President from 2005 to 2006. While a Councilor, she served on a 15-member panel investigating faults within the Denver Election Commission that may have contributed to problems in the 2006 elections, and she spearheaded election reform changes to the city charter which Denver voters approved. She has served as the State Director for U.S. Senator Michael Bennet, and as a Commissioner on the U.S. Election Assistance Commission, which she chaired in 2008. In 2015, she was elected to the Denver Public Schools Board of Education, representing Southwest Denver. Ms. Rodriguez also served on the NALEO Educational Fund Board from 2002 – 2006. She is a Colorado native and attended Metropolitan State College (now Metropolitan State University), where she studied political science. She has received numerous awards for service to her community.

The Honorable David Santiago

Florida State Representative, District 27

The Honorable David Santiago has served for the past six years in the Florida House of Representatives, where he is Vice-Chair of the Health & Human Services Committee, Vice-Chair of the Insurance & Banking Subcommittee, and a member of the Government Accountability Committee. He cites as among his major legislative accomplishments: new protocols for sudden infant death syndrome (SIDS), waiver of license fees for veterans through the Department of Health, tougher regulations against owners of collection agencies, and reformed laws about pharmacy benefit manager disclosure of prescription drug pricing to save people money on rising cost of medications. He has lived in Deltona, Florida for the past 27 years, but he was born in New Jersey and raised on Long Island, New York, where he attended Brentwood High School and was an active member of the local ROTC. After graduating, he married his high school sweetheart, enlisted in the Army Reserves, and shortly after moved to Deltona. Representative Santiago was a City of Deltona Commissioner from 2003 to 2007. Currently, he is a partner in a local insurance agency. He has three children and is a grandfather of two.

The Honorable J. Walter Tejada

Board Member, Metropolitan Washington Airports Authority, Virginia

The Honorable J. Walter Tejada was elected three times from 2003 to 2015 to Virginia's Arlington County Board, where he served as Chair in 2008 and 2013 and Vice-Chair in 2007, 2012 and 2015. Prior to 2003, he was an aide to Congressman Jim Moran. He has been instrumental in bringing community stakeholders together to address a wide range of issues. He served on the 2006 Governor's Urban Policy Task Force and he was the first Chair of the Virginia Latino Advisory Commission. At the regional level, he was elected Chair of the Human Services Policy Committee of the Metropolitan Washington Council of Governments (COG) in 2004 and 2005, and continued to represent Arlington in COG's Human Services and Public Safety Policy Committee, and was again elected Chair in 2015. Board Member Tejada has received innumerable awards for his activism. For instance, in 2008 NALEO nominated him, and he received, the prestigious Ohtli Award, given by the Mexican government to distinguished Latinos for their support of the Mexican community in the United States. Born in El Salvador, he moved to the United States at the age of 13 and attended George Mason University.

The Honorable John C. Vargas

Vice President, NALEO

The Honorable John C. Vargas, Vice President of NALEO, has served in public office since 2009, when he was elected to the Hawthorne School District Board of Trustees. On the Board of Trustees, he focused on creating policy to ensuring the academic and social success of the District's 9,000 students. Most recently, Vice President Vargas served on the El Camino Community College District Board of Trustees (2013-2018), holding the distinction of being the first Latino to ever serve on the Board. In this capacity, he focused on fiscal stability and increasing access to the District's successful program for all students. For nearly a decade, Vice President Vargas has held key leadership positions in public education since cofounding Global Education Academy, a successful public charter school serving disadvantaged youth in South Los Angeles. He has served as lead administrator for numerous charter schools and continues to support student achievement in his most current role as Chief Operating Officer of ISANA Academies, a successful charter school management organization with six schools in the Los Angeles region. Vice President Vargas holds a Bachelor's Degree in Political Science from UCLA and a Masters Degree in Linguistics from Cal State University Long Beach.

GUEST COMMISSIONER, MIDWEST REGIONAL HEARING**The Honorable Carlos Eduardo Tobon**

Rhode Island State Representative, District 58

The Honorable Carlos Eduardo Tobon represents the 58th district in Pawtucket in the Rhode Island House of Representatives. The son of Colombian immigrants, he first developed an interest in politics as a U.S. Senate page in 1999, and he was elected to the Rhode Island House of Representatives in 2014. He is the first vice-chair of the Committee on Veterans' Affairs. In addition, he is a member of the Committee on Finance and serves as the chair of its Subcommittee on Environment and Natural Resources, and he is co-chair of the Legislative Black and Latino Caucus. Among his legislative achievements, he authored a law to increase the number of poll supervisors and cut down on lines at polling places. He sits on the board of the NALEO Educational Fund.

APPENDIX C**Hearing Agendas****2018****National Latino Commission
on Census 2020****LOS ANGELES REGIONAL HEARING**

Friday, September 28, 2018

**National Latino Commission
on Census 2020****NEW YORK REGIONAL HEARING**

Wednesday, November 28, 2018

2019**National Latino Commission
on Census 2020****TEXAS REGIONAL HEARING**

Friday, January 29, 2019

**National Latino Commission
on Census 2020****FLORIDA REGIONAL HEARING**

Friday, February 15, 2019

**National Latino Commission
on Census 2020****MIDWEST REGIONAL HEARING**

Wednesday, March 20, 2019

APPENDIX D

List of Persons Providing Testimony to National Latino Commission on Census 2020

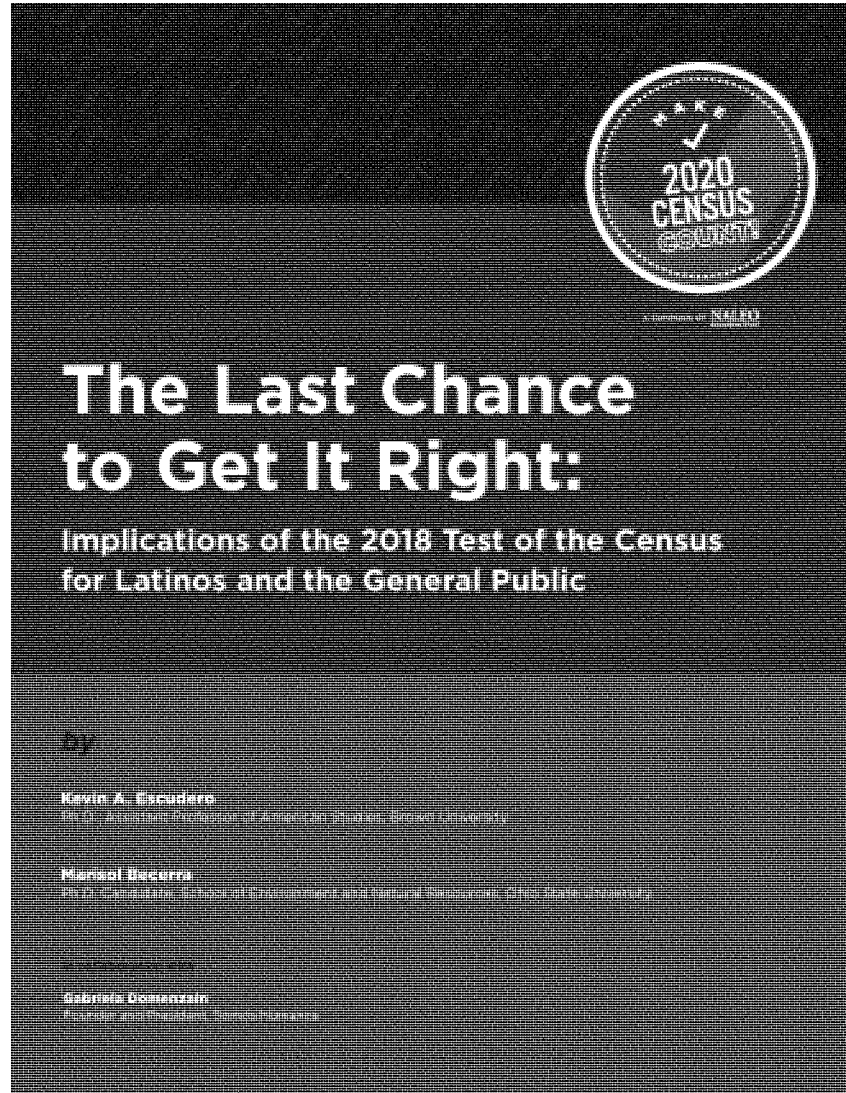
(titles and affiliations are as of the date of the testimony)

DATE	NAME	TITLE	ORGANIZATION/JURISDICTION	CITY	STATE
9/28/2018	Mr. Kevin Cosney	Organizing Coordinator	African American Civic Engagement Project (AACEP) at California Calls Education Fund	Los Angeles	CA
9/28/2018	The Honorable Eric Garcetti	Mayor	City of Los Angeles	Los Angeles	CA
9/28/2018	Ms. Maria de la Luz Garcia	Director	Census 2020 Initiative, Mayor's Office of Budget and Innovation, City of Los Angeles	Los Angeles	CA
9/28/2018	Mr. Daniel Ichinose	Project Director, Demographic Research Project	Asian Americans Advancing Justice - Los Angeles	Los Angeles	CA
9/28/2018	Ms. Hene Jacobs	Director of Litigation, Advocacy & Training	California Rural Legal Assistance, Inc.	Oakland	CA
9/28/2018	Ms. Ditas Katague	Director	California Complete Count, Governor's Office of Planning and Research, State of California	Sacramento	CA
9/28/2018	Mr. Joseph Villola	Director of Policy	Coalition for Humane Immigrant Rights (CHIRLA)	Los Angeles	CA
10/31/2018	Ms. Martha Arevalo	Executive Director	Central American Resource Center (CARECEN)	Los Angeles	CA
10/31/2018	Ms. Jacqueline Martinez Garcel	Chief Executive Officer	Latino Community Foundation	San Francisco	CA
11/28/2018	Ms. Patricia Campos Medina	Researcher	Rutgers University-Newark	Newark	NJ

DATE	NAME	TITLE	ORGANIZATION/JURISDICTION	CITY	STATE
11/28/2018	Mr. Juan Cartagena	President and General Counsel	LatinoJustice PRLDEF	New York	NY
11/28/2018	Mr. Steven Choi	Executive Director	New York Immigration Coalition	New York	NY
11/28/2018	Mr. Edward Cuesta	National Executive Director	Dominicans USA	Bronx	NY
11/28/2018	Ms. Lucia Gomez	Political Director	New York City Central Labor Council	New York	NY
11/28/2018	Mr. John Marion	Executive Director	Common Cause Rhode Island	Providence	RI
11/28/2018	Pastor Gifford Monroe	Director	Faith-Based & Clergy Initiatives, Office of the Brooklyn Borough President	Brooklyn	NY
11/28/2018	The Honorable Felix W. Ortiz	Assistant Speaker	New York State Assembly	Brooklyn	NY
11/28/2018	Ms. Caprice Taylor Mendez, EdM	Strategic Program Manager	Community Foundation for Greater New Haven	New Haven	NY
12/27/2018	Ms. Laura McQuade	President and CEO	Planned Parenthood of New York City	New York	NY
1/29/2019	The Honorable Cesar Blanco	State Representative	Texas House of Representatives	El Paso	TX
1/29/2019	Ms. Marisa Bono	Chief of Policy	Office of San Antonio Mayor Ron Nirenberg	San Antonio	TX
1/29/2019	Dr. Robert Brischetto	Former Executive Director	Southwest Voter Research Institute	Lakehills	TX
1/29/2019	Ms. Deborah Chen	Civic Engagement Program Director	Organization of Chinese Americans, Greater Houston	Houston	TX
1/29/2019	Ms. Cassie Davis	Research Analyst and State Policy Fellow	Center for Public Policy Priorities	Austin	TX
1/29/2019	Ms. Jannette Diep	Executive Director	Boat People SOS-Houston	Houston	TX
1/29/2019	The Honorable Adrian Garcia	Commissioner	Harris County Commission	Houston	TX
1/29/2019	Mr. Ernest Herrera	Staff Attorney	Mexican American Legal Defense and Educational Fund (MALDEF)	San Antonio	TX

DATE	NAME	TITLE	ORGANIZATION/JURISDICTION	CITY	STATE
1/29/2019	Mr. Clifton E. Miller	Co-Founder and Vice Chair	Minority Business Enterprise Institute for Public Policy	Dallas	TX
1/29/2019	The Honorable Ron Nirenberg	Mayor	City of San Antonio	San Antonio	TX
1/29/2019	Ms. Christina Patiño Houle	Network Weaver	Rio Grande Valley Equal Voice Network	Rio Grande	TX
1/29/2019	Mr. Michael Seifert	Border Advocacy Strategist	American Civil Liberties Union of Texas	Brownsville	TX
2/15/2019	The Honorable Esteban Bovo Jr.	Commissioner	Miami-Dade County Commission	Miami	FL
2/15/2019	Ms. Stacey Carless	Executive Director	NC Counts Coalition	Chapel Hill	NC
2/15/2019	Ms. Sami Haiman-Marrero	President and CEO	Urbander	Orlando	FL
2/15/2019	Ms. Iralda Mendez-Cartaya	Associate Superintendent	Miami-Dade County Public Schools	Miami	FL
2/15/2019	Ms. Gepsie M. Metellus	Executive Director	Haitian Neighborhood Center Santa La Inc.	Miami	FL
2/15/2019	Dr. Maria T. Riestra-Quintero	Chief of School Readiness and Early Childhood Programs	Community Action and Human Services Department, Miami-Dade County	Miami	FL
2/15/2019	Ms. Maria Rodriguez	Executive Director	Florida Immigration Coalition	Miami	FL
2/15/2019	Ms. Whitney Tucker, MPH	Research Director	NC Child	Raleigh	NC
2/15/2019	Ms. Yanidsi Velez-Bonet	Florida and Southeast Deputy Director	Hispanic Federation	Orlando	FL
2/20/2019	Mr. Kareem Crayton	Executive Director	Southern Coalition for Social Justice	Durham	NC
3/20/2019	Dr. Jonathan Benjamin Alvarado	Assistant Vice Chancellor and Professor of Political Science	University of Nebraska, Omaha	Omaha	NE
3/20/2019	The Honorable Alma E. Anaya	Commissioner	Cook County Board of Commissioners	Chicago	IL
3/20/2019	Mr. Will Gonzalez	Executive Director	Celba	Philadelphia	PA

DATE	NAME	TITLE	ORGANIZATION/JURISDICTION	CITY	STATE
3/20/2019	Ms. Kathie Kane Willis	Director of Policy and Advocacy	Chicago Urban League	Chicago	IL
3/20/2019	Dr. Tracy Najera, MPA, PhD	Executive Director	Children Defense Fund, Ohio	Columbus	OH
3/20/2019	Mr. Daniel G. Ortiz	Outreach Director	Policy Matters Ohio	Cleveland	OH
3/20/2019	Ms. Rosa Tock	Legislative and Policy Director	Minnesota Council on Latino Affairs	Saint Paul	MN
4/9/2019	Mr. David Siegrist	Unknown	Unknown	Unknown	Unknown
4/12/2019	The Honorable Cesar Chavez	Latino Caucus Co-Chair	Arizona Latino Legislative Caucus	Phoenix	AZ
4/15/2019	Ms. Ana Maria Argilagos	President and CEO	Hispanics in Philanthropy	Oakland	CA
4/15/2019	Mr. Gavin Baker	Assistant Director of Government Relations	American Library Association	Chicago	IL



Executive Summary

The 2020 U.S. Census is already the most controversial in decades. Many policymakers, community and civic leaders, advocates and Census experts believe that the accuracy of the 2020 Census is at serious risk, and that there are significant obstacles that will thwart a precise count.

Each decennial Census is a one-time effort, and therefore the Census Bureau undertakes extensive testing to identify potential challenges in advance. From March to July 2018, it conducted major components of its “dry run,” the End-to-End (E-T-E) Test, in Providence County, Rhode Island. The public’s experience with the E-T-E has serious implications for the success of the 2020 Census, and this report is an independent assessment of the E-T-E test. It has a three-part design: a survey of 918 residents who took the test, interviews with local civic leaders, and interviews with elected officials.

Key themes ran through all three groups. Among them were concerns about the government’s intentions in asking for and using information, challenges with online questionnaire response, and concern about effective communication about the importance and purpose of the enumeration. In detail:

RESIDENTS

- Overwhelmingly, residents agreed that a Census citizenship question will decrease participation in the 2020 Census.
- Spanish-language outreach and accessibility is imperative. Nearly half (42%) of Latino¹ households that participated in the E-T-E did so in Spanish.
- Personal networks and community-based organizations are the best means to spread information.
- Most Latinos preferred to take part in the E-T-E by mail and in-person, rather than online.

CIVIC LEADERS

- The public is uncertain about the importance of the Census, especially for members of hard to reach communities.
- Many fear and mistrust the federal government’s plans for the data.
- Civic leaders face challenges in conveying Census information to residents.

ELECTED OFFICIALS

- Residents overall mistrust and fear the federal government and Census workers.
- A great many residents tell elected officials that they fear abuse of the citizenship question and the targeting of undocumented households.
- A variety of challenges exists to community outreach and engagement.
- Support for completing the E-T-E test online was often absent.
- Local residents face barriers in working for the U.S. Census Bureau.

¹ For the purposes of this report we use the term “Latino” instead of “Hispanic” acknowledging the community’s use of the term “Latino” for self-identification. See Mora, G. C. (2014). *Making Hispanics: How activists, bureaucrats, and media constructed a new American*. University of Chicago Press.

This report recommends:

- The Administration or Congress must eliminate the citizenship question.
- The Census Bureau's outreach and enumeration strategies must take into account Latinos' preferences for responding to the questionnaire.
- The Bureau must have effective strategies to reach Spanish-dominant residents and support them in completing the questionnaire.
- The Bureau must provide clear, consistent communication early on with civic and community partners and elected officials about its plans for an accurate count.
- The Bureau's outreach and partnership strategies should include community education and training for the staff members and volunteers at local community based organizations that have regular and trusted contact with residents, especially in hard to reach communities. Outreach by the Bureau, community organizations, and other partners should involve the "trusted messengers" and personal networks that will most effectively reach Latinos and other hard-to-count populations.
- Congress must appropriate enough funding to ensure an accurate Census. State and local governments, philanthropic institutions and businesses should also provide resources for community education and assistance efforts.

The Last Chance to Get It Right

The decennial Census is a once-in-a-decade undertaking and therefore over the past few cycles the Census Bureau has tested it extensively in advance to make sure it will work smoothly. This report focuses on the implications of the final field test before Census 2020 with particular attention to members of “difficult to reach communities,” including racial/ethnic minorities, non-English speakers, and immigrant community members. Along with our data, we present policy recommendations to help ensure members of these communities are accurately counted in Census 2020.

Background: The Dress Rehearsal and the 2018 End-to-End Test

The final test run for the Census has typically taken place two years before Census Day itself and involved the complete range of activities planned for the subsequent actual decennial, including:

- Office and field address canvassing operations to update the address list the Bureau uses to reach households.
- The Bureau’s Integrated Partnerships and Communications program, in which the Bureau conducts outreach and education activities with community partners and the public.
- Deployment of the operational and technological systems needed to obtain responses from residents through the Census questionnaire.
- Testing of Nonresponse Followup (NRFU) activities, through which the Bureau contacts households that do not initially respond to the questionnaire.
- Evaluation of the extent to which the test accurately counted the residents in the test area.

The test has also allowed the Bureau to assess the integration and coordination of these components. Because it has long been the last, most comprehensive assessment of the Bureau’s readiness for the decennial enumeration, it has been referred to as the Bureau’s “Dress Rehearsal.”

In past decades, the Bureau has conducted the Dress Rehearsal at several sites, to gain information from diverse regions and populations. For 2018 it had initially planned to conduct the full test in three sites: Pierce County, Washington; the Bluefield-Beckley-Oak Hill area in West Virginia; and Providence County, Rhode Island. However, because of insufficient funding by Congress, in 2017, the Bureau decided to significantly reduce the scope of its 2018 testing.² It conducted only address canvassing operations at all three sites, and in Providence County itself the Bureau significantly reduced the scope of or eliminated components that it had tested for previous decennial enumerations.

In particular, the Bureau did not implement an Integrated Partnerships and Communications program and post-test evaluation activities. It did conduct some outreach about its testing in Providence County, but the program was extremely limited because it generally only involved operations and staff being deployed as part of Census 2020 preparations, as opposed to a comprehensive campaign specifically devoted to the 2018 testing.

Thus, the Bureau refers to its 2018 assessment as the “End-to-End” (E-T-E) test rather than the Dress Rehearsal and the E-T-E test focused primarily on assessing the readiness of the Bureau’s information technology and infrastructure for the 2020 enumeration.

² In past decennial Census cycles, Congress has typically appropriated a significant “ramp-up” in funding in the years leading up to the enumeration to provide the Bureau with the resources needed for the extensive testing and preparations that help ensure an accurate count. However, Congress underfunded Census activities in FY 2016, and the amount ultimately appropriated in FY 2017—\$147 million—was a mere 7.3 percent increase over the FY 2017 level. For FY 2018, the Trump Administration requested only a \$27 million increase in the Bureau’s budget over the FY 2017 level. These funding inadequacies and uncertainties resulted in the Bureau’s decision to reduce the scope of the E-T-E.

The 2018 E-T-E Test

The 2018 E-T-E allowed the Bureau to assess one of the most critical components of Census 2020: an online Census questionnaire, offered for the first time. In the past decades, the Bureau first mailed questionnaires to households and conducted NRFU among those that did not respond. Because Congress mandated that the Bureau conduct Census 2020 at a lower per-household cost than Census 2010, and because the Bureau hopes to use modern technology for the 2020 enumeration, the Bureau will heavily promote the Internet as the primary means of response for most households. This could create challenges for residents without Internet connectivity or other access to the technology needed to answer online. Residents can also respond by mail or telephone, and hence the E-T-E test gave the Bureau a chance to gauge the popularity of all the options and the differences among population groups regarding them.

The Census Bureau selected Providence County as “an ideal community” for the test based on these characteristics:³

- Its mix of urban and suburban neighborhoods.
- Its high level of racial and linguistic diversity, roughly resembling national demographics: 62% non-Latino White, 22% Latino, 12% Non-Latino Black, 5% Non-Latino Asian American.³

The E-T-E test of residents’ experience with the initial response options ran from March to May 2018. Follow-up operations to improve response, such as NRFU, took place from May through July 2018.

The Bureau sent the E-T-E to all the housing units in the County – around 277,000 – and received a 52.3% response rate. The Bureau had not designed the E-T-E to count all of the County’s population, and we have very little information about the 47.7% of households that did not respond.

The E-T-E offered two different self-response approaches. One approach involved mailing materials inviting households to respond online as the first contact with the household, without including a paper questionnaire. The other approach involved mailing invitation materials and a paper questionnaire on first contact. For the first approach, 70% of households filled out the survey online, 8% over the phone, and 22% on paper returned through the mail. For the second approach, 34% completed the survey online, 5% over the phone, and 61% on paper returned through the mail.

In our research survey, which included a sample of 918 respondents from Providence County, of those who participated in the E-T-E test, 34% completed the test online, 42% by mail, 6% by phone, 16% in-person, and 2% did not recall the mode of completion. There were significant differences among the three racial and ethnic groups. We provide a more detailed analysis of mode of response from our survey respondents in our discussion of key findings below.

³ Potyondy, 2018. “The One And Only End-To-End 2020 Census Test.” *National Conference of State Legislatures*. <http://www.ncsl.org/blog/2017/11/28/the-one-and-only-end-to-end-2020-census-test.aspx>

⁴ Mora, G. C. (2014). *Making Hispanics: How activists, bureaucrats, and media constructed a new American*. University of Chicago Press. For the purposes of this report we use the term “Latino” instead of “Hispanic” acknowledging the community’s use of the term “Latino” for self-identification.

Key Findings of Survey

KEY FINDING #1:

Overwhelmingly, Residents Agree That the Citizenship Question Will Decrease Participation in the 2020 Census.

In March 2018, the Secretary of Commerce directed the Census Bureau to add a question about the citizenship of respondents to Census 2020. Although the American Community Survey, which is sent to a sample of the population every year, has a citizenship question, the decennial Census has not asked about citizenship since 1950. The Bureau has not conducted any testing on this question in a survey sent to 100% of households, as it has done with other questions.

The Bureau's decision came too late to include the question in the E-T-E test, but we examined respondents' perspectives toward it. Our survey asked two questions about its impact, and for both the results were consistent across different population groups.

First, the survey asked respondents whether they agreed with this statement: "Many people in Providence County will be afraid to participate in the 2020 Census because it will ask whether each person in the household is a citizen."

Overall, the great majority of respondents in Providence County agreed. There were small differences among population groups. About four-fifths of Non-Latino Whites (82%), and Latinos (78%) agreed, as did 70% of Non-Latino Black residents. (Hereinafter, this report will refer to Non-Latino White survey respondents as "White," and Non-Latino Black respondents as "Black.")

LATINO RESPONDENTS: GENDER AND BIRTHPLACE

The survey also assessed Latino responses, and they generally paralleled those of the overall population. For instance, 81% of Latina women and 76% of Latino men believe that the citizenship question would have an intimidating effect, compared to 83% and 75% overall (Table 1). Regarding U.S.- and foreign-born Latino respondents, 80% of U.S.-born and 71% of foreign-born agreed with the statement (Table 2).

These results demonstrate that foreign-born and U.S.-born individuals, regardless of Latino ethnicity, believe the citizenship question will raise anxiety about participating in the 2020 Census. The survey reveals minimal differences in response between the full sample and Latino sample on this issue.

TABLE 1: Overall and Latino Response to First Statement by Gender

First Statement: "Many people in Providence County will be afraid to participate in the 2020 Census because it will ask whether each person in the household is a citizen."

By Gender	Total		Latino	
First Statement	Men	Women	Men	Women
Agree	75%	83%	76%	81%
Disagree	25%	17%	24%	19%
n=457				

TABLE 2: Overall and Latino Response to First Statement by Birthplace

By Birthplace	Total		Latino	
First Statement	U.S.-Born	Foreign-Born	U.S.-Born	Foreign-Born
Agree	82%	73%	80%	71%
Disagree	18%	27%	12%	29%
n=457				

Second, the survey asked respondents whether they agreed with this second statement: "Fewer immigrants will want to participate in the 2020 Census because it will ask people to say whether or not everyone in their household is a citizen."

TOTAL POPULATION: GENDER AND BIRTHPLACE

Men and women showed virtually the same levels of agreement with this statement (80% and 81%) (Table 3). With regard to birthplace, a clear difference appeared: 83% of U.S.-born and 74% of foreign-born respondents agreed (Table 4). Since one might expect the foreign-born figure to be higher, it is an interesting finding.

LATINO RESPONDENTS: GENDER AND BIRTHPLACE

Near-identical percentages of Latino men and women (75% and 76%) believe that the citizenship question would reduce participation (Table 3). Birthplace did not distinguish these respondents (77% U.S.-born, 75% foreign-born), though in the total population the U.S.-born agreed more (Table 4).

TABLE 3: Overall and Latino Response to Second Statement by Gender

Second Statement: "Fewer immigrants will want to participate in the 2020 Census because it will ask people to say whether or not everyone in their household is a citizen."

By Gender	Total		Latino	
Second Statement	Men	Women	Men	Women
Agree	80%	81%	75%	76%
Disagree	20%	19%	25%	24%
n=461				

TABLE 4: Overall and Latino Response to Second Statement by Birthplace

By Birthplace	Total		Latino	
Second Statement	U.S.-Born	Foreign-Born	U.S.-Born	Foreign-Born
Agree	83%	74%	77%	75%
Disagree	7%	26%	23%	25%
n=461				

These results suggest that generally, Latinos respondents in Providence County overall are just as likely as their non-Latino counterparts to believe that fewer immigrants will not participate in the 2020 Census because of the citizenship question. The finding is counterintuitive, since one would expect more Latinos to believe it, and as of this writing, no explanation suggests itself. The foregoing findings need further examination to understand if this difference is particular to Providence County or reflects the Latino perspective across the nation.

Overall, these results show that overwhelming majorities believe that the citizenship question will lead many people to fear participating in the Census and cause fewer immigrants to take part in it.

KEY FINDING #2:**Most Latinos Preferred to Take Part in the E-T-E by Mail and In-Person, Rather Than Online.**

Latino respondents showed significant differences by age group in mode of completing the survey. As Table 5 shows, in every age group fewer Latino respondents completed the form online than either by mail or in-person. Most of them age 50 and beyond used mail, but rather surprisingly, so did most of the youngest Latinos, those from 18 to 29. Among Latinos age 30 to 39 and Latinos age 40 to 49, most completed the E-T-E in person. Across all Latino age groups, mail and in-person were the top two modes of E-T-E completion.

These results suggest several implications for how the Bureau conducts outreach to Latinos about the modes of participation in Census 2020. Most importantly, the Bureau must prepare for a higher response rate via paper than it is currently anticipating. Our findings indicate that only 20% of Latinos participated online, compared to 43% of Blacks, and 36% of Whites. However, their response by mail far outstripped their online participation. This fact suggests that the Bureau will miss many Latinos if it relies too heavily on promoting the online format, or if there is widespread misunderstanding that people can only complete the questionnaire online. The Bureau must employ several strategies to reach Latinos, and while it intends to promote the online option as the primary response mode, it must also emphasize the availability of the paper option. Moreover, in light of our findings below about the preference many Latinos have for completing the Census in Spanish and on paper, and our findings about the effectiveness of trusted community messengers for in-person response, the Bureau must ensure that its enumerators have the bilingual skills and cultural competency to reach and engage Latinos.

TABLE 5: Latino Mode of E-T-E Completion by Age Group

Age Groups	Online	Mail	Phone	In Person	Don't Know
18 to 29	15%	44%	5%	36%	0%
30 to 39	21%	26%	3%	44%	6%
40 to 49	22%	34%	2%	37%	5%
50 to 59	23%	40%	2%	29%	6%
60 +	16%	55%	0%	29%	0%
All Latinos*	20%	40%	3%	35%	4%
n=194					

* Totals may not add to 100% because of rounding.

Perceptions about the E-T-E Experience and the Census Questionnaire

There was widespread agreement that the experience of participating in the E-T-E was easy. Over 90% of Latino, Black, and White participants agreed that the form was simple to fill out, and “would recommend others in my community participate.” Over 90% of all groups that completed it online said they had no technical problems with the website and that it was a streamlined process. Those who completed it in-person had positive experiences with Census workers, with 80% or more of all groups agreeing that “the Census worker who helped me fill out the Census gave me clear information and made the process very easy.”

TABLE 6: Latinos Who Said E-T-E Was Easy to Fill Out by Mode of Completion

	Online	Mail	Phone	In Person	Don't Know
Agree	97%	97%	100%	93%	100%
Disagree	3%	3%	0%	7%	0%
n=194					

At the same time, a large percentage of people—50% of the total and 56% of Latinos—found the questionnaire confusing and hard to understand (Table 7). Easy processes are not often confusing and the explanation of this apparent contradiction is uncertain. However, it may involve not just the design of the website and the helpfulness of the Census workers, but the friendliness of the E-T-E form. The form uses conversational statements like: “Before we get started, we want to make sure we have a good mix of people of all backgrounds. Let’s start with a few basic demographic questions. What is the name of the city or town where you live?” Such language may have made the overall questionnaire “easy” in the sense that it was companionable and humanly engaging. However, participants may have felt unclear about the questions themselves.

TABLE 7: Total and Latinos Who Said ETE Was Confusing

	Total	Latinos
Agree	50%	56%
Disagree	50%	44%
n=448		

The means of taking the E-T-E affected Latinos’ judgment of its clarity. For instance, though few Latinos took it by phone, all of them found it confusing. The other means were more effective, but none was especially clear. In-person was the next most confusing, followed by mail and online (Table 8). While the reasons for these variations are uncertain, the finding that all Latinos who took the survey by phone found it confusing raises concerns about the effectiveness of this mode of response for Latino households.

TABLE 8: Latinos Who Said E-T-E was Confusing by Mode of Completion

	Online	Mail	Phone	In Person	Don't Know
Agree	40%	55%	100%	61%	40%
Disagree	60%	45%	0%	39%	60%
n=98					

Latinos participated in-person at much higher rates than other groups. Over a third of Latinos (35%) did so, compared to 16% of Blacks and 8% of Whites. Segments within the Latino population completed it in-person at even higher rates: 39% of Spanish-dominant Latinos, 41% of those age 39 or younger, 42% of foreign-born, and 48% of Latinos with children in the household. These findings suggest bilingual Census workers are imperative to ensure all Latinos are counted.

KEY FINDING #3:**Spanish-Language Outreach and Accessibility Is Imperative.**

Nearly half (42%) of Latino households that participated in the E-T-E Test did so in Spanish. For some segments of the Latino population the rate was even higher: 60% of foreign-born Latinos, 54% of those age 40 and above, and 50% of those who had lived in Providence County less than ten years. These findings suggest the Bureau cannot conduct an accurate Census without effective outreach to and support for Spanish-language dominant residents.

LATINO RESPONDENTS: GENDER, BIRTHPLACE, AND AGE

Among both men and women, Spanish was clearly the preferred language for completing the E-T-E test, as 69% of Latino men and 63% of Latinas took it in that language (Table 9). However, as expected, differences emerged between U.S.-born and foreign-born Latinos. Among the U.S.-born, 85% completed the E-T-E test in English, compared to 40% of foreign-born (Table 10). The difference almost certainly stems from the greater fluency with English among U.S.-born.

In corroboration, the younger the age cohort, the more often Latinos used English. Among those from 18 to 29, 68% used it, while only 8% of those 60 and over did (Table 11). This stark difference likely reflects two facts: most of the U.S.-born use English from birth, and immigrants are older and often experience challenges mastering a second language.

TABLE 9: Latino Respondents and E-T-E Language by Gender

Language	Men	Women
Spanish	69%	63%
English	31%	37%
n=361		

TABLE 10: Latino Respondents and E-T-E Language by Birthplace

Language	U.S.-Born	Foreign-Born
Spanish	15%	60%
English	85%	40%
n=361		

TABLE 11: : Latino Respondents and E-T-E Language by Age

Age Groups	Language	
	English	Spanish
18 to 29	68%	32%
30 to 39	42%	58%
40 to 49	26%	74%
50 to 59	27%	73%
60 +	8%	92%
n=361		

Our survey results show that a significant proportion of Latinos—especially Latino foreign-born, Latinos over 40, and overwhelmingly those 60 and older—will need Spanish-language support to ensure everyone is counted.

KEY FINDING #4:**Personal Networks and Community-Based Organizations
Are the Best Means to Spread Information.**

Personal networks played a clear and fundamental role in communications among every population group. For instance, more Latinos and Blacks heard about the E-T-E test from friends and family than from any government source. This finding was expected since the Bureau's design of the E-T-E did not include an Integrated Partnerships and Communications campaign, and there was minimal federal government outreach to communities regarding the test. However, personal networks were especially important for Latinos: 47% heard about the E-T-E Test from friends, family, and others through personal conversations, and 41% heard about it from friends and family on social media. Yet only 30% of Latinos heard or saw ads or other information about the test from government sources.

Community organizations are also trusted sources of Census information. Respondents rated personal networks and local resources highest in terms of trustworthy and reliable information about the Census. Latinos most often cited local teachers and educators (86%), followed by local health care providers (79%), and Latino community organizations (77%). Among Blacks, the most mentioned sources were Black community organizations (89%), local news (84%), and friends and families (83%). Whites cited friends and family (83%), followed by local community organizations (82%) and local teachers and educators (80%). To ensure that the public learns about the importance of being counted in the Census, it will be important to leverage these relationships to spread information and encourage participation.

Our survey findings also suggest that people who have completed the E-T-E test would be good messengers for those in their community or personal network. Across all three racial/ethnic groups, 80% or more who completed the test came away with a positive impression of their experience. They would be trusted sources, and since only half of Providence County residents took part in the test, it is imperative to identify such individuals to convey the importance of participation. Our findings also suggest that overall during the 2020 Census, neighbor-to-neighbor and family-member-to-family-member outreach will be vitally important to ensure full participation.

Civic and Community Partner Leaders

We complemented our survey research with extensive interviews and conversations with community and civic leaders and community groups to obtain their perspectives on the E-T-E test. These interviews focused on themes similar to those in the survey.

KEY FINDING #1:

The Public Is Uncertain About the Importance of the Census, Especially for Members of Hard to Reach Communities.

Immigrant and refugee communities were a key constituency and civic and community leaders frequently described their needs. This concern stemmed primarily from the unfamiliarity of many immigrants with Census practices and the role of the federal government in collecting potentially sensitive information about all residents in a household. It also related to the citizenship question, especially given the sporadic and uneven outreach and the lack of clarity regarding whether the question would in fact be added.

The Census form can be daunting to newcomers. Kathleen Cloutier, Executive Director of Dorcas International of Rhode Island, a local nonprofit organization that works closely with immigrant and refugee communities said the residents “were concerned about why the government wanted to know information about them. So there was some fear as well as a complete non-understanding of what this government form was and the reason that they got it in the mail. There was not a clear understanding of what the government was going to do with this information about them.”

Such barriers to immigrant and refugee participation were exacerbated by the uncertainty and lack of clarity regarding whether the citizenship question would be added and if so, in what form. John Marion, Executive Director of Common Cause Rhode Island, described the situation: “The first mailing from the Bureau landed in people’s mailboxes on a Friday. And then the citizenship question was announced on the following Monday, and there was a hastily-convened meeting of elected and appointed officials, and at that meeting there was confusion as to whether or not the citizenship question was going to be on the test, and then I think it showed up in the news media that there was confusion in the general population about whether the citizenship question was going to be on the test. So when we were leafleting for an event, there were people who were confused and said they wouldn’t participate in a Census outreach event if it were on the test because they didn’t want to encourage people to participate in something they thought was illegitimate.”

As Ms. Cloutier and Mr. Marion explained, immigrants, refugees, and people simply unfamiliar with Census data collection processes may face greater problems responding to the Census. These difficulties underscore the importance of civic and community partner organizations in Census outreach, in better informing these community members about the Census and its role in shaping everyday Americans’ lives, and in the critical need to capture all residents’ experiences.

KEY FINDING #2:**Many Fear and Mistrust the Federal Government's Plans for the Data.**

Leaders of local agencies and nonprofit organizations relayed instances of residents' mistrust of the federal government and its intentions, especially about the citizenship question. Ms. Cloutier stated, "Just really not having an understanding of why someone was knocking on their door asking for information. It did create a little bit of confusion and the official nature of all it made residents nervous. I think there's a lack of trust about what's gonna happen with that information. And so I think that just made folks much more distrusting of why would the government wants know these details about them and it had them asking, 'What difference does it make? What are you gonna do with this information? I'm giving you everything. I'm giving you all my identifying information and then you're wanting to know if I'm a citizen.' The refugees we work with are not all citizens, though some are, but they really don't trust the government and how they're treating people like them, legal or not. Folks with legal status or not, they all feel the same."

KEY FINDING #3:**Civic Leaders Face Challenges in Communicating Census Information to Residents.**

In their interviews, civic leaders identified multiple challenges to conveying information to residents, especially with limited outreach by the Census Bureau about the E-T-E test and a lack of clarity among residents as to why participation in the Census is so important.

Brian Daniels, Executive Director of the Rhode Island League of Cities and Towns, noted that the federal government had not devoted enough resources to the Census and added, "I think the lack of resources and attention that the Census has gotten indicates to residents that it doesn't feel like a priority. Unless that changes I think we're gonna be in for a really, really rough time, because if this test is any indication of how it's going to be going forward, I think we're going to be in a lot of trouble."

Rachel Flum, Executive Director of the Economic Progress Institute, highlighted the uncertainty about the effectiveness of the federal government's outreach for the E-T-E, and she also stressed the lack of clarity about how community based organizations would pick up the slack. "It's not clear so far that localities and philanthropy, et cetera, are willing or able to step up and fill in the vacuum of federal funding to fully support the Census," she said. "So that's very concerning. If there's not enough federal funding for it and there's no interest in localities filling in the blanks, what will happen?"

This sentiment echoed a broader sense of uncertainty around Census funding and the role of local partner organizations for the E-T-E test and the 2020 Census. They point to the need for the Census Bureau to provide additional funding for robust outreach and partnership activities that coordinate with and support those of community organizations. In addition, state and local governments and philanthropic organizations have a key role to play in supporting the staff of community organizations as they work alongside Census officials to ensure a complete, accurate count.

Describing the challenges that local leaders face even when seeking to partner with the Census Bureau, Mr. Marion said, "We held an event around the test, and I asked the Bureau for brochures and they said, 'We can't. We don't have any brochures describing the test. Why don't you go to the website and print some of the stuff?' So the extent of the help seemed to be some emails sent by the partnership specialist to the groups participating in the Providence Complete Count Committee saying, 'Why don't you share some of this on social media?' And it was essentially the toolbox they had on their website about the test."

Mr. Daniels added, "When the Census came and met with us in September of 2017 a lot of our organization's members said, 'Oh, we can help you.' You know, they're out in their communities, and they know a lot of the churches and festivals and organizations that could help get that information out. So we were expecting to at least be asked about what some of those community groups are that would be effective and we never heard anything."

Thus, even when organizations reached out to the Census Bureau to offer help in promoting the count and completing the forms, they met a lack of responsiveness and support.

Elected Officials: Mayors, Council Presidents and State-Wide Leaders

Elected officials—mayors, council presidents and statewide leaders working in Providence County—echoed many of the comments of civic and community leaders. They gave us their views on challenges to community outreach and engagement, the importance of hiring a diverse workforce of Census enumerators to ensure an accurate count of residents, residents' concerns about the individuals collecting the data, and widespread uncertainty about the proposed citizenship question. After independently completing these two lines of research—the survey and the interviews—we found that the views of interviewees echoed many of those in the survey.

KEY FINDING #1:

Residents Overall Mistrust and Fear the Federal Government and Census Workers.

Rhode Island Governor Gina Raimondo observed that residents' mistrust of federal workers, in particular enumerators, may relate to lack of knowledge about the purpose and process of the Census. In Providence, she said, she had heard that people were making mostly negative remarks about the E-T-E. "I hear that [residents] aren't opening the door," she said. "Some constituents are saying to me, 'Should I fill out the form? Is there a risk if I fill it out?' I think that we have to show people why it matters. Right? There's federal money at stake. There's a congressional seat that's at stake. That will make it very real for people."

Linking the Census with the presidential administration and concerns about its targeting of immigrant communities, Mayor Jorge Elorza of Providence stated, "The Census was politically charged in a way that it didn't have to be. And so even though the Census people were trying hard from on high, they were really limited. They were trying to do this work with their hands tied behind their back. So it just led to a confusing and ineffective outreach to the community, where the more they communicated about the Census, the more anxiety people felt about how this information would be used."

The distrust of local residents largely arose from concerns about the Trump Administration and the potential repercussions of disclosing information about their lives, despite extensive efforts by community leaders to inform the public about the importance of the Census. Some folks worried that the person knocking at the door might not really be a Census worker but rather an immigration agent. State Senator Sandra Cano noted that they were afraid because "they were trying to avoid being picked up by ICE (Immigration and Customs Enforcement). And they were thinking that the police were collaborating with these Census people. So I had to get the chief of police involved, the mayor, to make sure that that wasn't the case. So it was very interesting for me to hear that that was the rumor, related to people knocking on the doors."

KEY FINDING #2:**Many Fear the Citizenship Question Will Lead to Targeting of Undocumented Households.**

Elected officials and statewide leaders repeatedly faced issues regarding the citizenship question. Many respondents, especially the undocumented and other non-citizens, worried that the question could increase the number of individuals either not responding to the Census or not revealing information that might jeopardize them or their relatives. Gonzalo Cuervo, Chief of Staff for Rhode Island Secretary of State Nellie Gorbea, remarked, "The most common conversations that I participated in were with people—everyone from opinion leaders to policy makers to just regular folks—who were concerned about the combination of detailed Census questions with a citizenship question, in the context of a Trump Administration, where there is clearly xenophobia and anti-immigrant bias. It was very troubling to people."

The connection between the citizenship question and the Trump Administration's treatment of immigrant community members manifested itself in the very real fears for residents. Pawtucket Mayor Donald R. Grebien noted, "There were concerns about constituents being afraid to fill out the form. With everything I see happening on the national level there was concern that there could be deportation. There was a fear that they would be identified. Even though we all tried individually to make everybody aware, there was that fear."

KEY FINDING #3:**A Variety of Challenges Exist to Community Outreach and Engagement.**

According to local elected officials, outreach efforts did take place to highlight the importance of the Census to residents. However, these efforts were not very conspicuous and involved little to no actual engagement with actual community members. As Central Falls City Councilmember Jonathan Acosta recounted, "We do some almost carnival-style things in our city, and the Census Bureau had a table there, and they were both recruiting people to work and letting people know that they were gonna be there. The City of Central Falls, through the mayor, also partnered with—I think it was Common Cause and the Census Bureau folks—to host an event, like a one-mile race."

These one-time outreach events do help raise the visibility of the Census workers and clarify their intentions among members of the broader community. However, the Bureau needs more extensive engagement to gain community trust and develop communication networks between its officials and local civic and elected leadership.

Especially for residents who identify as members of a minority population—racial, ethnic, or otherwise—these leaders are a key conduit both for sending information to residents and answering questions about the questionnaire. State Senator Cano said that residents had “absolutely” reached out to her. “I’m the only Latina elected in my city,” she said, and hence many people had her contact information and trusted her. When they received the E-T-E questionnaire in the mail, she got a huge number of calls. “And even though some of them think that it is important to be counted, they were really, really afraid that the government would use that information against them because of their immigration status. I had a person from Mexico who called me in Pawtucket. He is a business owner, and in his household only two family members are documented and the other four are still going through the process. And he wanted to know if it was appropriate to say that only he and the other documented family member lived in the household, because he didn’t want them to come in and pick up the other four. And some of the words that he used when he called me! Mind you, he is a business owner in the city and he is of Mexican descent, and he was really upset about this.”

The fact that these elected officials in a mid-sized county were among the first people that residents turned to highlights their importance, but it is also a reminder not to forget the other civic leaders who equip them and their staff members with the tools for effective community engagement.

KEY FINDING #4:

Support for Completing the E-T-E Test Online Was Often Absent.

Community leaders and elected officials alike cited mistrust of E-T-E test enumerators as a key barrier, and elected officials also said that constituents had complained about problems completing the online test form. Central Falls Mayor James Diosa said, “They wanted folks to fill the Census trial via computers. Not a lot of folks have computers, have access to the Internet. They said that they would have a computer at the local post office; there was none there. There was really no coordinated effort.”

Central Falls Councilmember Acosta added that when a Census Bureau representative came to meet with him and fellow councilmembers, he said that “the residents could go to the public library and fill out the form online there. But there wasn’t a direct, ‘Hey, we’re gonna host a Census filling-out session or something at the library.’ The onus was very much put on the residents, which is the opposite of what the Census is supposed to be.”

As these remarks illustrate, though the Census Bureau encouraged community members to fill out the E-T-E test online, it did not work with government officials or community partners to support the online mode. Such support is especially important for community members who are not fully computer literate or lack access to Internet and/or a computer at home. For these community members to complete the form online, there must at least be a trusted public site, such as a library or community center which provides computer access to the questionnaire.

KEY FINDING #5:**Local Residents Face Barriers in Working for the U.S. Census Bureau.**

Central Falls Councilmember Acosta described how he himself had previously worked for the Bureau. Yet when asked if he would recommend other local residents do the same, he replied, “No, because of the addition of the citizenship question.”

Doubts about the citizenship question came up in multiple forms. Civic leaders expressed concerns about its impact on the validity of the Census and potential personal harms such as ICE raids. These concerns also suggest that there is connection between the presence of the citizenship question and the willingness of elected officials, civic leaders and other individuals to cooperate with or work for the Census Bureau. These stakeholders may be reluctant to promote participation in Census 2020, or reluctant to work in the community, using a form which requests detailed personal information from fellow community members that could be used to harm them or their families.

Councilmember Acosta also observed that the technology creates barriers to hiring a diverse workforce of Census Bureau workers, since computers are harder for older people to navigate. “We would have to sit in these four- or five-hour-long trainings,” he said, “where there were people, mostly younger people, who had more experience with tablets and smartphones and things like that, and they’d kind of breeze through. And then there were folks who really struggled to learn how to use their equipment.”

Policy Recommendations in Preparation for the 2020 Census

1. **The Administration or Congress must eliminate the citizenship question.** Our findings indicate that members of the public, community leaders, and elected officials agree that the question will make many households fearful of participating in Census 2020. These results are consistent with Census Bureau research, which finds that the question will lower response rates. If the Administration fails to eliminate the question, Congress should take action to do so.
2. **The Census Bureau's outreach and enumeration strategies must take into account Latinos' preferences for responding to the questionnaire.** The Bureau must employ several strategies to reach Latinos, and while it intends to promote the online option as the primary response mode, it must also emphasize the availability of the paper option and ensure that it has sufficient paper forms, especially bilingual paper forms. To reach those Latinos who will respond in-person, the Bureau must ensure that it has a large field staff with the linguistic skills and cultural competency to reach and engage Latinos. In this connection, the Bureau should eliminate the requirement that Census employees be U.S. citizens, and permit lawful resident non-citizens to serve. In past decennial enumerations, the Bureau hired these lawful residents through an exemption in the laws which generally restrict federal jobs to U.S. citizens, and it should use this exemption for Census 2020.
3. **The Bureau must have effective strategies to reach Spanish-dominant residents and support them in completing the questionnaire.** These include a robust Spanish-language communications plan, strong partnerships with leaders and organizations that are trusted messengers for Spanish-dominant Latinos, and effective Spanish-language support and assistance, particularly for older Latinos.
4. **The Bureau must provide clear, consistent communication early on with civic and community partners and elected officials about its plans for an accurate count.** Many elected officials said that while the Bureau notified them of E-T-E test early, they did not really begin to grapple with the multiple issues that emerged until their constituents approached them with questions and concerns, and at that time they themselves were uncertain about how to obtain further information.
5. **The Bureau's outreach and partnership strategies should include community education and training for the staff members and volunteers at local community based organizations that have regular and trusted contact with residents, especially in hard to reach communities.** In addition, outreach by the Bureau, community organizations, and other partners should take advantage of the personal networks of community members, and leverage relationships with the different trusted messengers within those communities. This should also involve strategies which engage those community members who complete the Census form in outreach to other residents.
6. **Congress must appropriate the funding to ensure an accurate count.** The funds must be enough to support robust partnership and communications activities, as well as the staff and other resources required for a strong and effective field presence and sound community support and assistance operations. In addition, state and local governments, philanthropic organizations, and businesses should provide resources to community organizations for outreach, education, and assistance efforts to the Latino community and other hard to reach residents. These resources will be particularly important if the Bureau does not obtain the funding it needs for these purposes.

Appendices

APPENDIX A. Methodological Approach

This project employed a mixed methods research approach. It involved a survey of Providence County, Rhode Island residents, both of those who did and who did not complete the End-to-End test, and a set of community conversations and interviews with leaders of community organizations and county elected officials.

Researchers surveyed 918 residents using their landline, cell phone, and online devices to parallel the approach of the Census Bureau in the 2020 Census. Survey questions focused on residents' receipt of information and outreach, the information sources they trusted, their views about the citizenship question, their preferred format, and their experience with the process. The survey results have a margin of error of +/- 3.2%.

Researchers also conducted conversations and interviews with leaders of local community-based organizations and elected officials. They identified these organizations based on the people they served and sought to include the broadest set of stakeholders possible, including many difficult to reach communities such as homeless individuals, racial/ethnic minority communities, and working-class residents. Elected officials included mayors and mayoral council members across the county as well as two statewide elected officials: the governor and secretary of state.

Of the 18 community-based organizations invited to participate, nine agreed. These nine served members of the African American, Haitian, Latina/o, and low-income communities across the county. The county has 16 mayors or mayoral council representatives. Researchers invited all of them to participate and five did. Outreach to respondents took place in four waves, with each person receiving an initial email, a second email, a follow-up phone call to his or her office, and a final offer to participate via phone. Given the focus of the National Association of Latino Elected and Appointed Officials (NALEO) Educational Fund, researchers conducted further personal outreach drawing on personal networks and contacts, and obtained the participation of seven of the 16 Latina/o elected officials in the county.

Researchers conducted community conversations, or modified focus groups, when possible, but the majority of respondents could take part in the project only via an individual interview. These interviews took place over the phone and, at times, in person if needed.

APPENDIX B.

Survey Instrument

Providence County Census ETE Survey – August 2018

SCREENS

Hello, may I please speak with Mr./Ms. [RESPONDENT]?

Do you prefer that we speak in English or Spanish?

S1. Record survey language

English	1
Spanish	2

Hello, my name is _____. This is not a sales call. I am calling on behalf of [IF SAMPLE=LATINO, LATINO DECISIONS; IF SAMPLE=OTHER, AMERICAN DECISIONS] an independent survey research firm. We are conducting a short survey about local community we'd like to include your opinions in our research.

S2. Are you a resident of Providence County and at least 18 years of age?

Yes [CONTINUE TO S4]	1
No [CONTINUE TO S3]	2

S3. Is there anyone else in your household who is a resident of Providence County and is at least 18 years of age?

Yes [ASK TO SPEAK WITH PERSON REINTRODUCE]	1
No [THANK AND TERMINATE]	2

S4. Before we get started, we want to make sure we have a good mix of people of all backgrounds. Let's start with a few basic demographic questions. What is the name of the city or town where you live? [Code to list]

Providence	1
Central Falls	2
Cranston	3
East Providence	4
Pawtucket	5
Woonsocket	6
Cumberland	7
North Providence	8
Johnston	9
Lincoln	10
Smithfield	11
Other [specify]	88

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

S5. In your home, are you the person who usually fills out forms like medical forms, taxes, or other kinds of paperwork?

Yes	1
Sometimes (vol don't ask)	2
No	3

S6. Which of the following racial or ethnic group best describes you? [RANDOMIZE]

Hispanic or Latino	1
Asian American or Pacific Islander [TERM]	2
African-American or Black	3
White, not-Hispanic	4
Native American or American Indian [TERM]	5
Something else/Other[TERM]	6

S7A. [If S6=1] The most frequently used terms to describe persons of Latin American descent living in the United States are 'Hispanic' and 'Latino.' Of the two, which do you prefer, Hispanic or Latino?

Hispanic (Use Hispanic for rest of survey)	1
Latino (Use Latino for rest of survey)	2
Either is acceptable (Use Hispanic)	3
Don't care (Use Hispanic)	4
DK/NA (Use Hispanic)	5

S7B. [If S6=3] People use different terms within the black and African American community, do you generally prefer to use the term black or African American?

Black (Use Black for rest of survey)	1
African American (Use African American for rest of survey)	2
Either is acceptable (Use Black)	3
Don't care (Use Black)	4
DK/NA (Use Black)	5

S8. [DO NOT ASK] Sex

Male	1
Female	2

S9. Which age group describes you best? Just stop me when I've read the right category for you.

Age 18 to 29	1
Age 30 to 39	2
Age 40 to 49	3
Age 50 to 59	4
Age 60 or above	5
Ref/DK	99

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

S10. What is the highest level of education you completed? Again, just let me know when I've read the right one for you.

Grades 1 – 8	1
Some High School	2
High School graduate	3
Some College/Technical School	4
College graduate	5
Post-graduate education	6
Don't know	88
Refused	99

MAIN QUESTIONNAIRE

1. Okay let's get started. As you may know, the United States Census is the official population count, taken every ten years, of everyone living in the United States. To prepare for the next one, the U.S. Census Bureau recently conducted a test in Providence County.

Do you remember receiving anything in the mail about that test? And, just a reminder that your opinions and experience are what matter the most here. I am not affiliated in any way with any government agency. Did you happen to get mail about the Providence County Census Test?

Yes	1
No	2
Don't recall/know (vol don't ask)	3

I'm going to read a list of different places people get information. For each one, please tell me whether you heard about the Providence Census Test from that source. Okay, did you hear about it on/from [RANDOMIZE]:

SPLIT 2a,2b,2c

- 2a. Local television news or the news channel's website
- 2b. Local radio stations or the radio station's website
- 2c. Local newspapers or the newspaper's website

Yes	1
No	2

2d. [IF S6=2] Did you see any kind of news about the Census Test in Spanish?

Yes	1
No	2

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

What about word-of-mouth, or conversations with people you know? Did you hear anything about the Census Test from [RANDOMIZE]:

SPLIT 3a and 3b

- 3a. Neighbors, co-workers, friends, or family
- 3b. Local community organizations

SPLIT 3c and 3d

- 3c. Local schools or education-related groups
- 3d. Churches or other religious organizations

Yes	1
No	2

What about government sources? Do you recall getting information about the Census, or hearing government officials talk about it, such as [RANDOMIZE]:

SPLIT 4a,4b

- 4a. Your town's officials or offices
- 4b. The State of Rhode Island officials or agencies
- 4c. The Census Bureau, or other federal agencies or officials

Yes	1
No	2

4d. [IF S6=2] Did you see any government agency information about the Census in Spanish?

Yes	1
No	2

[IF Q1=YES] And, what about ads? Did you see or hear about the Census from advertisements you saw or heard [RANDOMIZE]:

SPLIT 5a,5b,5c

- 5a. Online
- 5b. On TV
- 5c. On radio

Yes	1
No	2

5d. [IF S6=2] Did you see any kind of Census ads in Spanish?

Yes	1
No	2

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

[IF Q1=YES] Did you see anything about the Census on social media such as [RANDOMIZE]

SPLIT 6a and 6b

- 6a. Facebook, Twitter or Instagram posts from your friends, co-workers, and people you know
6b. Facebook, Twitter or Instagram posts from local tv news or other shows

SPLIT 6c and 6d

- 6c. Facebook, Twitter or Instagram posts from local community organizations
6d. Facebook, Twitter or Instagram posts from any government officials or agencies

- | | |
|---|---|
| Yes | 1 |
| No | 2 |
| Do not use social media (you don't ask) | 3 |

Next, I'd like to get your opinion about information sources. I will read a list of sources of information about the Providence Census Test. For each one, please tell me whether you think you can trust it for accurate and useful information about the test. It does not matter if you used that source or not, just whether you would trust it for correct and helpful information.

For information about the Census test, do you think [RANDOMIZE] is a trustworthy and reliable source, or unreliable and not trustworthy? [FOLLOW UP], and is that very [reliable/unreliable] or just somewhat?

SPLIT 7a and 7b

- 7a. Teachers and educators in the community
7b. Local television news and their websites

SPLIT 7c and 7d

- 7c. Nurses, doctors, or other health care providers
7d. Elected officials from your community

SPLIT 7e and 7f

- 7e. Family, friends, and co-workers
7f. Local [IF S6=1 Hispanic/Latino] [IF S6=3 African American/Black] [IF S6=4 NO GROUP PROMPTS] community organizations.

SPLIT 7g and 7h

- 7g. Religious leaders or people you know through church or religious organizations
7h. Local newspapers and their websites

SPLIT 7i and 7j

- 7i. The Census Bureau website
7j. Your city or town's website

- | | |
|-------------------------------|---|
| Very trustworthy/reliable | 1 |
| Somewhat trustworthy/reliable | 2 |
| Somewhat trustworthy/reliable | 3 |
| Very trustworthy/reliable | 4 |

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

I'd like to hear more about you, and your household's experience with the Census. I will read a list of different ways they may have contacted you. For each, please tell me how often you, or someone else in your household was contacted by the Census.

8. How many pieces of mail about the Census Test did you get?

None, zero	1
One	2
Two	3
Three or more	4
More than one, but not sure how many	5

9. And, how many times were flyers, information cards, or papers with information about the Census left at your home's front door?

None, zero	1
One	2
Two	3
Three or more	4
More than one, but not sure how many	5

10. How many times did you and others in your household receive phone calls or voice messages from the Census?

None, zero	1
One	2
Two	3
Three or more	4
More than one, but not sure how many	5

11. What about in-person, how many times did a Census worker come to your door at home to try and talk with you or another person in the household about it?

None, zero	1
One	2
Two	3
Three or more	4
More than one, but not sure how many	5

12. At any point in the last year did you, or someone in your household go to the Census website or call them to get more information?

Yes	1
No	2
Don't know/not sure/don't recall (vol don't ask)	3

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

13. Did you, or someone else in your household, participate and provide your household's information for the Census Test? [IF YES, follow up] And was that you, or someone else in the home who filled it out?

Respondent completed it	1
Someone else in household completed it	2
No one in the household completed it [SKIP TO Q17]	3
Don't know [SKIP TO Q17]	88

14a. How did [you/person in household] complete it, did you fill it out online, by mail, over the phone, or in-person with a worker at your home?

Online	1
By mail	2
By phone	3
In-person	4
Don't know/not sure/don't recall (vol don't ask)	5

14b. Did you know that you had the option to fill it out online, by mail, by phone, or in person?

Yes	1
No	2

14c. [IF 14a=1] And, did you use a computer, laptop, or a tablet such as an iPad, or smartphone?

Computer	1
Tablet	2
Phone	3
Don't know/not sure/don't recall (vol don't ask)	4

14c. [IF S6=1] Did you complete it in English or Spanish

English	1
Spanish	2

[IF 14b=1] How important were the following reasons in your decision to complete it [online/by mail/in-person, Q14a ANSWER]. [READ 15a/b and 15c/d], was that important? [FOLLOW UP] And was that just somewhat [or very important] [unimportant or not at all important] to you?

SPLIT 15a and 15b

15a. It was the most convenient option.

15b. It was the most safe and secure option.

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

SPLIT 15c and 15d

15c. That is how you have done it in the past.

15d. The Census kind of pressured you to fill it out that way, [by phone/online/by mail FORMAT Q14a]

Very important	1
Somewhat important	2
Somewhat unimportant	3
Not at all important	4

For each of the following, please tell me whether it was an important or unimportant reason that you decided to complete the Census test. Okay? [RANDOMIZE]. Was that an important or unimportant reason for you? [FOLLOW UP] And was that just somewhat [or very important] [unimportant or totally unimportant]?

SPLIT 16a and 16b

16a. It is required by law.

16b. I filled it out so they would stop contacting me.

SPLIT 16c and 16d

16c. It was my civic duty.

16d. It will help my community.

SPLIT 16e and 16f

16e. It was easy and safe.

16f. It was a way for me to stand up for the IF S6=1 Hispanic/Latino] [IF S6=3 African American/Black] [IF S6=4 NO GROUP PROMPT] community, and make sure we are counted.

SPLIT 16g and 16h

16g. [If Q14a=1, 2, 3, or 5] I did not want a Census worker to come to my home.

16h. [If Q14a=2, 3, 4, or 5] I did not want to give my information online or over the internet.

Very important	1
Somewhat important	2
Somewhat unimportant	3
Not at all important	4

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

Please tell me whether you agree or disagree with the following statements. [FOLLOW UP] and is that strongly [agree/disagree] or just somewhat? [RANDOMIZE]

SPLIT 17a and 17b

17a. The Census let me know my options to complete online, by mail, by phone, or in person.

17b. The questions can be confusing, it is sometimes hard to understand what they are asking or want to know.

17c. [ONLY IF 14a=1] Filling it out online was easy and the website worked well.

17d. [ONLY IF 14a=4] The Census worker who helped me fill out the form gave me clear information and made the process easy.

17e. [ONLY IF Q13=1 or 2] Overall, the experience of filling out the Census was easy and I would recommend that others in my community participate.

Strongly agree	1
Somewhat agree	2
Somewhat disagree	3
Strongly disagree	4

People we talk to have a variety of concerns about participating in the Census. Please tell me if the following are reasons:

[IF Q13= 1 or 2] you are concerned or worried.

[IF Q13=3 or 88] you did not participate in the test.

[RANDOMIZE] FOLLOW UP, and is that [just somewhat or very worried/concerned] [not too concerned, or not at all worried]?

SPLIT 18a and 18b

18a. I am concerned about giving the government personal information about me and my family.

18b. I am concerned about online security and data hacks if I complete the Census online.

SPLIT 18c and 18d

18c. I am concerned about Census workers coming to my home.

18d. I am concerned about immigration enforcement or other government officials using my Census answers or personal information against me or my family.

Very concerned	1
Somewhat concerned	2
Not too concerned	3
Not at all concerned	4

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

[IF Q13=3 or 88] I am now going to read some reasons people have told us they did not participate in the Census Test. For each, tell me whether it was an important or unimportant reason that you did not complete it. Okay, let's start. [RANDOMIZE]. Was that an important or unimportant reason for you? And was that just somewhat [or very important] [unimportant or totally unimportant] to you?

SPLIT 19a and 19b

19a. I did not want a Census worker to come to my home.
 19b. I did not have time, I had a lot going on, or was too busy.
 19c. I never received any information.

SPLIT 19d and 19e

19d. I do not want to give out my personal information for me or others in my household.
 19e. I do not want to give my information out online.

SPLIT 19f and 19g

19f. I do not trust the Trump administration.
 19g. I heard bad things in the news about the Census.

SPLIT 19h and 19i

19h. I forgot about it.
 19i. It is just not that important to me.

Very important	1
Somewhat important	2
Somewhat unimportant	3
Not at all important	4

20. The 2020 Census, that will go to all households in the United States, will have a question about citizenship that was not on the Providence Test. To quickly describe it, what you will see on the form is, AFTER asking for each person's name, date of birth, address, and race—the LAST question about each adult and child who lives in the home, will be: "is this person a citizen of the United States?". Do you have any concerns or worries about that question that asks about citizenship for all adults and children in the household?

Yes	1
No	2

21. Does the question about citizenship make you [ROTATE] less likely or more likely to participate in the 2020 Census?

Less likely	1
More likely	2
No difference (vol don't ask)	3

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

Please tell me whether you agree or disagree with the following statements. FOLLOW UP [and is that strongly or just somewhat]?

SPLIT 22a and 22b

22a. There are many people here in Providence County who will be afraid to participate in the 2020 Census because it will ask whether each adult and child in the home is a citizen.

22b. Overall, fewer immigrants will want to participate in the 2020 Census because it will ask people to say whether or not everyone in their household is a citizen.

Strongly agree	1
Somewhat agree	2
Somewhat disagree	3
Strongly disagree	4

DEMOGRAPHICS

Now I have just a few questions for classification purposes only. Please be assured that your answers will be kept confidential and anonymous.

[IF S6=1] D1A. [Hispanics/Latinos] have their roots in many different countries in Latin America. To what country do you or your family trace your ancestry? [OPEN-END CODE TO LIST]

Argentina	1
Bolivia	2
Brazil	66
Chile	3
Colombia	4
Costa Rica	5
Cuba	6
Dominican Republic	7
Ecuador	8
El Salvador	9
Guatemala	10
Honduras	11
Mexico	12
Nicaragua	13
Panama	14
Paraguay	15
Peru	16
Portugal	77
Puerto Rico	17
Uruguay	18
Venezuela	19
Spain / Spanish	20
United States / America	21
Other country	22
Don't know	23

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

[IF S6=3] D1B. [African Americans / Blacks in America] have their roots in many different countries. To what country do you or your family trace your ancestry? [CODE TO LIST]

Cape Verde	1
Liberia	2
Nigeria	3
Kenya	4
United States	5
Other country	6
Don't know	7

D2. Were you born in the United States, on the island of Puerto Rico, or in another country?

United States	1
Other country	2
Puerto Rico	3

D3. [IF D2=1]. How about your parents, were they born in the United States, in Puerto Rico, or in another country?

Both parents born in United States	1
Both parents born another country	2
Both parents born in Puerto Rico	3
One parent born in U.S. and one born abroad	4
Don't know	88

D4. How long have you lived in Rhode Island? [CODE TO LIST]

Less than 5 years	1
5-10 years	2
More than 10 years	3
Don't Know/Refused [DO NOT READ]	88

D5. Are you currently married?

Yes	1
No	2
Refused	99

D6. Do you have any children under the age of 18 currently living in your household?

Yes	1
No	2
Don't Know/No Answer [DO NOT READ]	88

APPENDIX B.

Survey Instrument (cont.)

Providence County Census ETE Survey – August 2018

D7. Which one of these best describes your religious affiliation? I will read a list, just stop me when I've reached the right one for you.

Catholic	1
Protestant	2
Christian	3
Jewish	4
Atheist or agnostic	5
Buddhist	6
Other	7
None	8

D9. In what year were you born?

D10. And lastly, what was your total combined household income in 2017 before taxes? This question is completely confidential and just used to help classify the responses, but it is very important for our research. Just let me know when I read to the right one.

Less than \$20,000	1
\$20,000 to \$39,999	2
\$40,000 to \$59,999	3
\$60,000 to \$79,999	4
\$80,000 to \$99,999	5
\$100,000 to \$150,000	6
More than \$150,000	7
Don't know	88

APPENDIX C.

Community Conversation/Interview Questions

INTRODUCTION OF COMMUNITY CONVERSATION AND/OR INTERVIEW:

Thank you for participating. During this session we'd like to discuss the U.S. Census Bureau's Providence County Pilot which was not a full scale test run of the 2020 Census. As the only research being conducted on the Providence County Pilot, and given the pilot's focus on the functioning of the computer systems that will be used in 2020, we'd like to understand how you and the communities you serve interacted with the pilot. We would also like to understand how the announcement that the Census will ask respondents to indicate their citizenship status, impacted the communities you serve.

PARTICIPANT INTRODUCTIONS (GO AROUND THE GROUP IN A CIRCLE; OR INDIVIDUALLY IF APPROPRIATE):

Please describe your position and the responsibilities you oversee in that role.

FOCUS GROUP QUESTIONS

1. Did you know that Providence County was the site of the only test run for the upcoming 2020 Census?
 - a. If yes, when did you first hear about the 2018 ETE test happening in Providence County and how?
 - b. If not, why do you think this might be?
2. From your knowledge, did your constituents know there was a test census happening? If so, how did you learn that your participants knew?
3. What issues, if any, came to your attention from your constituents about the test?
4. Where there any questions among your participants with regard to the:
 - a. Paper Census questionnaire received by mail?
 - b. Online survey?
 - c. Phone survey?
 - d. In-person survey with an enumerator?
5. In its administration of the E-T-E test the US Census Bureau maintains that they sought to test the roll out of a new online survey response process that will be utilized in the upcoming 2020 Census administration. Did you or your offices help participants fill out their questionnaires online? If yes, what issues did you/they encounter?
6. Do you have knowledge of any of your constituents applying for a Census job?
 - a. If so, did they encounter any difficulties doing so?
 - b. In your opinion, do you believe it would be beneficial to encourage additional residents to apply for these jobs? Why or why not?
7. Moving on to U.S. Census Bureau outreach surrounding the Providence County test: What did you know of the U.S. Census Bureau's efforts to engage in community outreach in Providence County?
 - a. In your opinion, was this outreach effective? Why or why not?

APPENDIX C.

Community Conversation/Interview Questions (cont.)

FOCUS GROUP QUESTIONS (CONT.)

8. In your opinion, what could the Census Bureau do differently to ensure their next test reaches the maximum number of constituents and is as inclusive as possible?
9. Moving on to the addition of the citizenship question specifically: What impact did the addition of the citizenship question have on the questions or concerns you may have heard from your constituents?
10. Given your experience with the test run, what are your thoughts on the administration of the upcoming 2020 census nationally? Do you believe it will be successful? Why or why not?
11. Is there anything else you all would like to add?

THANK YOU FOR YOUR TIME!



August 7, 2018

FOUNDER EMERITUSHon. Edward R. Roybal¹**BOARD OF DIRECTORS****CHAIR**Hon. John Duran
Mayor
City of West Hollywood, CA**TREASURER**Mr. Rick R. Olivarez, Esq.
Partner
Riviera Management Company (RMC), LLP**SECRETARY**Ms. Michelle Mancias, Esq.
General Counsel
Academy of Health SciencesHon. Mira Candelaria Beardon
Academy of Health SciencesHon. Benito Garcia
Regional Director of
Registration Affairs
California Health ServicesHon. René Garcia
Florida State SenatorMs. Jessica Herrera-Flamigan
Vice President and
General Counsel
Diversa Communications Inc.Hon. Paulina Medrano
RMC President
Dallas County Treasurer, TXHon. Alejandra Sotelo-Solis
Communications
City of Raleigh City, CAMr. Joseph "Pep" Valdes
Vice President and
Branch Director
Farming County of Juarez, CAHon. Peter R. Villegas
RMC Board Representative
Communications
Riverside County, CA**CHIEF EXECUTIVE
OFFICER**

Mr. Arturo Vargas

*Member

Jennifer Jessup
Departmental Paperwork Clearance Officer
Department of Commerce
Room 6616, 14th and Constitution Ave. NW
Washington, DC 20230

Dear Ms. Jessup:

On behalf of NALEO Educational Fund, thank you for the opportunity to submit the following comments in response to the Census Bureau's Federal Register Notice, published at 83 FR 26643, concerning collection of data through the 2020 Census (Document No. 2018-12365; Docket No. USBC-2018-0005). In summary, we strongly oppose the last-minute addition of an untested citizenship question to Census 2020 because the collection of that information on the decennial questionnaire is not necessary for the proper performance of the agency and has no practical utility. The addition of the question, and other proposed approaches by the Bureau, will also severely diminish the quality of information collected, and will impose significant unnecessary costs and burdens on the agency.

NALEO Educational Fund is the nation's leading nonprofit organization that facilitates the full participation of Latinos in the American political process, from citizenship to public service. Our Board members and constituency encompass the nation's more than 6,600 Latino elected and appointed officials, and include Republicans, Democrats and Independents. NALEO Educational Fund is a national leader in Census outreach, community education and policy development. Since the 1990 Census, our organization has conducted outreach campaigns to promote the full and accurate count of the Latino community. Together with Spanish-language media and national organization partners, we helped coordinate the multi-media *ya es hora: ¡HAGASE CONTAR!* ("It's time: Make Yourself Count!") effort in 2010, which included partnerships with a broad network of local organizations; the dissemination of community education materials; a toll-free Census information hotline staffed by bilingual operators; technical assistance for community groups; and direct assistance to Latino residents with completing Census forms.

NALEO Educational Fund also has decades of experience working closely with its Latino elected official constituency, other government officials and partner organizations to promote public policies to achieve the most accurate count possible of the nation's population. NALEO Educational Fund has been a member of the U.S. Census Bureau's national advisory committees since 2000, and currently sits on the Bureau's National Advisory Committee on Racial, Ethnic and Other Populations. NALEO Educational Fund is also the co-chair of

NALEO.ORG
@NALEO
213.747.7606

LOS ANGELES, CA
1122 W. Washington Blvd., Third Floor
Los Angeles, CA 90015

HOUSTON, TX
1415 N. Loop West, Ste. 1620
Houston, TX 77008

NEW YORK, NY
55 Broad St., Ste. 10
New York, NY 10004

ORLANDO, FL
5950 Lakeshore Dr.
Orlando, FL 32819

WASHINGTON, D.C.
600 Pennsylvania Ave. SE, Ste. 480
Washington, DC 20003

Ms. Jessup
August 7, 2018
Page 2

the Leadership Conference on Civil and Human Rights' Census Task Force, and of the National Hispanic Leadership Agenda's Census Task Force.

Our comments address several areas of concern regarding the plans and operations of the upcoming 2020 Census:

- The unnecessary, untimely and costly addition of an untested citizenship question which would severely impair the quality of Census 2020 data;
- The decision not to adopt improvements to the questions on race and ethnicity initially supported by extensive Bureau research and recommended by Bureau staff;
- The planned use of administrative records;
- The adequacy of the questionnaire assistance program and use of electronic devices in non-response follow-up (NRFU) operations; and
- The approach to enumerating households and residents in Puerto Rico.

The Proposed Citizenship Question is Unnecessary and Unjustified

The Census Bureau's mission is to serve as the nation's leading provider of quality data about its people and economy. However, the addition of a citizenship question to Census 2020 is unnecessary for the Bureau to fulfill this mission and has no practical utility – it will in fact severely impair the Bureau's ability to provide quality data about our population and economy.

When the Secretary of Commerce announced in a memorandum dated March 26, 2018 that he was ordering the Census Bureau to add a citizenship question to the 2020 questionnaire, he claimed he was doing so at the request of the Department of Justice (DOJ) to enhance enforcement of the Voting Rights Act's (VRA) prohibition on discriminatory vote dilution. The DOJ request cited the need for more granular data for VRA enforcement.

The March memorandum by Secretary of Commerce Wilbur Ross explaining the decision to add the question does not scrutinize the purported need for the question, and the reasons cited by DOJ are specious and flawed. The data DOJ claims to need for VRA enforcement – a survey of citizenship reaching every household in the nation – was last produced in 1950, 15 years before the VRA's enactment. Although an actual count of the citizen voting-age population has never been available, VRA enforcement has nonetheless succeeded, and the federal government and private plaintiffs have blocked hundreds of discriminatory vote dilution schemes from taking effect.

Other Factors Which Raise Serious Questions About the Necessity of a Citizenship Question

Our concerns about the federal government's claim that the addition of the citizenship question is necessary for voting rights enforcement are exacerbated by the last-minute and haphazard nature of the decision-making process that led to its adoption. First, by statute, the Census Bureau must submit topics to be covered in a decennial Census to Congress by the date that is three years before Census Day, and questions to be asked by the date that is two years before Census Day. After these submissions are made, any changes that the Census Bureau or Department of Commerce propose must be shown to be necessary

Ms. Jessup
August 7, 2018
Page 3

because of urgent or changed circumstances. In March 2017, the Census Bureau submitted the topics for Census 2020 to Congress; these did not include U.S. citizenship.

Given the disruptive nature and the potential logistical and budgetary costs of making a major change to the Census questionnaire at the last possible moment, it was incumbent upon the Department of Commerce to fully investigate the rationale set forth by the Department of Justice in its request for the question. However, neither Secretary Ross's March 26, 2018 memo describing his decision-making process, nor any other subsequent statement by Commerce Department representatives, indicate the existence of any independent review of the legitimacy of the purported need for citizenship data for VRA enforcement.

Another factor which raises serious doubts about the federal government's justification for the necessity of adding the citizenship question is the DOJ's poor record of enforcing voting rights protections. The sincerity of DOJ's request and the accuracy of its assessment of the necessity of the data sought through the citizenship question merit serious scrutiny. For example, the same officials who presided over submission of the request to the Department of Commerce have sided in ongoing litigation with implementation of a Texas voter ID requirement that registered African American and Latino voters disproportionately could not meet, compared to white voters. A federal judge described this measure as, "the most restrictive voting law...seen since the era of Jim Crow."

Even worse - and particularly troubling - is the Department of Commerce's most recent disclosure - a memorandum signed by Secretary Ross dated June 21, 2018, which acknowledges that the DOJ's purported rationale for requesting a citizenship question was merely an excuse devised after the fact to justify an idea that originated within the Department of Commerce itself, to serve unstated purposes. E-mails released as part of the litigation against the Department confirm that the Secretary of Commerce was considering the citizenship question well before the DOJ initiated its request, and was instrumental in securing the request. These documents raise the possibility that political considerations unrelated to the necessity of obtaining quality data were a factor in the addition of the citizenship question, which is completely contradictory to the Census Bureau's crucial mission.

The Inclusion of the Citizenship Question Would Significantly Impair the Quality of Census 2020 Data

There are two primary reasons the NALEO Educational Fund believes the inclusion of the citizenship question will severely impair the quality of Census 2020 data. First, the Bureau has not tested the question in a survey distributed to all of the nation's households in the current political environment. Second, existing research which would illuminate the effect of adding the question suggests that it will significantly depress response rates, leading to incomplete and inaccurate data.

Lack of testing: Consistent with sound data and research protocols, the Bureau typically conducts extensive testing of questions it considers adding to any of its surveys, to gauge how respondents understand the question, which formats and wording elicit the most

Ms. Jessup
August 7, 2018
Page 4

accurate responses, and to ultimately assess response rates for the questions. This research often involves extensive and varied research approaches, such as surveys and focus groups. However, the citizenship question has not been included on a decennial questionnaire distributed to 100% of the nation's households since 1950. The version of the citizenship question asked in 1950 is significantly different than the version proposed for use in 2020, in addition, a fact that renders previous experience even less relevant to the present proposal. Even the 2018 End-to-End test, which is in progress in Providence County, is using a questionnaire which does not include a citizenship question. Moreover, the untimely nature of DOJ's December 2017 request prevents the Bureau from testing the impact the question is likely to have on data quality and completeness. While the citizenship question has appeared on the American Community Survey (ACS), the structure of that survey and its purposes are fundamentally different from the decennial questionnaire, and the testing around that question is inadequate to provide a well-informed analysis of including the question in Census 2020.

Existing research and information suggesting depressed response rates: Although necessary field testing has not been completed in advance of Census 2020, available relevant evidence strongly indicates that inclusion of a citizenship question on the 2020 Census will reduce participation and the quality of responses and resulting data. The Bureau has previously observed relatively high rates of non-response or false response to questions about citizenship in its sample surveys. In 2017 and 2018, as they have monitored trends, Census Bureau enumerators and experts began sounding new alarms about public perception of Census surveys and their most sensitive inquiries. This phenomenon occurred even before the DOJ formally requested addition of a citizenship question to the decennial form.

For example, a September 2017 memorandum written by the Bureau's Center for Survey Measurement stated, "researchers have noticed a recent increase in respondents spontaneously expressing concerns about confidentiality in...studies conducted in 2017," and recounted anecdotal incidents as extreme as one family moving out of its home, and another respondent leaving an enumerator alone in the respondent's residence, in response to attempts to collect sensitive information about citizenship and country of origin through Census surveys. Ultimately, in a memo dated January 19, 2018, the Bureau's Chief Scientist John Abowd clearly noted that the Bureau's own analyses support the conclusion that the question would have a negative impact on households' self-response.

In this connection, we would note that in his March memorandum, Secretary Ross indicated that there was no evidence suggesting that the inclusion of the citizenship question would depress response rates. This statement is disingenuous and fallacious in several respects. First, as noted above, there has not been sound testing of the citizenship question in a survey sent to 100% of the nation's households which would illuminate whether the question would depress response rates. In addition, the Bureau's own research and statements from its top scientist indicate that there would likely be a negative impact on response rates from the inclusion of the question. The Secretary's assertion that concerns of depressed response are overstated or unproven is directly contradicted by available evidence.

Ms. Jessup
August 7, 2018
Page 5

The experiences and perspectives of community members also support the research findings regarding the potentially detrimental effect of including a citizenship question on Census 2020. Since January 2017, community-based organizations and journalists have documented sharply increasing rates of avoidance of any contact with government entities on the part of people from immigrant communities and others who fear becoming targets of law enforcement actions. Police departments in cities with growing immigrant populations including Houston, Los Angeles, San Diego, and Denver reported significant declines in reports of domestic violence and sexual assaults received in 2017 as compared to prior years. Likewise, majorities of immigrant parents – both with legal status and undocumented, and regardless of their children's citizenship – who were queried in a 2018 George Washington University study said they had counseled their children to avoid government authorities since President Donald Trump took office.

Although the questionnaire used in the Census Bureau's 2018 End-to-End test in Providence County, Rhode Island did not include a citizenship question, residents and community leaders nonetheless noted that widespread popular discussion of the late addition would depress participation. "The confusion around the census and the fear around it...is going to dissuade people from filling it out," Providence Mayor Jorge Elorza commented in April 2018.

Research conducted by non-profit community advocates after publication of Secretary Ross's March 2018 memorandum has further confirmed that the citizenship question will provoke high levels of refusal to respond to the Census. A participant in a focus group convened by NALEO Educational Fund reflected the thoughts of many members of historically undercounted communities when he opined that the current administration is "using the census as part of a strategy. They want to know people's status and their names. The government will make you fill out a form to tell them if you are not legal. They want to clear the U.S. of people without papers. That's why they are asking about citizenship."

The lack of sound testing of the citizenship question, together with research and information suggesting that its inclusion will depress response rates, create another significant challenge for Census 2020. Because the Bureau has not conducted any research at this late stage of preparations which shows how members of the public will react and respond to the question in 2020, it has not undertaken any work to tailor messaging and outreach to address respondents' concerns and obtain the most accurate and complete responses possible.

For example, the Bureau's Integrated Partnership and Communications Plans were formulated and published before the formal request for the citizenship question, and are premised upon the assumption that the 2020 Census questionnaire would ask about the same topics as were covered on the 2010 and previous decennial questionnaires. As a result, the Bureau fielded its crucial Census Barriers, Attitudes, and Motivators Survey, on the basis of which Census advertising is created and placed, without any mention of the question that will most affect residents' inclination to participate in the Census.

To our knowledge, pertinent plans have not yet incorporated any early or geographically targeted efforts to conduct messaging and outreach to mitigate the clear, evident

Ms. Jessup
August 7, 2018
Page 6

heightened fear of responding to a citizenship question in Census 2020. Similarly, some naturalized citizens or residents of Puerto Rico or U.S. territories have expressed concerns about how the proposed citizenship question asks residents specifically about the manner in which they acquired U.S. citizenship. However, the Bureau has not assessed how these citizens will respond to the question in the current political climate, and what kind of efforts would best promote their participation in Census 2020.

Inclusion of a Citizenship Question Will Increase the Burden of the 2020 Census on the Census Bureau

By depressing voluntary response to the decennial Census, the addition of a citizenship question will not only diminish the quality and accuracy of resulting data, but also increase the cost of obtaining it. The Bureau is obligated to take costly NRFU measures to attempt to obtain firsthand information from households that do not self-respond. As of January 2018, the Bureau estimates that it will cost an additional \$55 million to enumerate each additional one percent of households that do not voluntarily answer the Census. However, this figure has been increasing since mid-decade as the Bureau updates its operational plans. This estimate also continues to be based upon optimistic, unproven assumptions about the Census Bureau's ability to reduce the number of in-person visits required to contact members of non-responding households, and to obtain data about non-responding households from government records instead of from in-person contacts.

In fact, the hardest-to-count households of immigrant and mixed-status families, historically underrepresented people of color, and lower-income individuals will also be those most likely to be reluctant to respond to a Census including a citizenship question. Thus, attempting to count them during NRFU will likely require significant personal contacts by enumerators. The added cost of doing this work may serve no purpose in the end: logic dictates that households afraid of voluntarily submitting citizenship and other sensitive Census information will experience similar, or even greater, fear of answering the door or phone when government officials reach out. Members of immigrant communities, in particular, have been strongly cautioned during the years immediately preceding the 2020 Census not to open their doors to any unknown person who does not hold a warrant authorizing access.

Inclusion of an Untested Citizenship Question Casts Doubt on All Aspects of the Census Bureau's 2020 Operational Plans

The detrimental effects of the inclusion of the citizenship question will pervade virtually all aspects of the Bureau's operational plans and may make some unworkable or obsolete. With less than two years remaining until Census Day 2020, we are extremely concerned that the Bureau will not have sufficient time or resources to make adjustments to preserve the integrity and usability of 2020 Census data.

As of this writing, the Census Bureau is still racing to finish development of new information technology systems and other functionalities without which it cannot begin to conduct the enumeration in 2020, while simultaneously contending with inadequate appropriations that accord it less of a year-to-year ramp up than it received at this point in any other recent

Ms. Jessup
August 7, 2018
Page 7

decennial Census cycle. In light of these ongoing challenges, it is inconceivable that the agency possesses the capacity it needs to make the rapid and comprehensive adaptations that this major policy change necessitates.

The Secretary of Commerce ordered adoption of a citizenship question without sound justification, without following normal procedures, and in the absence of full information about its likely consequences. As a result, the Administration has created a very significant risk to the success of the 2020 Census and is essentially undermining the Constitutional mandate that the Census obtain a complete count of every resident in the nation. We strongly urge you to heed the advice of scientific experts at the Census Bureau, experienced stakeholders, and municipal and state political leaders who see that the addition of an untested, unnecessary citizenship question will have a certain and devastating effect on the cost and accuracy of the 2020 Census.

Failure to Move Forward with Modernization of Hispanic Origin and Race Questions Will Impair the Quality of Data Collected in Census 2020

In addition to the threat posed by the inclusion of the citizenship question, the Administration's failure to move forward with revisions recommended by the Bureau to the questions on Hispanic origin and race will diminish the quality of data collected in Census 2020. For Census data to present an accurate portrait of our Latino population and of other historically underrepresented groups, they must reflect the on-going evolution of Americans' racial and ethnic identity. As our nation's population has grown increasingly diverse, the Census Bureau and other government agencies have periodically conducted evaluations to determine whether changes to the wording and format of surveys about Hispanic origin and race would improve the accuracy of responses.

In 2014, the Office of Management and Budget (OMB) initiated a new review process to consider changes to its 1997 Standards for Maintaining, Collecting, and Presenting Federal Data on Race and Ethnicity (1997 Standards). The action was motivated in part by the Census Bureau's experiences fielding surveys using the "two separate question" format for collection of data on Hispanic origin and race preferred by the 1997 Standards. The Bureau recognized a growing mismatch between the potential responses it offered to its race question and the ways in which many Latinos expressed their racial and ethnic background. The Bureau consistently found that Latinos accounted for majorities of people who did not report themselves as belonging to any of the race categories by which the OMB Standards require survey respondents to be classified. In 2010, more than 43% of Latinos chose "Some other race" or did not answer the race question on the 2010 decennial Census. Because the OMB minimum race categories do not include "Some other race," the Bureau must assign an OMB race to all of these Latinos. The Bureau has found itself applying this imperfect procedure to impute the characteristics of growing numbers of residents; it predicts that in 2020, "Some other race" will become the second largest racial group reported.

The two-question format employed in the 2010 decennial Census also did not accommodate the reporting of multiple national origins by Latino respondents, resulting in the loss of detailed information about Latino identities. In response to a

Ms. Jessup
August 7, 2018
Page 8

differently-formatted ethnicity question on the 2000 decennial Census, the Bureau observed that more than 260,000 respondents attempted to report multiple Latino national origins, and that such reporting was most common among respondents under the age of 35, portending future increases in the percentages of Latinos identifying as being of more than one Latino national origin.

To obtain more complete and accurate data on Hispanic origin and race in the ACS and the decennial Census, the Census Bureau undertook more than a decade of extensive research, including the 2010 Alternative Questionnaire Experiment, the 2015 National Content Test, and the 2016 ACS test. The Census Bureau's extensive testing repeatedly demonstrated lower nonresponse rates to a combined question format than to separate race and Hispanic origin questions, regardless of the medium used to answer the questionnaire, or the language in which participants responded. "Some other race" responses also declined dramatically when a combined question was substituted for separate race and ethnicity questions. Latino respondents were more likely to convey their Latino ethnicity, and less likely to self-identify as White, when given a survey with a single combined race and ethnicity question. In addition, use of a combined question format in test surveys did not result in the loss of any necessary data that would have been collected with separate questions.

In addition, the Bureau's testing found that providing Latinos with an opportunity to indicate multiple sub-group origins produced more detailed and complete data on the Latino community. Because of the consistency and quality of the findings of the Bureau's research on the combined question format that provided Latinos with an opportunity to indicate multiple origins, in May 2017, NALEO Educational Fund endorsed the Census Bureau's recommendation that future questionnaires use that format.

To adopt the recommended combined question format, there needed to be a revision of the OMB's 1997 Standards, and the OMB's Interagency Working Group launched this process. The Working Group issued two Federal Register notices seeking comment in 2016 and 2017, and an Interim Report in 2017, concerning its inquiry and preliminary conclusions. In these publications, it identified proposed modifications to race and ethnicity questions that deserved consideration, including the use of a single, combined question about race and ethnicity.

In its second Federal Register notice, published on March 1, 2017 at 82 FR 12242, the Interagency Working Group stated its intention to announce final decisions about changes to the Standards by mid-2017. However, OMB did not release any additional publications or other final decisions during 2017, in spite of the fact that the Census Bureau sought final determinations before the end of 2017 so that any changes could be incorporated into materials to be used in its 2018 End-to-End test. As of this writing, the Working Group's final report and determinations have not been released to the public; the review process begun in 2014 appears to be dormant or to have terminated without any formal statement or explanation.

The apparent termination, without resolution, of the Interagency Working Group process effectively forced the Census Bureau to revert to the now-outdated two-question approach

Ms. Jessup
August 7, 2018
Page 9

for Hispanic origin and race questions used in the 2010 Census. In March 2018, the Bureau presented to Congress a format incorporating this approach for use in Census 2020 and the ACS. In addition, the Hispanic origin question submitted to Congress does not provide respondents with an opportunity to indicate multiple Latino sub-group identifications. Unlike many of the formats used in the Bureau's tests (including the 2018 End-to-End test), the format provided to Congress does not include instructions to "Mark one or more boxes" when responding to the part of the question on Latino sub-group identifications. The Bureau has also indicated that it will not present data in any public products that reflect information provided by respondents who choose to mark more than one Latino sub-group box.

Without any reason, OMB's inaction has prevented the Census Bureau from implementing a modernization of its questionnaire that multiple high-quality experiments unequivocally showed would minimize nonresponse and enhance accuracy and detail in federal data. Its unjustified refusal to act will cost the Bureau the notable time and effort it must expend to continuously update its methodology for assigning race categories to tens of millions of respondents who will give ambiguous answers, or no answer at all, to separate Hispanic origin and race questions on the 2020 Census. In addition, OMB's silence wastes the considerable resources expended between 2014 and 2017 on the Interagency Working Group's study and deliberations.

The continued use of outdated separate questions about Hispanic origin and race will provoke accelerating rates of inaccurate response that diminish the value of crucial data used to redress persistent racial and ethnic disparities, and acts of discrimination that target underrepresented populations. Moreover, failure to provide response options with which Latino and other respondents most strongly identify will skew data by coercing many of those respondents to choose unsatisfactory responses that do not accurately reflect their racial and ethnic identity. In addition, the Bureau will face the increasingly difficult and expensive challenge of imputing racial categories to respondents who mark themselves as some other race, to ensure compatibility with the 1997 OMB standards. As in the case of its adoption of a citizenship question, the Department of Commerce will fail in its most fundamental duty if it persists in fielding a 2020 Census questionnaire that it knows will not collect the best and most comprehensive data possible.

We are also concerned that Latinos who self-identify as "White" or "Black or African American" may not provide detailed national origin responses under those categories, in spite of the Bureau's proposed revision of those two race category responses to request additional detail. The option to report national origins under White and African American checkboxes has not previously been offered and may not be well understood, particularly in light of the fact that the planned format of these new response options differs from the format of responses to the Hispanic ethnicity question: "White" and "Black or African American" choices are followed by lists of examples and an empty write-in box, while the Hispanic origin question provides several specific choices next to checkboxes, followed by an empty write-in box. Moreover, neither the "White" nor "Black or African American" illustrative examples include any national origins or subgroups commonly associated with Latino identity, in particular those of Afro-Latino origins.

Ms. Jessup
August 7, 2018
Page 10

The Bureau's Plans for Utilizing Administrative Records Raise Significant Concerns about the Accuracy of Census 2020 Data

The Bureau has studied the use of administrative records in enumeration for many years, and is conducting crucial testing that provides insight into the completeness and accuracy of potential sources of information. We are nonetheless concerned that at this late stage in the 2020 Census cycle, the Bureau intends to use administrative records for certain purposes, even though it has not yet reached final determinations about when and how to employ them, and what steps to take to fill in gaps or identify and correct errors in any administrative data used.

Our review of relevant published research indicates to us that use of administrative records may impair the accuracy of Census 2020 data by reinforcing racial, ethnic, and other disparities in the data produced. It is critical that the Bureau explain in detail how it will determine that administrative data can be used soundly and how it will complement or correct any such data incorporated into Census 2020 results. Until this occurs, we do not believe that administrative records can be used as planned without diminishing the quality of Census statistics and exacerbating differential undercounts. We are particularly concerned about any plans to use the records to determine vacancy status of housing, or in lieu of NRFU contacts.

We commend the Bureau and Department of Commerce for committing to use administrative records in innovative ways only when multiple sources contain consistent information of high quality, and only where a dataset passes the Bureau's strict rules – the details of which apparently remain under consideration – for determining likely reliability and accuracy. The most important criterion against which any enumeration method or tool should be judged is its likelihood of improving the quality of Census data, and cost-saving measures cannot be implemented if they pose a risk of diminishing Census accuracy. Thus, we seek more detailed explanation than the Bureau provides in the present Notice of its standards for validating any particular potential use of administrative records in the 2020 enumeration process.

Since January 2018, the Bureau has continued to seek feedback from entities including its National Scientific Advisory Committee (NSAC) about its process for assessing the reliability and completeness of administrative records, and about where and how to assign characteristics missing in those records to households it intends to enumerate with administrative data. For example, during its March 2018 meeting, members of the NSAC raised concerns and made suggestions for improvement of the Bureau's models underlying planned use of administrative records in 2020, including that the Bureau conduct additional testing and devise protocols for managing risk. Members of the NSAC noted, among other troubling issues, that reliability of methods used to determine whether to enumerate with administrative records varied according to household composition, mobility, and income, and that assignment of race, ethnicity, and other data to households counted with administrative records might be more frequently inaccurate for low-income and underrepresented communities. The NSAC's exchanges with Bureau staff make clear that data scientists believe that insufficient data have been gathered, to date, to validate administrative records' use across the widely variant demographic groups and

Ms. Jessup
August 7, 2018
Page 11

socioeconomic communities in various locations in the country. These exchanges also indicate that critical questions are yet unresolved, with mere months remaining before irrevocable steps are taken in the implementation of the 2020 Census.

Pending the release of further information regarding the Bureau's final methodology for use of administrative records in the 2020 Census, we are concerned about the likelihood that administrative records data reflect racial, ethnic, socioeconomic, and other persistent disparities evident in Census results, and that their use will diminish data quality and exacerbate differential undercounts. Our alarm is based upon limitations on the contents of records the Bureau intends to use, and expert analyses of the quality of these sources, including results of the Bureau's 2015 and 2016 tests comparing administrative records determinations with the outcomes of traditional NRFU contacts.

Errors and omissions in administrative data: Some of the sources of information the Bureau intends to use have deficits and inaccuracies in their data. For example, to reach determinations about the most likely occupancy status of households that do not self-respond to initial Census mailings, the Bureau proposes to use Undeliverable as Addressed (UAA) notices from the Post Office, Internal Revenue Service (IRS) records, and enrollment registers for Medicare, Medicaid, and the Indian Health Service. However, the Bureau's own testing where it has attempted reliance on UAA notices to designate vacant and non-existent housing has found significant error rates, indicating that these notices are frequently erroneous or contain misleading information.

For example, at least 19.2% of addresses that administrative records showed as vacant in the 2015 Census Test were found to be occupied when enumerators made in-person visits, notwithstanding the fact that the Census Bureau received a UAA notice associated with most of these apparently vacant homes. Similarly, about 21% of all 2016 Census Test addresses that administrative records showed as vacant were confirmed occupied by in-person contact, even though every one of the locations in question was associated with at least one UAA notice. For majorities of the addresses that administrative records erroneously indicated were vacant or non-existent, two UAA notices had been returned in apparent error by the Post Office.

IRS and health insurance programs' records likewise suffer from omissions and errors. Millions of residents are not required to or otherwise do not file tax returns with the IRS, including individuals whose source of income is a tax-exempt program such as Supplemental Security Income or distributions from Roth IRAs, as well as some individuals who are not legally authorized to work in the United States and have not been assigned a Taxpayer Identification Number. Although in 2017, the Institute of Taxation and Economic Policy estimated that approximately half of undocumented workers in the United States file income tax returns, this leaves a minimum of several million individuals and their dependents likely excluded from IRS records.

An even larger segment of Americans is unrepresented in records concerning recipients of public health coverage. As of 2016, according to the Kaiser Family Foundation, just 35% of our nation's residents received coverage and care through Medicaid, Medicare, or another public insurance program. As all of these statistics and test results conclusively prove, even

Ms. Jessup
August 7, 2018
Page 12

compilations of the best data available to the Census Bureau contain errors and provide only partial, incomplete information about where Americans live. Unsound reliance upon these sources to determine occupancy status will produce potentially large inaccuracies in final Census data.

Moreover, many of the data sources identified for use in enumerating non-responding households routinely omit portions of the information the Bureau must collect about every resident of our nation. For example, although they are each expected to be used to enumerate some non-responding households in 2020, IRS records, Selective Service enrollment information, and Post Office records each contain no information about individuals' race and ethnicity. Social Security Administration and Medicare enrollment records may include information about individuals' race and ethnicity, but applicants' provision of that information is voluntary, and resulting records are not considered to contain reliably complete or accurate information about these characteristics.

Data upon which the Bureau proposes to rely for racial and ethnic identity, such as its own KIDLINK file and past Census and ACS responses, in turn contain no or potentially outdated information about where particular individuals reside. No single source of administrative data can provide all of the information the Census Bureau needs about a particular household or individual, and even where the Bureau successfully links and compiles information about the same household from various sources, it may not find answers to every inquiry on its decennial questionnaire from the sum of the information it holds.

Bureau testing and administrative record error rates: Given the large number of errors and omissions found in administrative data sources slated for use in Census 2020, the Bureau's tests of administrative records-aided enumeration have repeatedly produced significant error rates. The Bureau's 2016 Census Test in Los Angeles County, California and Harris County, Texas produced larger than expected rates of error in multiple respects. For example, at least 41.8% of homes designated as vacant residences based on the content of administrative records were discovered by field workers to actually be occupied, nonexistent, or not in use as residences; at least 6.5% of apparently occupied residences and 40.0% of apparent nonexistent and nonresidential addresses were similarly misclassified in administrative records. When occupied residences were enumerated using administrative records instead of personal contacts, administrative record-based determinations of the number of residents of the household agreed with in-person contact-based determinations in just 67.7% of cases. Number of residents in a household is the simplest and most fundamental data point collected through the decennial Census, and administrative records' errors in this domain portend even larger rates of error in reporting a wide range of other demographic characteristics.

Administrative records and inaccuracies about hard-to-count populations: The use of administrative records in the enumeration process is particularly troubling because it is likely to produce inaccurate data about minority, lower-income, and other historically undercounted populations. For example, Americans with the lowest incomes will account for large shares of those covered in records upon which the Bureau expects to rely, such as the recipients of assistance through Medicaid, TANF, SNAP, WIC and other public benefit programs. These individuals are more likely to move to a new residence in any year than

Ms. Jessup
August 7, 2018
Page 13

people with higher incomes. From 2016 to 2017, the Census Bureau found that 11% of people 15 and over with incomes of less than \$25,000 changed residences, compared to just 8.4% of those with incomes above \$100,000. Accordingly, the relatively higher rates of mobility of low-income individuals increase the risk that related administrative records data will contain erroneous, outdated information linking them to an incorrect residential location.

In addition, noncitizens and their minor dependents are less likely to be included in administrative records sources than adult U.S. citizens and their minor dependents. As previously noted, it is likely that millions of undocumented workers do not file tax returns and are not represented in IRS records; moreover, each year, millions of noncitizens are lawfully admitted to the country with temporary visas that do not permit employment. Some of these individuals are nonetheless temporary residents who should be counted – such as students and exchange program participants – but will also, in most cases, not file tax returns nor apply for Social Security numbers; they also are not obligated to register for Selective Service. Many noncitizen residents are prohibited, either temporarily or permanently, from receiving public benefits, and thus will never appear in records concerning those programs. In sum, there will be a significant number of noncitizens who will be residing in the United States on Census Day 2020 and will not be accurately represented in the administrative records databases the Bureau proposes to use. The use of administrative records to obtain data about these individuals creates serious risk of inaccuracies, which may be exacerbated by their reluctance to participate in a Census which includes a question about citizenship.

Lower-income residents and noncitizens have been persistently undercounted in past decennial Census cycles. Racial and ethnic minority populations that have also been historically undercounted account for disproportionate shares of lower-income families and of noncitizens. Because communities of color also include significant numbers of low-income residents and noncitizens, they are more likely to be omitted from or misrepresented by administrative records than non-Hispanic White, wealthier communities. This poses a serious threat to the Bureau's efforts to reduce differential undercounts.

The Bureau's dedication of resources and efforts to implementing the use of administrative records in enumeration may also divert resources from the urgent task of enumerating the hardest-to-count households and communities. Retrospective comparison of 2010 Census results to administrative records available at that time suggest that the administrative records available to the Bureau contain the most complete and consistent information about neighborhoods that are disproportionately Non-Hispanic White. If records are used to enumerate relatively less hard-to-count areas, the places that the Bureau recognizes as not adequately represented in administrative records deserve to have extra resources and strategic thinking dedicated to their enumeration.

To allay concerns about the consequences of the use of administrative records to replace in-person contacts, the Bureau must justify its plans with detailed operational specifications that make clear what associated margins of error the Bureau determines are acceptable. The Bureau must be able to identify those areas in which its administrative records-based determinations of housing status and composition match on-the-ground observations to a

Ms. Jessup
August 7, 2018
Page 14

much higher degree than achieved in blanket applications of this methodology to date. Until it does so, we are not confident that these techniques can be used soundly, and would oppose their implementation. In addition, the disclosure of plans to improve enumeration of places not sufficiently documented in administrative records through advertising, community partnerships, and other targeted outreach is a necessary component of Census 2020 preparations. We urge the Census Bureau to accelerate and prioritize the completion and publication for comment of these plans.

Questions Remain About the Questionnaire Assistance Program and NRFU

Our review of the plans detailed in the Federal Register notice left us with outstanding questions regarding key components of the Questionnaire Assistance Program and NRFU operations. We believe the quality of data obtained on historically undercounted populations will depend greatly on how effectively these operations are executed. We urge the Bureau and Department of Commerce to provide more information about how critical decisions will be made for these programs in its future Federal Register publications and other public disclosures.

Assessing the demand for in-language assistance: For several decades, NALEO Educational Fund has conducted outreach and provided assistance to individuals in need of more information about naturalization, voting and elections, and Census participation. From our efforts, we are extremely knowledgeable about the importance of providing in-language assistance to Spanish-dominant residents who are not yet fully fluent in English. Based on this experience and our contemporary observations, we project high demand for bilingual English- and Spanish-language information and assistance through the Bureau's Census Questionnaire Assistance telephone program. Census data indicate that among those age 5 and above, the number of Latino U.S. residents who reported not being able to speak English fluently increased by more than 160,000 from 2015 to 2016, to a total of more than 16 million. In addition, nationwide polling conducted by Anzalone Liszt Grove Research for the Leadership Conference on Civil and Human Rights in December 2016 found that about 19% of Spanish-dominant Latinos would prefer to answer the Census by phone instead of online or on paper, far outpacing the national average of 7%.

While we are pleased the Federal Register notice reaffirms the responsible agencies' commitment to a robust in-language telephone assistance program, we are concerned that, in the absence of an explanation of how the Bureau will set goals for staffing and technological capacity, the Bureau may underestimate the demand for this service. Were the Bureau to finalize staffing and infrastructure plans for Questionnaire Assistance hotlines without collecting and analyzing as much data as are available about the language preferences of various groups of residents, it could find itself unable to meet demand. As a result, its services would not be accessible to the residents who need them.

In addition, in-language assistance helps build community members' trust in the government's ability to serve them effectively. In the nation's current political and policy climate, the failure to meet the demand for in-language assistance could exacerbate residents' concerns about contacting government agencies and participating in Census 2020. Thus, we urge the Bureau to describe in future publications the information it will

Ms. Jessup
August 7, 2018
Page 15

consider and the process it will follow in staffing and securing adequate phone capacity for the Census Questionnaire Assistance Program.

Electronic collection of data during NRFU: Because we know that NRFU is the most expensive and most challenging aspect of conducting decennial Censuses, we applaud the Census Bureau for thinking critically and creatively about how to improve NRFU operations. We recognize that the agency has been researching and learning more about possible applications of advanced technology in in-field enumeration for at least a decade, since its initial planning to incorporate the use of handheld electronic devices into 2010 Census data collection.

We also understand that the Bureau may be able to achieve cost savings and better ensure against inadvertent loss of data by following the plan it has set forth in the present Federal Register notice to capture NRFU data exclusively in electronic format. However, we are concerned about the potential discrepancy between this plan and the findings that have emerged from the Bureau's test of in-field address canvassing procedures in geographically and residentially diverse settings. The connectivity issues that the Bureau has already encountered in carrying out limited activities in selected rural communities in West Virginia raise additional questions about whether electronic data capture will be fully functional where enumerators may lack cellular and data connections at the time of an interview.

Although comprehensive analysis of its 2018 End-to-End Census Test is not yet complete, Bureau documents, including Acting Director Jarmin's May 8, 2018 written testimony to the House's Oversight and Government Reform Committee, have made clear that the Test shows that enumerators will need to work in places where internet and cellular signals are not available or dependable. These enumerators will need to work around the challenges that lack of connectivity can create.

In addition, as the Bureau tested address canvassing with electronic devices in early 2018 in Fayette, Mercer, and Raleigh Counties in southern West Virginia, it discovered that devices lost connectivity in the field. It also learned that canvassers generally were able to successfully receive and complete their assignments by moving to connected locations at the start and conclusion of each workday.

Therefore, while it appears that devices will be equipped to store data for transmission as connectivity allows, key differences between in-field address canvassing and enumeration may create additional challenges for electronic data capture during NRFU – and we are not certain whether the Bureau has accounted for these potential challenges. For instance, address canvassers likely have far fewer interactions with residents than enumerators. Thus, canvassers' experiences are unlikely to reveal if during NRFU, residents will be more likely to be suspicious or uncooperative if they are aware enumerators are recording their personal information electronically.

In addition, the mechanics of address canvassing are less likely to be materially affected in real time than the enterprise of actual enumeration. For example, a field enumerator with connectivity could immediately discover that a family encountered at a non-responding address that knew its assigned Census ID number had already been enumerated at a prior

Ms. Jessup
August 7, 2018
Page 16

address. The enumerator could then clarify on the spot which address was the family's residence on Census Day. However, without connectivity during this visit, the enumerator might be required to re-visit the household to resolve the issue.

We urge the Bureau to consider whether additional alternate data capture and transmission methods may be effective in areas in which its electronic devices may not have a consistent connection to its networks and databases. The Bureau should examine whether data collection by paper or through satellite-based networks are effective alternatives for some areas of the country or households.

The Bureau's Approach for the Enumeration of Puerto Rico Jeopardizes the Accuracy of Census 2020 Data

We are extremely concerned that the approach to enumerating Puerto Rico, as set forth in the present Federal Register notice, will result in a severe net undercount that will compound the challenges already facing the island. There is likely no other place in the United States that will have undergone as dramatic a change between 2010 and 2020 with respect to its residential infrastructure and resident population as the island of Puerto Rico.

The widespread devastation of Hurricane Maria and the slow pace of repair and recovery significantly accelerated the long-term trend of migration from Puerto Rico to the mainland United States. Accurately enumerating a population facing these challenges is critical to ensuring that our nation effectively provides the assistance Puerto Ricans need. Thus, it is imperative that the Bureau immediately reconsider the methods it plans to use, and increases anticipated staffing levels to ensure an adequate in-person presence on the island that allows for direct contact with its residents.

The significant limitations of in-office address canvassing: We disagree with the Bureau's published plan to develop its Master Address File for places in its Update/Leave enumeration areas using exclusively in-office address canvassing procedures. Because that method relies on reference to dated administrative records and satellite images, its use is simply not appropriate for places like Puerto Rico, where a severe natural disaster has had an extreme effect on the island's residences and other infrastructure.

Between September 2017 and May 2018, the Federal Emergency Management Administration (FEMA) received nearly 1,119,000 applications for assistance from Puerto Rican homeowners, an indicator that hurricane-related damage may have affected half or more of the homes of the approximately 3.4 million residents who lived there before Hurricane Maria arrived. Moreover, the Bureau must also take into account the fact that according to government and building industry estimates, even before the Hurricane, as much as approximately half of Puerto Rico's housing was informally built without being permitted or inspected; therefore, official records are likely to continue to be a poor source of accurate data about where Puerto Ricans live. Any address list for Puerto Rico assembled from static data and satellite images is unlikely to reflect current residential trends and will become quickly outdated, and its use will prospectively imperil the accuracy of data collected on its basis.

Ms. Jessup
August 7, 2018
Page 17

The state of housing and the state of individuals' intentions to occupy it make the island a poor candidate for in-office address canvassing. For example, data based on the physical movement of cell phones between Puerto Rico and the mainland from October 2017 through February 2018 show that about 400,000 people left the island during that period. The data also indicate that returns have accelerated and outpaced departures since January 2018.

As Puerto Ricans negotiate major changes and challenges, their plans may change quickly. During the period of years it will take for Puerto Rico to recover from the devastation of Hurricane Maria, many Puerto Ricans are likely to choose to live in homes that are partially in disrepair and that may appear unoccupied to an in-office canvasser, while others will have temporarily or permanently abandoned such structures. Some island residents will have opted to stay in spaces not normally used as residences (the use of which as residences may not be indicated in any official records), and some of these families may still intend for their pre-Hurricane homes to be their primary residences whether or not those homes are habitable at present.

In short, so much is changing in ways that cannot be adequately recorded by in-office canvassers that we believe use of that methodology to build Puerto Rico's 2020 Census Master Address File would be potentially disastrous. If the Bureau is to obtain a competent count in Puerto Rico that reflects the best and most up-to-date information it can gather about where its residents live, that count must be based upon an in-field address canvassing operation that is conducted as close in time as possible to Census Day, and incorporates residents' direct feedback delivered to canvassers who have the opportunity to make first-hand observations on the island.

Update/Leave as an inefficient, ineffective approach for Puerto Rico: Similarly, we are concerned that the enumeration strategy the Bureau intends to use in Puerto Rico is an inappropriate choice in light of the island's infrastructure, and demographic characteristics. The present Federal Register notice designates the entire island of Puerto Rico for Update/Leave enumeration, requiring that enumerators visit and leave Census materials at each home from the Master Address File that appears to be occupied on Census Day.

However, if the Bureau were to conduct competent advance address canvassing on the island, incorporating more complete and accurate data sources than just the official records and satellite imagery to which remote in-office canvassers have access, then it could include many parts of Puerto Rico in TEA-1 and conduct normal operations aimed at securing self-response prompted by mailings. As of April 20, 2018, all Post Offices in Puerto Rico were open and had resumed normal operations. In addition, as of June 5, 2018, the government of Puerto Rico reported that electricity, cellular and telecommunications services had been restored to at least 95% of their pre-Hurricane capacity.

As a result, we believe the Bureau could more efficiently and effectively enumerate Puerto Rico in 2020 by conducting normal self-response operations in those parts of the island that are best-connected and in which infrastructure has been restored. This would allow the Bureau to reserve resources and personnel for the enumeration of the most difficult-to-reach parts of Puerto Rico.

Ms. Jessup
August 7, 2018
Page 18

If the Bureau were to achieve some cost savings by conducting normal self-response operations in the easiest parts of Puerto Rico to count, it could wisely invest those savings in the difficult task of accurately counting residents of the island's least-recovered and most-remote areas. We urge the Bureau to recognize the imperative of personal contact with the hardest-to-count Puerto Ricans, and to designate selected areas for Update/Enumerate, instead of Update/Leave, enumeration.

In this connection, we note that the federal government's Hurricane response and assistance to Puerto Ricans have attracted significant and widespread criticism, not only from island residents and advocates but in at least one post-action analysis conducted by FEMA itself. The government's perceived poor performance has diminished some Puerto Ricans' faith and trust in federal agencies, and will negatively affect the Bureau's efforts to obtain personal information from Puerto Rican households in 2020.

To overcome the obstacles created by some island residents' unfortunate post-Hurricane Maria experiences with the federal government, the Census Bureau should assign enumerators who have the linguistic skills and cultural competency to effectively make personal contact with the hardest-to-count households. The Bureau should leverage those contacts to explain the Census process and secure robust participation. With a strong in-field presence in these areas, the Bureau can perfect its knowledge of the potentially dramatic effects of migration on the most-affected parts of Puerto Rico, and achieve an accurate count of the island, notwithstanding the many changes occurring there relatively close in time to Census Day.

Conclusion

The Census Bureau's and Department of Commerce's Constitutional and statutory duty is to produce complete, accurate data about our population, and in the case of decennial Census data, to enumerate every resident of our nation. In carrying out this duty, federal agencies have always strived to make scientifically-based decisions and to plan years in advance for an undertaking that grows more complex each decade. Uninformed and last-minute changes to Census instruments and methodology that run counter to data scientists' recommendations threaten the effectiveness of Census operational plans, and the accuracy of crucial decennial Census data. Our comments highlight a broad range of issues where science and evidence-based research indicate that the Bureau's approach to collecting information in Census 2020 is either unnecessary, will produce inaccurate data or will add significant costs to the decennial enumeration. In some cases, we urge the Bureau to continue its deliberations and provide greater disclosure to stakeholders.

The decennial Census is conducted once every ten years, and our nation will have to live with its results for the decade that follows. A flawed enumeration threatens the fundamental health of our democracy, and our nation's social and economic well-being. Ultimately, the Department of Commerce has an obligation to take all actions necessary to protect the integrity of the Census. History is watching - we urge the Bureau to adopt our recommendations, and make Census 2020 the sound enumeration our nation requires.

Ms. Jessup
August 7, 2018
Page 19

Again, thank you for the opportunity to submit these comments.

Sincerely,

A handwritten signature in black ink, appearing to read 'Arturo Vargas', with a long horizontal flourish extending to the right.

Arturo Vargas
Chief Executive Officer

cc: Congressional Hispanic Caucus
Congressional Hispanic Conference



John Smaby
2019 President

Bob Goldberg
Chief Executive Officer

ADVOCACY GROUP
William L. Malkasian
Chief Advocacy Officer/Senior Vice President
Shannon McGahn
Senior Vice President Government Affairs

500 New Jersey Avenue, NW
Washington, DC 20001-2020
Phone 202-383-1194
WWW.NAR.REALTOR



REALTOR® is a registered collective membership mark which may be used only by real estate professionals who are members of the NATIONAL ASSOCIATION OF REALTORS® and subscribe to its strict Code of Ethics.

June 16, 2019

The Honorable Ron Johnson
Chairman
U.S. Senate Committee on Homeland
Security & Governmental Affairs
328 Hart Senate Office Building
Washington, DC 20510

The Honorable Gary Peters
Ranking Member
U.S. Senate Committee on Homeland
Security & Governmental Affairs
724 Hart Senate Office Building
Washington, DC 20510

Dear Chairman Johnson and Ranking Member Peters:

On behalf of the 1.3 million members of the National Association of REALTORS® (NAR), we would like to thank you for holding this hearing regarding the progress toward and significance of the 2020 Census. The decennial census and the American Community Survey are extremely important to NAR's mission of helping to shape the real estate industry. Census data help NAR to better understand and forecast housing needs as we work to complete many of the following business and policy functions.

1. The flagship of NAR's research reports is its monthly and annual home sales figures. NAR uses the American Community Survey and the Census to benchmark its existing home sales series.
 - a. NAR uses Census' definitive count of the numbers of homebuyers in a particular year as the true universe of sales.
 - b. This count is compared to NAR's local and national figures.
 - c. NAR grows this figure over time based on NAR's data and the known relationship to the Census.
2. NAR uses national and local income data from the Census and the American Community Survey in its housing affordability indexes.
3. NAR provides its members with reports on local market characteristics in more than 150 Metropolitan Statistical Areas. These Local Market Reports include market-specific information like income and population data.
4. NAR uses the Census and American Community Survey data to either benchmark survey responses or individual results. For example:
 - a. In recent years, several new measures on first-time buyer concentration were developed, all of which utilize subpopulations of buyers or a definition of a first-time buyer that deviates from that of the Census and NAR. Census' data provided important clarity on this point.
 - b. The American Community Survey is used as an internal check for NAR's annual survey of resident and non-resident foreign buyers. It is the only survey of its kind in real estate.

5. NAR staff utilize the Census and the American Community Survey to develop insights on market trends and policy issues. A few recent examples include:

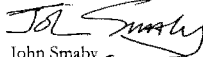
- a. Evaluating trends in generational demand and populations at the local level.
- b. Identifying trends in household formation, which is a critical driver of housing demand.
- c. Researchers looked at lending to veterans and the VA lending guarantee program.
- d. NAR has analyzed migration trends of recent movers. Private real estate companies also mine this information to identify potential customers and markets.
- e. The American Community Survey was used to estimate the impact of tax reform on local homeowners and homebuyers at the state and county levels.
- f. The American Community Survey was used to shed insights into the population of homeowners affected by hurricane flooding in Houston and in other areas covered by the National Flood Insurance Program (NFIP).

NAR is not the only entity in the real estate industry utilizing the Census and the American Community Survey. Multiple private companies provide consumer-facing products with detailed information on local trends, demographics and even walkability ratings, which consumers employ in their property search. Redfin, Corelogic, Trulia, Realtor.com, and HouseCanary are just a few examples of such companies.

In short, the Census and the American Community Survey are the benchmarks against which private industry surveys and database work are measured. NAR looks forward to working with you to shed light on the importance of the decennial census and the American Community Survey for private industry.

NAR also supports full funding for the 2020 Census to ensure that resources are in place for an accurate and complete population count. Thank you again for your work on this issue, and we look forward to supporting this effort. Any questions or comments can be directed to Nia Duggins, NAR Policy Representative, 202-383-1085 or NDuggins@REALTORS.org.

Sincerely,



John Smaby
2019 President, National Association of REALTORS®

cc: U.S. Senate Committee on Homeland Security & Governmental Affairs



Senate Committee on Homeland Security and Governmental Affairs Hearing on the 2020 Census:
Conducting a Secure and Accurate Count, July 19, 2019

Testimony Submitted for the Record by the Partnership for America's Children on the Challenge of
Counting Young Children.

Chairman Johnson, Ranking Member Senator Peters, and all Members of the Committee;

We submit this testimony to provide additional information on counting young children in the 2020 Census. We seek to explain how important it is, why counting young children requires a different approach than counting adults, what steps the Bureau is taking to improve the count of young children, and what we believe also needs to be done.

The Partnership's mission is to support its network of state and community multi-issue child advocacy organizations in effective advocacy. The Partnership has 52 member organizations in 41 states that advocate to improve policies for children at the state, local and federal level. Collectively, they represent over 90% of the nation's children. The Partnership connects its members to peer expertise and national resources and facilitates interstate collaborations to deepen the level of impact of child advocacy within and across states. It fosters policy expertise, advocacy skills, and strong organizations. Census data is essential in the advocacy work of Partnership members. Thirty Partnership members are also KIDS COUNT grantees in their state, serving as that state's data hub on children for policy makers, administrators, and nonprofit organizations.

The Partnership for America's Children manages Count All Kids, an initiative to improve the count of young children in the 2020 Decennial Census. In this role, the Partnership is co-leading a national working group of child-serving organizations that is developing strategies to help ensure that all young

children are counted in the 2020 Census. The Partnership and Count All Kids will be providing tools and resources to its members and national, state, and local advocates and service providers to help them assist in the effort to ensure that all young children in their states or localities are counted. More information about the Count All Kids initiative is at countallkids.org, on Facebook at Count All Kids, and on Twitter @countallkids. The Partnership is one of the Census Bureau's Partners for the 2020 Census, and works collaboratively with the Census Committee Taskforce on the Undercount of Young Children.

The Partnership for America's Children is submitting this testimony to expand upon Dr. Dillingham's statement about the importance as well as the challenges of counting young children in the Census. Because the 2010 Census missed more children ages 0-4 than any other age group, it is critical that the Bureau implement a plan to improve the count of young children.

The 2010 Census missed nearly one in ten children aged 0-4, or about 2 million children; the net undercount for young child (after eliminating duplications) was nearly 5% or almost one million children.ⁱ Moreover, the net undercount for young children has been growing over the last several Decennial Censuses, even as our ability to count other age groups has improved.ⁱⁱ The children that are missed most often are children of color.ⁱⁱⁱ Children are particularly likely to be missed if they live in complex households, if they live in linguistically isolated households, if a grandparent fills out the Census form, or if they are not the biological or adopted child of the person filling out the form.

The undercount of young children has a number of serious consequences for children, and many of those consequences last for at least a decade (for most of their childhood), including:

- less representation in Congress, state legislation, and school boards for communities with high numbers of young children;
- less federal funding for critical children's programs in states and localities;
- inadequate data and planning information for policymakers and advocates for services such as schools and community health services; and
- distorted data in all Census surveys for the next decade, since the Census Bureau uses population data from the Census (the only product which is not a survey but rather an all-population count) and annual population estimates based on the Decennial Census to set the sampling design for all its surveys.

Every year, nearly \$900 billion in federal funds is allocated to states and localities based on census data, either directly or through Census population estimates and Census surveys that in turn rely on the Decennial Census.^{lv} Here are some of the programs that affect children's lives for which funding is based in whole or in part on census data. (Unless noted, figures are for fiscal year 2016.)^{lv} Funding allocations for many other, smaller but important, children's programs not listed here are also calculated using Decennial Census data.

- Title 1 grants to local education agencies—\$14.36 billion. These grants help local educational agencies (LEAs) improve teaching and learning in high-poverty schools. In 2010 Title 1 served more than 21 million children.^{lv} A Decennial Census undercount of children, particularly poor children, in a school district would result in reduced funding for that district.
- Special Education Grants (IDEA) – \$11.78 billion. Through the Individuals with Disabilities Education Act (IDEA), the federal government provides grants to states to assist them in ensuring a free public education environment that will allow children with disabilities to thrive. In 2015-16, IDEA part B served 6.7 million students or 13 percent of total public school enrollment.^{lv} Through IDEA part C, federal funds assist states in providing early intervention services for infants and toddlers (0 – 2) and their families. IDEA part C covered almost 400,000 infants and toddlers and their families in 2015-16.^{lvii} Because the grants are allocated based on the number of children and poor children in a community, if young children, particularly poor young children, are missed in a school district that state and school district will not get its fair share of IDEA funds.
- Children's Health Insurance Program (CHIP) – \$13.76 billion. CHIP was created in 1997 to reduce the number of uninsured children by providing subsidized insurance to children of the working poor through federal grants to states. The federal government pays most of the costs of the program, and the share of costs borne by the federal government varies by state using an enhanced match based on the Federal Medicaid Assistance Percentage (FMAP). CHIP covered 9.5 million children nationwide in FY 2017.^{lv} If many young children are missed in the Census in a state, the state funding for CHIP (and thus the states' ability to provide comprehensive benefits to as many children as possible) will be reduced.
- Head Start – \$8.65 billion. The Head Start program provides grants to local public and private nonprofit and for-profit agencies to provide child development services to economically disadvantaged children and families, with a special focus on helping preschoolers develop the early reading and math skills they need to be successful in school. In 2014, 1.1 million children

were served through all Head Start programs.^x Head Start expansion funds are allocated based on numbers of poor children, so undercounts of young poor children would result in their communities getting less expansion funding for Head Start and early Head Start.

- Women, Infants and Children (WIC) -- \$6.38 billion. In each month in 2017 WIC provided supplemental nutritious foods, nutrition education, and referrals to health and social services to 7.3 million low-income pregnant, breastfeeding and postpartum women, infants, and children to age five who have been determined to be at nutritional risk.^{xi} The American Community Survey, which uses the Decennial Census and annual populations estimates based on the Decennial Census to design its sampling frame, is used to determine each state's fair share target for funding. (Grants for supplemental food equal about 70 percent of WIC grants to states.) A young child undercount could result in a lower state share for supplemental food.
- Foster Care -- \$4.73 billion. The Federal Foster Care Program helps to provide safe and stable out-of-home care for almost 500,000 children until they are safely returned home, permanently placed with adoptive families, or placed in other planned arrangements for permanency.^{xii} An undercount of young poor children would result in a higher total per capita income in a state, and that in turn would result in a lower Federal Medicaid Assistance Percentage, and thus lower reimbursements for care for children in foster care. That tends to affect the level of services available for children.
- Child Care and Development Fund -- \$2.9 billion in 2015^{xiii} from the entitlement portion and an additional \$2.2 bill in appropriated funds in 2015^{xiv}. The Child Care and Development Fund assists low-income families, families receiving temporary public assistance, and those transitioning from public assistance in obtaining child care so they can work or receive training and education. In fiscal year 2015, nearly 1.4 million children benefited from the Child Care and Development Fund.^{xv} Funds to states are allocated based on numbers of children under 5, numbers under 13, and state median income, so an undercount of young children would reduce the state's child care funding.

Children also benefit from programs that serve adults as well as children:

- Medicaid -- \$361.22 billion (for all beneficiaries). Medicaid is a federal-state insurance program that provides health coverage to low-income families and individuals, including children, parents, seniors, and people with disabilities. More than two-fifths, or almost 37 million,^{xvi} of Medicaid enrollees are children.^{xvii} The federal government pays for at least 50% of the costs of

Medicaid, and more in 37 states. The Federal Medicaid Assistance Percentage is the formula by which the federal government's share of a state's Medicaid costs is calculated. A Decennial Census undercount of state population would result in a higher per capita Income in the FMAP formula and so a lower reimbursement rate.

- Section 8 Housing Assistance Payments Program – \$19.39 billion. Section 8 vouchers are the nation's leading source of housing assistance for low-income seniors, people with disabilities, and families with children, helping approximately 2.2 million households to secure affordable rental housing in the private market.^{xviii} A local area undercount of children would result in that area receiving fewer housing vouchers, distorted family eligibility standards, and inappropriate rents per unit.

As mentioned above, an undercount of young children also has consequences beyond the allocation of federal funds. If many young children are missed, school demographers will not know which areas need to build schools or add classrooms for when these children enter school, which creates overcrowded classrooms and a lower quality of education for children who live in areas with many uncounted children. State and local governments often decide where to build health centers and provide other medical resources based on the number of people and poor people in a community. Businesses use Census data for planning where to put new enterprises; if a local community is undercounted, that may result in, for example, grocery chains' unwillingness to build in those areas and people having less access to healthy food.

We note that young children are often missed for different reasons than adults, and therefore, strategies to improve the count of young children must be different than strategies to count adults.

The Bureau's efforts to identify hard-to-count areas are based on the premise that adults are missed because they do not return the Census form or respond to enumerators. Thus, the Bureau identifies "Hard to Count" areas where few adults responded to the Census (self-response, as opposed to later counting by enumerators). It tests messages to see what is most likely to persuade adults to respond. Then it creates communications tools incorporating those messages.

By contrast, most young children are missed in households that returned the form or responded to enumerators but left the young child off. This means that the Hard-to-Count areas identified by the Census Bureau may be different than the areas where most children are missed. It means that messages must persuade adults to include everyone, particularly young children, in their responses. And it means that children in certain circumstances, such as complex households, linguistically isolated, living with grandparents, or unrelated to the householder, are more likely to be left off the form. That means the communications campaign must be specific about counting young children in these and other situations that put them at higher risk of being missed.

The Census Bureau has made significant progress, particularly over the last year, in efforts to improve the count of young children. Last fall, the Bureau created a 2020 Census Undercount of Young Children Taskforce.^{xix} This has led to the identification and implementation of many improvements in the Bureau's operations plan and communications planning.

Dr. Dillingham included many of the improvements that the Census Bureau has made on behalf of the undercount of young children in his written remarks to this Committee. These improvements include specifying the need to count children (including identifying specific situations where children are likely to be missed), in all aspects of their communications campaign, developing targeted outreach to areas that are at higher risk of missing many young children, partnering with child-related organizations, training enumerators to ask questions about children, and adding language on the questionnaire that remind the respondent to include children.

We applaud these efforts. We also note that because the number of children at risk of being missed is so large, the scale of these efforts needs to be large, and that requires significant resources.

The Partnership for America's Children and the Count All Kids initiative are working with the Bureau to help it further improve its efforts to count young children. For example, the Bureau's CBAM's research did not ask specific questions about counting young children, although it did identify which respondents had young children, which enabled them to identify a number of differences in attitudes and motivations between families with young children and families without young children.^{xx} We are conducting our own message research which will be completed in August and will share the findings

with the Bureau. We are also creating materials that trusted voices such as child care providers and pediatricians can use to persuade families to count their young children.

We believe a full, fair, and accurate Census must include a count of everyone living in this country, including its youngest members. We know that an accurate count of all young children is essential to help young children thrive. We look forward to ensuring a 2020 Census that reverses the steady decline in the count of young children. All our kids must be counted and get the representation, funding, and services they need to thrive. This Census will shape the lives of our youngest children at the most critical points in their development, and the consequences will last a decade—most of their childhood.

We encourage the Committee to include in its oversight responsibilities close attention to provisions made to count young children. Thank you for this opportunity to provide more information about a key component of the 2020 Census. Please feel free to contact me at (202) 290 1816 or by email at dstein@foramericaschildren.org if you have any questions.

Respectfully Submitted,

Deborah Stein,
Network Director (and CEO)
The Partnership for America's Children

ⁱ KIDS COUNT Data Book 2018, <http://www.aecf.org/m/resourcedoc/aecf-2018kidscountdatabook-2018.pdf>, citing <https://www2.census.gov/programs-surveys/decennial/2020/program-management/memo-series/2020-report-2010-undercount-children-ommissions.pdf>

ⁱⁱ The Undercount of Young Children, 2014, <https://www.census.gov/content/dam/Census/library/working-papers/2014/demo/2014-undercount-children.pdf>

ⁱⁱⁱ O'Hare, W.P. (2015). The Undercount of Young Children in the U.S. Decennial Census, Springer Publishers.

^{iv} Counting for Dollars 2020 The Role of the Decennial Census in the Geographic Distribution of Federal Funds Report #2: Estimating Fiscal Costs of a Census Undercount to States, <https://gwipp.gwu.edu/sites/g/files/zaxdzs2181/f/downloads/GWIPP%20Reamer%20Fiscal%20Impacts%20of%20Census%20Undercount%20on%20FMAP-based%20Programs%2003-19-18.pdf>.

^v Fifty-five Large Federal Census-guided Spending Programs: Distribution by State, Initial Analysis: 16 Large Census-guided Financial Assistance Programs <https://gwipp.gwu.edu/sites/g/files/zaxdzs2181/f/downloads/Counting%20Dollars%20Brief%20%235%20May%202019.pdf> and <https://gwipp.gwu.edu/sites/g/files/zaxdzs2181/f/downloads/Special%20Ed%20IDEA%20CFD%2008-18-17.pdf>.

^{vi} National Center for Education Statistics Fast Facts, <https://nces.ed.gov/fastfacts/display.asp?id=158>.

^{vii} "Number of children and students served under IDEA, Part B, by age group and state." <https://www2.ed.gov/programs/osepidea/618-data/static-tables/index.html>

^{viii} "Number of infants and toddlers ages birth through 2 and 3 and older, and percentage of population, receiving early intervention services under IDEA, Part C, by age and state." <https://www2.ed.gov/programs/osepidea/618-data/static-tables/index.html>

^{ix} Unduplicated Number of Children Ever Enrolled in CHIP and Medicaid, <https://www.medicaid.gov/chip/downloads/fy-2017-childrens-enrollment-report.pdf>

^x Disparate Access, February 2016, <https://www.clasp.org/sites/default/files/publications/2017/04/Disparate-Access.pdf>

^{xi} Frequently Asked, Questions about WIC, <https://www.fns.usda.gov/wic/frequently-asked-questions-about-wic>.

^{xii} KIDS COUNT Data Center, <https://datacenter.kidscount.org/data/tables/6243-children-in-foster-care#detailed/1/any/false/870,573,869,36,868,867,133,38,35,18/any/12987> This is point-in-time data, and the total number of children served in foster care over the course of a year is higher.

^{xiii} Counting for Dollars 2020: 16 Large Federal Assistance Programs that Distribute Funds on Basis of Decennial Census-derived Statistics, <https://gwipp.gwu.edu/sites/g/files/zaxdzs2181/f/downloads/United%20States%2008-18-17.pdf>

^{xiv} Fiscal Year 2015 Federal Child Care and Related Appropriations <https://www.acf.hhs.gov/occ/resource/fiscal-year-2015-federal-child-care-and-related-appropriations>

^{xv} FY 2015 Preliminary Data Table 1 - Average Monthly Adjusted Number of Families and Children Served, <https://www.acf.hhs.gov/occ/resource/fy-2015-preliminary-data-table-1>.

^{xvi} Unduplicated Number of Children Ever Enrolled in CHIP and Medicaid, <https://www.medicaid.gov/chip/downloads/fy-2017-childrens-enrollment-report.pdf>

^{xvii} Policy Basics: Introduction to Medicaid, <http://www.cbpp.org/research/health/policy-basics-introduction-to-medicaid>.

^{xviii} 2017 Federal Rental Assistance Factsheet, <https://www.cbpp.org/sites/default/files/atoms/files/4-13-11housing.pdf>.

^{xix} <https://countalkkids.org/census-bureau-undercount-task-force/>

^{xx} <https://www.census.gov/programs-surveys/decennial-census/2020-census/planning-management/final-analysis/2020-report-cbams-attitudes-reporting-children.html>

Post-Hearing Questions for the Record
Submitted to Hon. Steven Dillingham, Ph.D.
From Ranking Member Gary C. Peters
“2020 Census: Conducting a Secure and Accurate Count”
U.S. Senate Committee on Homeland Security and Governmental Affairs
July 16, 2019

1. New technology will form the backbone of the 2020 Census, with IT systems for online self-response, community outreach, collecting responses door-to-door, managing employees, and more. The Bureau must ensure all these systems are fully secure. Many systems still have to complete multiple rounds of testing in 2019, where the Bureau will identify vulnerabilities and determine corrective actions. DHS cyber experts are also helping the Bureau conduct tests, and recommending security improvements. At GAO’s recommendation, the Bureau is currently implementing a tracking system to ensure it addresses DHS’s recommendations in a timely fashion. Please provide the Committee with a description of the tracking system for addressing DHS recommendations. By what date will the Bureau fully implement this tracking system?

Answer: The Census Bureau CIO has fully implemented GAO’s recommendation to establish a formal recommendation management process. The process is now actively managed by a dedicated team member in the Office of the Deputy CIO. The process formally links five steps: 1) assign recommendation ownership, 2) analyze and categorize each recommendation, 3) define and execute the work, 4) track and report on the status, and 5) validate implementation and close out the recommendation when it is complete. The CIO leadership will monitor where each recommendation is in the five-step process and ensure that documentation is collected to demonstrate progress. Once each of the current recommendations have been reviewed, the Census Bureau will submit documentation to close GAO’s recommendation.

- a. Has the Bureau considered any additional process improvements, to ensure it is tracking all system vulnerabilities and remediating them as soon as possible?

Answer: The Census Bureau has increased transparency and management oversight by introducing additional status reporting for our executives, our information security staff, and system owners. These additional reports and regular meetings build upon our existing risk management process to manage the IT security posture of the Census. Our IT Risk Management Program calls for initial and annual systems assessments, as well as continuous systems monitoring conducted several times a month, when we review systems for hundreds of thousands of possible systems issues. Through this process, we identify areas of concern in our process and technology and work aggressively on any issues that require additional consideration. When necessary, we establish a Plan of Action and Milestones (POA&M) to track an issue to closure against a defined timeline. All POA&Ms are tracked in a database, available to system owners. Our Security team actively manages and provides transparency into POA&MS through regularly scheduled weekly meetings, quarterly deep dives, and ad hoc briefings to leadership to discuss security posture of systems.

2. Major natural disasters occur each year in many states and communities. In 2019, we have seen wildfires in California, flooding throughout the Midwest, hurricanes in Florida and the Carolinas, and tornadoes in the Great Plains. The Bureau is working to adjust enumeration for areas affected by disasters in 2019. However, if major natural disasters occur immediately before or during the census, they could significantly disrupt census operations and prevent people from being counted at home. What are the Census Bureau's plans for adjusting each operation in an affected area if a major natural disaster occurs in 2020, either before or during the census? Please describe or provide a copy of these plans.

Answer: The Census Bureau is committed to conducting a complete and accurate enumeration for the entire country, including areas that experience disasters immediately prior to or during census operations. Should such a disaster occur, the Census Bureau would form a rapid-response team that will immediately assess the event and formulate an action plan to address the specific disaster. The team will consist of both headquarters and field staff, and it will consult with federal state, and local authorities as appropriate and necessary.

In forming an action plan, the Census Bureau will consider the facts relevant to the specific disaster, including the timing and geography of the disaster, the local conditions, and safety. Additionally, the response to some natural disasters could be to deploy Mobile Questionnaire Assistance Centers (M-QACs) to the affected area, if the FY 2020 appropriations funds that operation. Regardless of the plan to address a specific disaster, communication will be key, including promoting self-response, sharing updates on operations, and informing local leaders and the public of our action plan. While developing and implementing our plans to address a possible disaster, we will communicate with our field staff, as well as state, federal, and local officials and local partners.

3. In a May 2019 report, GAO found the Census Bureau added "Major Disasters" to its risk registry in July 2016, but the Bureau had not developed the documented "contingency plan" that Bureau guidance requires for risks added to the register. The Bureau told GAO it is making preparations that are not documented in a contingency plan. Does the Bureau plan to create a contingency plan for Major Disasters? If not, why not?

Answer: The Census Bureau has a contingency plan developed to address the addition of major disasters to our risk registry. When unexpected events occur, such as natural disasters, geographic areas and certain populations may become hard-to-count. How the Census Bureau reacts and how we approach the 2020 Census enumeration depends on the event. When an event occurs, the Census Bureau will form a rapid-response team to assess the impact of the event and develop a recommended plan to deal with the event. In forming a response plan, the Census Bureau will consider facts such as the timing of the event, the severity, the affected geographic area, access to the affected areas, and other environmental concerns.

Recently, the devastation resulting from Hurricane Maria that hit Puerto Rico in 2017 resulted in a change to conduct Update Leave in Puerto Rico. This operation will allow additional

recovery time for the impacted area before we update locations and will result in Census Bureau staff hand delivering questionnaires to all locations where people are living in Puerto Rico. We are also conducting Update Leave in area of the Florida Panhandle affected by Hurricane Michael and areas of California affected by fires in 2018. The Census Bureau will face the challenges of any unexpected event and will take steps necessary to enumerate the population affected by any such event.

- a. If the Bureau does not have such a contingency plan, in what manner has it documented its plans for responding to natural disasters in 2020? Please describe or provide applicable documents.

Answer: The Census Bureau approved a contingency plan for addressing major disasters on March 27, 2019. Most notably from the contingency plan is that once a major disaster has occurred, the Census Bureau will form a rapid response team within 24 to 48 hours. The team will immediately assess the event and formulate an action plan to address the specific disaster.

4. The Bureau's 2017 Lifecycle Cost Estimate of \$15.6 billion included \$1.42 billion for calculable, anticipated risks (discrete risks and Monte Carlo uncertainty), as well as \$1.2 billion in contingency funding for less predictable "unknown-unknown risks" such as natural disasters. However, the Bureau's 2020 Budget request assumed a lifecycle cost of \$14.1 billion, including approximately \$1.1 billion to account for all possible risks. The Bureau has stated it would request additional emergency funding if the need arises. Exactly how much funding will the Bureau set aside for "unknown unknown" risks, as compared to the other categories of risk?

Answer: The full \$15.6 billion estimated cost in the 2020 Census Life-Cycle Cost Estimate includes estimates of what could occur based on the 2020 Census portfolio risk register, natural variance in cost-driving assumptions, and unknown or uncontrollable events that could impact the cost of the 2020 Census. This is an estimate intended to include in one figure the entire spectrum of risks to 2020 Census costs. The \$14.1 billion point estimate includes a level of risk mitigation that is in line with GAO best practices as well as Census Bureau managers' reasonable expectation of the level of resources that will be sufficient to conduct the 2020 Census in the vast majority of predictable scenarios.

The 2020 Census program was appropriated \$50 million to cover unknown risks in the FY 2018 Omnibus Appropriation, and more than \$40 million of that amount remains available. In addition, the budgets through FY 2020, which are consistent with the \$14.1 billion-point estimate, include approximately \$1.1 billion in contingency estimated in the life cycle cost estimate, which may be used for known risks or natural disasters that actually arise during the execution of the 2020 Census, among other risks.

5. GAO recently conducted an audit of the Census Bureau's 2017 Lifecycle Cost Estimate. In its audit, GAO found the Bureau didn't meet all the criteria of a reliable cost estimate. For example, GAO found the Bureau needed to provide more supporting documentation and implement a system to track and report variations between actual and estimated costs. What has the Bureau done to address these concerns and to better justify its reported costs in its June 2019 Lifecycle Cost Estimate?

Answer: In GAO's audit on the 2017 Life-Cycle Cost Estimate (LCCE), the report acknowledged significant improvement in all four characteristics of a reliable cost estimate: credible, accurate, comprehensive, and well-documented. This included meeting or substantially meeting in the areas of credibility, accuracy, and comprehensiveness, while receiving a "partially met" grade for the documentation characteristic. Still, the 2020 Census LCCE leapfrogged nearly every other civilian program in GAO's 2017 audit.

To build on this progress, the Census Bureau put an aggressive plan into place to address the remaining areas and expects the cost estimate will display additional sophistication across all four areas with the latest release of the 2019 LCCE. Some of the specific improvements since the 2017 LCCE include the following:

- Clearer and more consistent line of sight between assumptions, methodology, and results across the suite of documentation artifacts.
- Better alignment between the program's work breakdown structure and how the program is actually managed.
- Clearer depiction of multi-dimensional relationships in two-dimensional forms.
- More detailed documentation of actual costs, changes in the cost estimate, and subject matter expert-defined funding levels.
- Refined methodology for estimation of risk and uncertainty.

We shared the updated full suite of documentation with GAO and look forward to continuing work with their team to understand the multitude of improvements since the 2017 LCCE.

6. The Census Bureau will rely heavily on trusted community partners to address public mistrust, increase confidence in the census, and achieve an accurate count. Census Bureau partnership specialists have been tasked with building over 300,000 partnerships. In your testimony, you cited partnership specialists' key roles in obtaining an accurate count in areas with low internet access, tribal lands and areas with unreliable mailing addresses, communities with language minorities not covered by the Bureau's language assistance operation, and complex hard-to-count communities such as those in Detroit. In addition, partnership specialists must complete clerical duties. The Bureau will hire 1,501 partnership specialists, roughly two per U.S. county. How did the Bureau determine this was an adequate number of specialists, based on the duties of each specialist and the specific goals they are expected to achieve (e.g. recruiting a number of partners, developing outreach strategies, and addressing the needs of each hard-to-count community within their assigned area)?

Answer: The staffing allocation for the 2010 Partnership and Data Services Program was originally 740 partnership staff members, based on the allocation used for Census 2000. As a direct result of funding received from the American Recovery and Reinvestment Act in FY 2009, the number of Census employees working in the Partnership Program increased to 3,800 by FY 2010. The vast majority of these positions were low-graded assistants, who functioned in a support role, such as staffing booths at fairs and festivals, distributing promotional materials and shuttling paper documents. For the 2020 Census, the Census Bureau doubled the number of specialists over the original 2010 figure. These specialists will be assigned to work directly with partners in hard-to-count communities across the nation. Staff are

assigned based on a variety of factors, including low-response scores and demographic factors such as population size and density.

- a. What type of evaluation process will the Bureau use during and after the 2020 Census to determine whether partnership specialist staffing is adequate?

Answer: Performance management is critical to optimizing the effectiveness of the Partnership Program. It involves key activities such as tracking, monitoring, reporting, and decision-making about the progress and associated risks for the program. With a large staff at the Census Bureau headquarters and 1,501 partnership specialists in the regions, the Census Bureau must measure progress toward accomplishing its goals using a systematic and transparent approach.

The Census Bureau will use the following criteria to help determine effectiveness of the Community Partnership Engagement Program:

- Governments and local partners are aware and support the 2020 Census.
- Establish committed partnerships with 300,000 partners by March 2020.
- Establish partnerships with at least one organization in, or that serves, census tracts that the Census Bureau considers to be hard-to-count tracts by March 2020.
- Facilitate the formation of Complete Count Committees or similar efforts in all 50 States, the District of Columbia, Puerto Rico and cities with a population of 200,000 or more by January 2020.
- Provide supplemental language support for more than 100 languages either directly or via established partnerships by February 2020.

The Census Bureau has taken a strategic approach to building the partnership team across the country. The partnership team consists of a diverse group that resonates with the communities that they serve. The Census Bureau recruited partnership specialists based on several factors including, geography, language, and familiarity with communities. Also, the Census Bureau has recruited visual information specialists throughout the country to assist in developing develop materials that connect with local communities and local media specialists to address local media inquiries and raise awareness of local census events and milestones.

Using specific objectives ensures the Census Bureau has trusted voices engaged in reaching everyone to communicate that the census is coming, it is important, it is safe, and that everyone should participate for themselves, their family, and their community.

7. According to GAO's testimony and reporting, the Bureau planned to hire 1,181 partnership specialists by May 1, 2019 and 1,501 partnership specialists by June 30, 2019. However, the Bureau missed its May 1 goal. As of June 22, the Bureau had hired 813 partnership specialists, with an additional 830 applicants awaiting background checks completion. Why was the Census Bureau unable to fully onboard sufficient partnership specialists by its stated deadline?

Answer: The delay experienced was due in large part to the administrative process of clearing

and onboarding workers for the 2020 Census. The Bureau has taken aggressive steps to address this issue.

- a. What is the Bureau's estimated date to complete the hiring process for all 1,501 partnership specialists?

Answer: As of November 14, there are 1,685 people who have accepted partnership staff positions, and of those, 1,506 are working. We have deliberately set aggressive targets for recruitment and hiring, and our local partnership program is thriving. 2020 Census partnership jobs attract talented people with great community roots and amazing people skills. But these jobs are temporary, and that means in a strong economy these people often find other work which will last beyond the end of their current term. This natural turnover means levels will fluctuate for the remainder of the 2020 Census. We are well above our 2010 Census peak for partnership specialists, and we have a thriving program of recruiting and supporting trusted voices to encourage everyone to respond to the 2020 Census.

8. The Bureau cited a robust economy and low unemployment rate, as well as background check timelines, for delays in hiring. What processes should be improved to ensure the Census Bureau meets its hiring goals for partnership specialists in future decennial censuses?

Answer: We believe there are ways to balance the importance of having fully vetted candidates for these positions and a more simplified application and onboarding process, and we have already improved processes to streamline partnership specialist hiring and onboarding. These improvements include moving the background check/clearance process to trained staff in the six Regional Census Centers, along with hiring additional staff at Census headquarters to assist with the process. We are investigating options to use our delegated hiring authority to streamline the onboarding process for these temporary workers.

9. Many individuals will be able to respond to the 2020 Census using the internet self-response form, a paper questionnaire, or over the phone. However, some individuals may need to seek assistance in person, either because they do not have access to a phone or computer, do not speak a language supported by the online or telephone response mechanisms, or simply wish to receive trusted in-person assistance from a Census Bureau official when filling out their census questionnaire. Has the Bureau estimated the number of people who may need in-person assistance? How did the Bureau determine it had an adequate plan for in-person assistance, based on this number?

Answer: The Census Bureau has developed multiple avenues to provide assistance to respondents, including telephone centers and an informative website. The Census Bureau will be hiring and training between 320,000 and 500,000 people for peak operations, including the staff who will make in-person visits to people who do not choose to respond to the census through our online, telephone, or paper questionnaires. We will focus on recruiting people from local communities with appropriate language skills and familiarity with local customs to assist people in completing their census questionnaires in person.

- a. How will the Bureau evaluate the adequacy of in-person assistance at the conclusion of the 2020 Census?

Answer: The Census Bureau plans to assess all major operations after the census.

10. The Census Bureau has chosen not to implement in-person Questionnaire Assistance Centers for the 2020 Census. In many locations, it will rely on community partners to provide in-person assistance and devices for self-response. Does the Bureau plan to provide any sworn Census Bureau employees at permanent community locations to assist with self-response or answer questions from partners?

Answer: The Census Bureau developed a Mobile Questionnaire Assistance Centers (M-QACs) proposal in response to a request by appropriators. If the Mobile Response Initiative is funded beyond the current continuing resolution, the Census Bureau would work with partners to identify key locations with prominent visibility where self-response rates may be low. Initially, the M-QAC locations will be where data models, such as the Response Outreach Area Mapper, help predict low self-response rates, or where community priorities are identified. As households submit responses, real-time self-response rates will drive where M-QACs will be. Because this effort is not tied to specific physical locations, the M-QACs could be deployed dynamically where they are most needed. M-QAC staff will go to where respondents are, to markets, festivals, events, and other high-traffic venues in hard-to-count areas. Rather than waiting for respondents to come to them, this staff will be highly mobile with the ability to go to multiple hard-to-count areas to generate increased awareness and facilitate self-response.

- a. What training and materials will the Bureau provide to partners to ensure they provide accurate in-person assistance?

Answer: We are currently working on materials for partners to ensure they understand census basics and can appropriately assist respondents. These can be found at <https://2020census.gov/partners>.

11. The Consolidated Appropriations Act of 2019 directed the Census Bureau to devote funding to explore opening local questionnaire assistance centers in hard-to-count communities. In April 2019, the Bureau proposed a \$90.5 million “Mobile Response Initiative,” in which census recruiting staff would be retained and re-trained to assist with self-response. The staff would move as a mobile unit to various community gathering places, such as outdoor markets, to answer questions and provide tablets for self-response. However, there would be no permanent locations for assistance. Given the proposed staffing level, how many low self-response census tracts would the Mobile Response Initiative reach?

If the Mobile Response Initiative is funded beyond the current continuing resolution, the Census Bureau would work with partners to identify key locations with prominent visibility where self-response rates may be low. Initially, the M-QAC locations will be where data models, such as the Response Outreach Area Mapper, help predict low self-response rates, or where community priorities are identified. As households submit responses, real-time self-response rates will drive where M-QACs will be. Because this effort is not tied to specific physical locations, the M-QACs could be deployed dynamically where they are most needed.

M-QAC staff will go to where respondents are, to markets, festivals, events, and other high-traffic venues in hard-to-count areas. Rather than waiting for respondents to come to them, this staff will be highly mobile with the ability to go to multiple hard-to-count areas to generate increased awareness and facilitate self-response.

- a. How would the Bureau advertise the locations of Mobile Response teams in a timely way to ensure individuals seeking assistance know where and when it will be available, and what other measures would the Bureau take to provide predictable assistance locations?

Answer: If this operation is funded, we will ask local partners to post hours when M-QAC staff will be available. We are investigating other options to advertise availability of M-QAC staff to ensure that this initiative could serve respondents in hard-to-count areas.

12. The Census Bureau must work to combat traditional fraud. For example, a senior citizen may receive a fake phone call from someone who pretends to be a census-taker, asking for personal information. Or someone may receive a phishing email that appears to be from the Census Bureau. Please further describe the Bureau's efforts to protect the public against these types of fraud in the census. What resources will the Bureau provide community partners to help them identify and combat fraud, and when will these be provided?

Answer: In preparation for the 2020 Decennial, the Census Bureau recognizes the traditional and new digital-based threats that will likely target the public. Our plan focuses on identifying threats to enable rapid mitigation action by working with our partners in the U.S. Government, the private sector, and community-based organizations.

We have published information [census.gov](https://www.census.gov) and [2020census.gov](https://www.2020census.gov) informing the public on how to avoid fraudulent activity or scams and outlining the types of personal information the Bureau will never request, such as your full Social Security number or full bank or credit card account numbers. Also, the public can report instances of fraud by contacting the Census Bureau Customer Service Hotline at 1 (800) 923-8282, by submitting a tip to ask.census.gov/support/case, and by engaging the Bureau on Twitter (@USCensusBureau) and Facebook (<https://www.facebook.com/uscensusbureau>).

We also have established strategic partnerships with technology companies, including Facebook and Twitter, to serve as an authentic source of information on the 2020 Census on their platforms. We constantly monitor traditional media, social media, dark web, and intelligence data for misinformation, disinformation, reputational threats, and other fraudulent activities. Later this year, we will have an updated frequently asked questions page with additional detailed information and resources related to identifying and reporting fraud.

Further, the Census Bureau has reached out to several law enforcement associations to establish communications channels for reporting fraud or safety-related issues. The Bureau has also established a point of contact with the FBI to alert them of any significant fraud or related issues in their jurisdiction.

13. A key component of effective census outreach will be to familiarize people with the online self-response option in advance of the March 2020 mailings. While sharing specific information about the portal could invite bad actors to replicate the website, it will be also be important to educate partners and the public on how to use the portal, and how to identify fraudulent websites. When and how will the Census Bureau release information on the internet self-response portal for this purpose?

Answer: The Census Bureau plans to develop video and print language guides to help respondents navigate through the internet self-response instrument or the paper questionnaire. These guides will be available in English and 59 non-English languages, and they will also be produced in American Sign Language and Braille and be made available in large print. The printed guides will be available by the end of 2019 and the video guides will be available early 2020.

14. Is the Census Bureau considering a mechanism to allow the public to report bugs, vulnerabilities, or other problems they identify or experience with the internet self-response portal?

Answer: A common way the public reaches Census to report issues is via social media. The Bureau has a robust social media presence and quickly responds to questions or concerns.

Other ways of alerting us about issues include sending emails through the Census Bureau's "Frequently Asked Questions" site (ask.census.gov), calling the main call center (1-800-923-8282), or calling our Respondent Advocate (1-888-609-0563). Also, the feedback tool on census.gov and 2020census.gov allow users to rate pages and content, which provides the opportunity to submit comments.

15. GAO testified that there is a significant public perception risk the Bureau must counteract in 2019. GAO testified the Census Bureau should they be taking action at an elevated level to counteract this risk, given confusion and rhetoric regarding the inclusion of a citizenship question and related citizenship data measures. Since June 2019, has the Census Bureau or its communications subcontractors made any adjustments to its outreach and communications operations, to account for continuing confusion or mistrust related to the citizenship question?

ANSWER: The decennial Census questionnaire does not include a citizenship question. Moreover, please see *2019 Census Test Preliminary Results* by Victoria A. Velkoff, Associate Director for Demographic Programs, available at https://www.census.gov/newsroom/blogs/random-samplings/2019/10/2019_census_testpre.html, in which the Bureau explains that its nationally representative randomized field experiment's "major finding ... was that there was no difference in self-response rates between forms with and forms without a citizenship question."

In our outreach, we will emphasize that there is no reason to fear participating in the census. The law is clear—no personal information can be shared. Under Title 13 of the U.S. Code, the Census Bureau cannot release any identifiable information about individuals, households, or businesses, even to law enforcement agencies. The information collected may only be used for statistical purposes. Census Bureau staff take a lifetime oath to protect this personal information, and any violation comes with a penalty of up to \$250,000 and/or up to five years in prison.

16. On July 11, President Trump issued an Executive Order regarding the collection of citizenship data. The Order directs all agencies to “provide the [Commerce] Department the maximum assistance permissible, consistent with law, in determining the number of citizens and non-citizens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective.” How would the Executive Order change the Bureau’s current efforts to collect administrative records? Please provide additional details about the Census Bureau’s analysis of this Executive Order to the Committee as soon as possible.

Answer: The Executive Order will improve the availability of administrative records available for statistical purposes. In section 3, the Order directs that “*all agencies shall promptly provide the Department the maximum assistance permissible, consistent with law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective*”

17. The Census Bureau is currently conducting a survey to test the effects of a citizenship question, which it planned and implemented before the question was ultimately excluded from the 2020 Census. From June 13 to July 22, half of the 480,000 surveyed households received questionnaires that included the citizenship question. The test concludes on August 15 and results will be reported in October. What does the Census Bureau intend to do with the results of this survey, now what the question will not be on the 2020 Census?

Answer: The Census Bureau began planning this test in 2018, and mailings began on June 13, 2019. The 2019 test was designed to measure self-response rates and the possible operational impacts of a citizenship question on the 2020 Census, such as how many census takers might be needed and how to better communicate and follow-up with households that do not self-respond. Although the 2020 Census questionnaire will not include a citizenship question, the Census Bureau has ongoing surveys that ask a citizenship question. Results from this test may help inform operational decisions for those surveys, as well as future censuses and surveys. The Bureau has published an article, *2019 Census Test Preliminary Results*, by Victoria A. Velkoff, Associate Director for Demographic Programs, available at https://www.census.gov/newsroom/blogs/random-samplings/2019/10/2019_census_testpre.html, in which the Bureau explains that its nationally representative randomized field experiment’s “major finding ... was that there was no difference in self-response rates between forms with and forms without a citizenship question.”

- a. Since July 11 when the citizenship question was withdrawn, has the Commerce Department directed the Census Bureau to take any additional action with regard to this test?

Answer: No.

18. The Census Bureau will provide the online questionnaire and call-center help in 12 non-English languages. The Bureau will also offer language assistance guides (video and paper) in 59 languages. However, 7 languages included in the last Census were not included in the 2020 Census one. Why did the Bureau make the decision to exclude these languages?

Answer: The language program for the 2020 Census will support more than 99 percent of the population. The Census Bureau has been monitoring language trends throughout the decade and used a robust, data-driven process when determining the languages for the 2020 Census in order to reflect the current language need. In determining the languages, we used the 2016 ACS 5-year estimates to create tabulations of languages spoken by at least 2,000 limited-English-speaking households. This list was compared with regional and state level data to ensure that the languages with the largest need in each region and state were represented, and the analysis led to the final list of languages.

In 2010, the Census Bureau provided the questionnaire and telephone assistance in five non-English languages. In 2020, we are expanding this support to cover 12 non-English languages. The language guides and glossaries are being produced in 59 non-English languages that demonstrate the greatest need based on the 2016 ACS 5-year estimates. While some languages from 2010 may not be on the list for 2020, new languages were added to reflect the current language needs for the 2020 Census environment.

- a. How will the Bureau verify that each individual who speaks an unsupported language receives adequate language assistance, such as a language guide or in-person assistance from a census partner?

Answer: The Census Bureau will provide additional language support by hiring field enumerators and partnership specialists with bilingual abilities to assist limited-English-speaking households with responding to the census. We are recruiting aggressively to hire field staff with language skills. Of our applicants so far, nearly 20 percent can speak a language other than English, representing more than 400 languages and dialects. We will continue recruiting to fill language needs for field work during 2020 peak operations and working to identify community resources when special needs arise.

In addition, the Census Bureau will provide templates of the language guides and glossaries so that partners in communities and from organizations representing those who speak languages not covered by the 59 languages will be able to create guides in additional languages.

19. The Census Bureau has applied to OPM for a waiver to be able to hire non-citizens in limited roles, such as translators and enumerators with critical language skills. When will this hiring authority be approved and go into effect?

Answer: Working with OPM, it was determined that authority exists under current law to hire legal permanent residents in limited circumstances. Consistent with law, the Census Bureau will hire non-citizen translators who are legally entitled to work in the United States on an as-needed basis during 2020 peak field operations for the Nonresponse Follow-Up operation. Hiring for that operation begins in February 2020.

- a. How will the Bureau disseminate information to its staff, including Regional Directors, on how non-citizens can be hired when necessary?

Answer: We have briefed our regional staff, including the Regional Directors, on the use of translator positions. As we work to implement this option in our operational planning, we will continue to guide our staff through the appropriate implementation strategy to ensure we comply with appropriations and employment law.

20. For the 2020 Census, the Bureau has adopted “differential privacy” measures which “inject noise” into census data to protect privacy and prevent re-identification of personal data. These measures also result in tradeoffs between privacy and data accuracy. The Census Bureau’s approach attempts to protect privacy while delivering maximum data accuracy for the Bureau, federal programs, and researchers who use census data to measure outcomes, such as environmental impacts or housing affordability. What process did the Census Bureau use to consult with the research community and incorporate their input, when developing its differential privacy measures?

Answer: Disclosure avoidance is essential to upholding the confidential guarantees in Title 13 of the U.S. Code, and it has been applied to statistical products since before the law was enacted in 1954. All disclosure avoidance systems, including those used in recent decennial censuses, trade-off accuracy and privacy protection. The Census Bureau has conducted extensive outreach to our data users to inform decisions about the design of the 2020 Census data products and the development and parameters for the Disclosure Avoidance System. Census Bureau senior officials have regularly consulted with our advisory committees, our subject matter experts have participated in academic workshops and conferences, and we have had extensive formal and informal dialogue with interested stakeholders on the Disclosure Avoidance System and the impact of differential privacy on their intended data uses. In July 2018, we published a notice in the Federal Register seeking public comment on the 2020 Census data products, with a specific focus on how these products are used and how those uses might be impacted by the switch to differential privacy, to which we received approximately 1,200 comments. In June 2019, we released the source code from the 2018 End-to-End test so that interested data users and researchers could apply it with varying parameters to actual Census data from the 1940 Census.

This stakeholder engagement is ongoing, as a number of important decisions about the design of the 2020 Census data products and the implementation of the Disclosure Avoidance System still need to be made, and feedback from the data user community is critical to making

informed decisions on these matters. Over the coming months, we will be conducting additional outreach to the academic and demographer communities and redistricting experts, among others, and we have hosted webinars and held tribal consultations with the American Indian and Alaskan Native communities.

- a. How will the Bureau consult with researchers after the 2020 Census and in the future to help ensure data are usable for various research outcomes?

Answer: One of the advantages of differential privacy in general, and the Disclosure Avoidance System in particular, when compared to traditional disclosure avoidance methods, is the ability to be fully transparent about the impact that the privacy protections have on the usability of the data for various data uses. The Census Bureau is committed to engaging with the researcher and data user communities before, during, and after the 2020 Census about the Census data products' accuracy and usability for various research and statistical analysis purposes.

- 21. Question 31 on the Census temporary employment application (and Question 13 on OPM Form OF-306) states, "Are you delinquent on any federal debt? (Include delinquencies arising from federal taxes, loans, overpayment of benefits, and other debts to the U.S. Government plus defaults on federally guaranteed or insured loans such as student and home mortgage loans.) If "YES," ...provide the type, length, and amount of the delinquency or default, and steps that you are taking to correct the error or repay the debt." Have any applicants for 2020 Decennial Census temporary positions been denied employment or automatically excluded from consideration because of their response to this question?

Answer: To clarify, the Declaration for Federal Employment (OF-306) form is not completed during the application phase. It is completed by a selectee after a tentative job offer is made for a 2020 decennial office position (e.g., Recruiting Assistant, Office Operation Supervisor, and Clerk.)

None of the selectees for the 2020 Decennial Census temporary positions have been excluded from consideration because of their response to Question 31 on the Census temporary employment application.

- a. If a "Yes" answer does not automatically exclude an individual from consideration, what review process is triggered by an affirmative response and what written or other guidance is provided for OPM employees to evaluate this question?

Answer: The Census Bureau issues a letter of interrogatory to a selectee who has disclosed a delinquency on any federal debt but did not provide the type, length, and amount of the delinquency or default and steps that are being taken to correct the error or repay the debt. This includes delinquencies arising from federal taxes, loans, overpayment of benefits; other debts to the U.S. Government; and defaults on federally guaranteed or insured loans, such as student loans or home mortgage loans.

The Census Bureau does not make an unfavorable determination with respect to the suitability of a selectee for federal employment because the selectee is or was unemployed or has experienced or is experiencing financial difficulty through no fault of their own, provided the selectee has undertaken a good-faith effort to meet the financial obligations.

No written or other guidance is provided to the Office of Personnel Management from the Census Bureau to evaluate the case unless it is provided by the selectee to support their answer to Question 13. If the Census Bureau receives additional information or documentation from the selectee, it is submitted to OPM as an attachment to the selectee's OF-306 form.

- b. Are applicants who are otherwise qualified given an opportunity to further explain the details of the delinquency?

Answer: Yes, the selectee is allowed the opportunity to explain if there is a delinquency. This takes place after a selection is made, not during the application phase.

Post-Hearing Questions for the Record
Submitted to Hon. Steven Dillingham, Ph.D.
From Senator Kamala Harris

2020 Census: Conducting a Secure and Accurate Count
Senate Homeland Security and Governmental Affairs Committee
July 16, 2019

Countering a Climate of Fear

Just a few days after the Supreme Court decision on the addition of a citizenship question to the 2020 Census, both the Department of Justice and Secretary of Commerce Wilbur Ross confirmed that the 2020 Decennial Census questionnaire would be printed without a citizenship question.

However, President Trump tweeted that those reports were “FAKE.” Afterwards, the Department of Justice announced that it would assign a new team of lawyers to the census cases, but a New York federal judge found that the request was insufficiently justified and rejected the request. President Trump then stated that the administration would no longer pursue the addition of a citizenship question to the 2020 Census and, instead, issued an executive order that directs the agencies to essentially acquire the same information through different means.

The administration has threatened nationwide raids targeting immigrant families, including families in my home state of California. People are reportedly so fearful that they are staying home from work. One mother called into a community hotline because her little girl wasn't feeling well, but the mother was afraid to take her daughter to the doctor. I am concerned that the administration's rhetoric regarding the inclusion of a citizenship question, coupled with its indiscriminate interior immigration enforcement efforts, has created a chilling effect in our immigrant communities.

1. What is the Census Bureau doing to ensure that the fear within immigrant communities created by this Administration does not impact the accuracy of the count?

Answer: The Census Bureau notes that there are always concerns about responding for every census and for each of our surveys from a wide variety of people and from many different communities. However, we are pleased to provide details on our communications campaign. All of our messaging is based on comprehensive testing that demonstrated what messages worked for a variety of audiences.

We will emphasize that there is no reason to fear participating in the census. The law is clear—no personal information can be shared. Under Title 13 of the U.S. Code, the Census Bureau cannot release any identifiable information about individuals, households, or businesses, even to law enforcement agencies. The information collected may only be used for statistical purposes. Census Bureau staff take a lifetime oath to protect this personal information, and any violation comes with a penalty of up to \$250,000 and/or up to five years in prison.

We will also emphasize how important the census is to local communities for representation, allocation of funding, and more. A complete count requires a grassroots effort with local officials and respected leaders in communities working as partners. We will use traditional advertising, digital advertising, and social media to spread the word. If people do not want a visit by a census taker, they can avoid that by responding securely and confidentially online, by phone, or by mail. These messages will also be carried forward by our partners at both the national and the local level. 2020 Census partners, the trusted voices in the communities they serve, are often the most important and persuasive voices in the decennial census. It is critical for them to emphasize the importance and safety of responding to the census, along with the important fact that we include everyone regardless of their immigration status, and the partnership support materials we are providing to them will make this clear.

2. If DHS conducts raids during the 2020 Census, and people are too scared to answer their doors, check the mail, or attend census-related events, what will you do to make sure people feel safe enough to be counted?

Answer: We will emphasize that there is no reason to fear participating in the census. The law is clear—no personal information can be shared. Under Title 13 of the U.S. Code, the Census Bureau cannot release any identifiable information about individuals, households, or businesses, even to law enforcement agencies. The information collected may only be used for statistical purposes. Census Bureau staff take a lifetime oath to protect this personal information, and any violation comes with a penalty of up to \$250,000 and/or up to five years in prison.

Also, responding to the census will be easier than ever. Households will be able to respond to the census in multiple ways, and they do not need the preassigned census identification number that will come in the mailed materials. If households do not check their mail or do not have the materials, they can respond either at the secure website or by calling a toll-free phone number. Also, anyone can choose to mail back a paper questionnaire. If households self-respond, there will be no need for follow-up mailings and no need for a census taker to come to the door. Through our partnerships, communications, advertising campaigns, and outreach, we will amplify these messages. In addition, 2020 Census partners, the trusted voices in the communities they serve, are often the most important and persuasive voices in the decennial census. It is critical for them to emphasize the importance and safety of responding to the census, along with the important fact that we include everyone regardless of their immigration status, and the partnership support materials we are providing to them will make this clear.

3. Will you commit to pursuing an agreement with DHS to ensure that immigration enforcement activities do not interfere with the 2020 Census?

Answer: The Census Bureau will inform DHS, along with other federal, state, and local law enforcement officials, about our activities.

4. Will you commit to pursuing an agreement with DHS to ensure that immigration enforcement does not take place at events that promote participation in the 2020 Census?

Answer: The Census Bureau will inform DHS, along with other federal, state, and local law enforcement officials, about our activities. We will work with federal, state, local, corporate, and faith-based partners to remind the public about Title 13 protections.

Countering a misinformation campaign

It is illegal for the government to use individual-level Census data for any additional purpose. Yet, according to the Census Bureau's Census Barriers, Attitudes, and Motivators Study Survey Report (CBAMS), 10% of respondents believe the census is used to locate people living in the country without documentation and another 37% "did not know" if the census was used this way. Additionally, racial and ethnic minorities are more likely to be concerned than white Americans that the Census Bureau will share their answers with other government agencies.

According to a Reuters report, the Census Bureau has had discussions with researchers about efforts of "far-right actors and foreign governments" to use disinformation campaigns to discourage minorities from participating in the 2020 Census. The most recent version of the 2020 Census Operation Plan rated the risk exposure that public perception of confidentiality would affect 2020 Census operations as high.

5. What is the Census Bureau doing to counter misinformation about the confidentiality of census questionnaire responses?

Answer: To combat inaccurate information about Census questionnaire confidentiality, the Bureau proactively monitors traditional and social media platforms for mis- and disinformation and reputational threats. We also coordinate with Federal and local community partners to help identify potential mis- and disinformation campaigns and possible fraudulent activity. We respond to identified threats by consistently updating Census website information and resources, partnering with technology companies to appropriately remove fraudulent information and actors, and engaging community partners to ensure updated information is available to local communities. In the event of questions, concerns, or suspected misinformation, we encourage the public to email our dedicated inbox, rumors@census.gov.

Our media campaign, based on the most extensive research ever for a census campaign, will have a key focus on confidentiality. Based on what we learned from Census Barriers, Attitudes, and Motivators Survey (CBAMS) and other research, we are planning aggressive messaging through many forms of media (television, online advertisements, social media, print, radio, local newspapers, and more) to reassure the public that responses to the census are confidential and cannot be shared with any other agency, including law enforcement. We encourage help from Congress, State, Local, and Tribal leaders to assure the public that responding to the census is safe and that responses will be

kept confidential. In addition, the questionnaire itself has a clear message at the top noting that answers are protected by law.

6. Will you, as the head of the Census Bureau, ensure that census data is not being used for immigration or law enforcement purposes?

Answer: The law is clear—no personal information can be shared. Under Title 13 of the U.S. Code, the Census Bureau cannot release any identifiable information about individuals, households, or businesses, even to law enforcement agencies. The information collected may only be used for statistical purposes. Census Bureau staff take a lifetime oath to protect this personal information, and any violation comes with a penalty of up to \$250,000 and/or up to five years in prison.

Sexual Orientation and Gender Identity (SOGI) Question

In your response to my Questions for the Record from your nomination hearing, you committed to meeting with representatives from LGBTQ groups about the importance of collecting SOGI data on the decennial census and the American Community Survey. The Census Bureau delivered a report to Congress on topics to be included in the 2020 Census and the American Community Survey. The report did not include the topic of sexual orientation and gender identity even though a previous draft of the report did. That is why I made this request.

7. Which LGBTQ groups have you personally met with about this topic?

Answer: I am committed to meeting with many diverse groups that can provide insight into the need for data. I support the missions of the groups, and I welcome working collaboratively for mutual support. I have met with the following groups that have interest and expertise in this topic:

- **The Leadership Conference on Civil and Human Rights, a coalition comprised of more than 200 national organizations to promote and protect the civil and human rights of all persons in the United States.**
- **The Census Project, a collaboration of business and industry associations; civil rights advocates; state and local governments; social service agencies; researchers and scientific societies; planners; foundations; and nonprofits focused on housing, child and family welfare, education, transportation, and other vital services.**
- **The Census Scientific Advisory Committee (CSAC), which addresses emerging census challenges including adaptive design; cyber infrastructure; demographic, economic and statistical research; and technical and operational priorities.**
- **The National Advisory Committee on Race and Ethnicity (NAC), which considers topics such as hard-to-reach populations, race and ethnicity, and other groups, including LGBTQ stakeholders.**

8. What were the dates of those meetings?

Answer: The Leadership Conference on Civil and Human Rights: February 14, 2019; The Census Project: February 27, 2019; CSAC: March 28, 2019; NAC: May 2-3, 2019, and November 7-8, 2019.

9. Will you commit to adding a sexual orientation and gender identity question to the American Community Survey?

Answer: The Census Bureau will continue to research the best methods to produce statistics on sexual orientation and gender identity, and I will carefully consider the advice and expertise of career Census Bureau staff and external stakeholders.

Census Bureau Staff Diversity

In your response to my Questions for the Record from your nomination hearing, you committed to meeting with volunteer employee organizations that comprise the Census Bureau's Diversity Network on the topics of workforce diversity in supervisory and Senior Executive Service roles at the Census Bureau.

10. Which constituent groups of the Census Bureau's Diversity Network have you personally met with about diversity in supervisory and Senior Executive Service roles?

Answer: I have met one-on-one with many of our dedicated and diverse employees as we continue working to ensure we have the best and most diverse workforce possible. I was pleased to meet with the Rainbow Alliance and participate in their annual ice cream social to celebrate LGBT Pride Month. I also joined the Census Bureau's Diversity and Inclusion Showcase and met with the participants. I spoke to the group, and I appreciate their ongoing and valued advice to me involving diversity and leadership.

11. What were the dates of those meetings?

Answer: Rainbow Alliance: June 4, 2019. Diversity and Inclusion Showcase: August 27, 2019, plus many more meetings with our diverse leadership and staff.

I made this request because, according to publicly available data from the Office of Personnel Management, there are no reported Latino Americans, Asian Americans, or Native Americans in the Census Bureau's Senior Executive Service.

12. How will you ensure that the Census Bureau's workforce reflects America's diversity?

Answer: Under my leadership, the Census Bureau remains committed to fair hiring practices. Goal 4 of the Census Bureau's FY 2019-2022 Strategic Plan is Talent Management with the summary statement "fosters a diverse workforce to meet current and emerging needs." I fully support this goal, and I support the offices within the Bureau that focus on diversity inclusion. The Diversity and Inclusion Office is committed to attracting, developing, and maintaining a diverse and inclusive workforce where people of all cultures, backgrounds, and experiences feel welcomed, respected, and valued. The

Reasonable Accommodation Office works to remove barriers to the employment of people of all abilities. Its staff participates in activities sponsored by community-based organizations, state, and the District of Columbia vocational rehabilitation offices to demystify the federal hiring process for persons with disabilities. Finally, the Section 508 Program Office works to increase the diversity of the Census Bureau's workforce enabled through inclusive technology and expanded access to the Census Bureau's digital services by persons with disabilities.

Additionally, the Census Bureau conducts a quarterly and annual review of its workforce, and the results are shared with the Census Bureau leadership to ensure awareness of workforce demographics and policies affecting hiring, specific actions needed to meet goals, and possible barriers to hiring. The Census Bureau works with the Department of Commerce to develop strategies and mechanisms to analyze applicant, exit, and retention data. The Census Bureau also participates on the Department of Commerce's quarterly Barrier Analysis Working Group to analyze the Hispanic, Disability and Senior Executive Service feeder pool data.

I will continue to emphasize the need for diversity and inclusion at Census Bureau Human Resource meetings and events.

13. What changes are you going to make to improve the agency's hiring practices and attract a more diverse applicant pool?

Answer: I fully support the Census Bureau's initiatives to recruit and maintain a diverse workforce. Currently, the Bureau is working to build a stronger talent pipeline through sourcing and outreach. This will include deploying a recruitment marketing strategy that involves such steps as the following: crafting the ideal candidate experience; maintaining a talent community; developing Census brand ambassadors; creating career microsites for mission critical occupations; tracking sources and streamlining outreach using candidate relationship management; developing relationships with recommended universities; and leveraging job boards outside of USAJOBS to attract more candidates. Some of these outreach tools include a database of candidate resumes that is searchable by skillset, a website that provides a way to find strong job candidates, and professional networking organizations.

Language Access Support, Cultural Competency and Census Hiring

The Census Bureau reports that at least 350 languages are spoken across the United States. However, the paper census form will be provided in English and Spanish only. Individuals requiring any other language must complete the census form online.

14. How will the Census Bureau help people with limited-English-proficiency complete the census forms?

Answer: Respondents will be able to respond to the 2020 Census online and by telephone in the following 12 non-English languages: Spanish, Chinese, Vietnamese, Korean, Russian,

Arabic, Tagalog, Polish, French, Haitian Creole, Portuguese, and Japanese. All mailing packages sent to households will include a language assistance sheet, providing instructions in 12 non-English languages on completing the questionnaire through the internet and Census Questionnaire Assistance. These instructions will explain how to access the non-English versions of the internet instrument and provide phone numbers that are dedicated to each non-English language. Our language program can reach more than 99 percent of all U.S. households.

The Census Bureau will provide additional language support by hiring field enumerators and partnership specialists with bilingual abilities to assist limited-English-speaking households with responding to the census. We are recruiting aggressively to hire field staff with language skills. Of our applicants so far, nearly 20 percent can speak a language other than English, representing more than 400 languages and dialects. We will continue recruiting to fill language needs for field work during 2020 peak operations.

In addition, the Census Bureau will provide templates of the language guides and glossaries so that partners in communities and from organizations representing those who speak languages not covered by the 59 languages will be able to create guides in additional languages.

15. How will you ensure that enumerators have the language skills and tools they need to conduct a complete count when they are collecting data in the field?

Answer: The Census Bureau's focus in our recruiting and hiring process is to make it local and representative of the diversity of the nation. We want enumerators who are comfortable and familiar with the neighborhoods where they work and live.

Also, we are recruiting aggressively to hire field staff with language skills. Of our applicants so far, nearly 20 percent can speak a language other than English, representing more than 400 languages and dialects. We will continue recruiting to fill language needs for field work during 2020 peak operations.

The enumerators will also have the enumeration instrument available in English and Spanish and will be able to toggle between the two languages. We also provide enumerators with a language identification card to help identify a language spoken by a household. When an enumerator encounters a language barrier at the door, they will be able to show the Language Identification Card that features a brief statement in 59 non-English languages so that we know how to better assist.

There are reports that the Census Bureau has had trouble hiring a sufficient number of employees to properly carry out the census. On June 7, CNN Business reported that "[i]n May 2009, the Census Bureau had 69,000 temporary workers on its payroll in the early stages of its ramp-up to a total of 564,000 workers a year later." According to the same report, "[l]ast month, according to the Bureau of Labor Statistics, the Census Bureau had only 2,000 temporary workers on staff, in a potentially troubling indicator of the agency's level of readiness for carrying out the Constitutionally-required enumeration."

16. What is the Census Bureau's plan for making sure it has hired enough staff to conduct a fair and accurate census?

Answer: We have incorporated the lessons learned from decades of conducting the Decennial Census to build the staffing models for the 2020 Census. These staffing models incorporate a wide array of factors – the nature of a temporary workforce, the local economic conditions, and the anticipated rates of public response to the Census – to build neighborhood level targets for staffing and selection. Our experience shows there are a variety of reasons people do not complete the hiring process. We plan to select multiple applicants per position. More than 1.3 million people have begun the process of applying for Census 2020 positions, as of November 14.

17. How will you ensure that census staff possess the appropriate language skills to educate communities with limited English proficiency? Will the Census Bureau hire non-citizens with key language skills to help with the enumeration?

Answer: We use the various Census Bureau's Planning Databases to determine geographic areas where residents speak a language other than English. We are hiring recruiting and partnership staff who have diverse language skills and communicating where there are needs for bi-lingual applicants. Our recruiters and partnership specialists work with local partners to spread the word and advertise jobs in a variety of ways in communities across the country to identify potential applicants. We advertise jobs in the appropriate non-English languages according to local needs.

The Census Bureau anticipates there may be a need to hire non-citizens to serve as translators in limited circumstances. The Census Bureau has established a "translator" position for the 2020 Census to acquire the specific languages skills needed to facilitate enumeration and the Census Bureau. Consistent with existing employment and appropriations law, and as the translator position is a temporary, excepted service position, which exists solely for the purposes of conducting the 2020 Census, upon receiving approval from OPM, the Census Bureau may hire non-U.S. citizens who are legally entitled to work in the United States for these positions. As a point of reference, during the 2010 Census, the Census Bureau hired approximately 3,500 non-citizens out of a total workforce of more than 700,000 temporary employees to assist with enumeration activities, representing less than 0.5 percent of the total temporary census workforce. The Census Bureau anticipates a similar percentage of non-citizens could be hired as translators during the 2020 Census.

There are a number of language assistance guides provided during the 2010 Census that will not be provided during the 2020 Census. Languages like Cebuano, Chamorro, Chuukese, Marshallese, Samoan, and Tongan were included in the 2010 list of languages for language assistance guides at the request of the Census Advisory Committee on the Asian Population or the Census Advisory Committee on the Native Hawaiian and Other Pacific Islander Population.

18. Why did the Census Bureau decide not to provide language assistance guides for these languages?

Answer: The language program for the 2020 Census can reach more than 99 percent of the population. The Census Bureau has been monitoring language trends throughout the decade and used a robust, data-driven process when determining the languages for the 2020 Census in order to reflect the current language need. In determining the languages, we used the 2016 American Community Survey (ACS) 5-year estimates to create tabulations of languages spoken by at least 2,000 limited-English-speaking households. This list was compared with regional and state level data to ensure that the languages with the largest need in each region and state were represented, and the analysis led to the final list of languages.

In 2010, the Census Bureau provided the questionnaire and telephone assistance in five non-English languages. In 2020, we are expanding this support to cover 12 non-English languages. The language guides and glossaries are being produced in 59 non-English languages that demonstrate the greatest need based on the 2016 ACS 5-year estimates. While some languages from 2010 may not be on the list for 2020, new languages were added to reflect the current language needs for the 2020 Census environment. For the languages spoken by smaller populations, we will work with partners to convey necessary information about the 2020 Census.

19. What is the Census Bureau doing to ensure that communities that speak these languages are not undercounted?

Answer: The Census Bureau will provide additional language support by hiring field enumerators and partnership specialists with bilingual abilities to assist limited-English-speaking households with responding to the census. We are recruiting aggressively to hire field staff with language skills. Of our applicants so far, nearly 20 percent can speak a language other than English, representing more than 400 languages and dialects. We will continue recruiting to fill language needs for field work during 2020 peak operations.

In addition, the Census Bureau will provide templates of the language guides and glossaries so that partners in communities and from organizations representing those who speak languages not covered by the 59 languages will be able to create guides in additional languages.

According to an April 7, 2018 San Francisco Chronicle article, during the 2010 Census “The Census Bureau’s Vietnamese translation of the census form said the U.S. was ‘investigating the population’ instead of tabulating it, which ... was reminiscent of the Vietnamese communist government’s effort to keep close watch on citizens’ political activities.”

20. What steps has the Census Bureau taken to produce accurate and culturally competent translation and materials for the 2020 Census?

Answer: The Census Bureau has established rigorous processes to ensure the translations for the 2020 Census questionnaires and associated materials are high quality, accurate, and culturally appropriate. In 2016, the Census Bureau created a translation office and hired

highly qualified professionals from the industry to provide translations for the 2020 Census. In creating the 2020 Census questionnaires and associated materials, we adhere to industry quality standards in translation, review, and quality assurance.

Once the materials have been translated, they are reviewed by language and survey methodology experts. Through pre-testing in the forms of expert reviews or cognitive interviews, we recruit test respondents who come from diverse household compositions and educational backgrounds, who differ by age and sex, and who speak various dialects to ensure the translations are easy to understand and meaningful to respondents. Pre-testing is applied to translations that appear in data collection instruments, mailing materials, language guides and glossaries, and field enumeration materials.

In addition, the Integrated Communications Contract (ICC) put in place by the Census Bureau to support the Integrated Partnership and Communications (IPC) operation stipulates that all advertising and promotional materials in languages other than English must be validated by a third-party firm with expertise in this area. VMLY&R, the prime contractor for the ICC, includes Hogarth Worldwide among their team of subcontractors. Hogarth is an established highly respected company with extensive experience in the production of advertising campaigns in languages other than English. All communication materials in languages other than English are validated by Hogarth prior to dissemination, and all paid advertisements have been rigorously tested in focus groups.

Census Bureau Support for Local Outreach Groups

The 2020 operation plan heavily relies on partners and “trusted voices” to do the outreach for the 2020 Census. I have heard from county Complete Count Committees in California that the Census Bureau has not provided them with branded outreach materials like they did during the 2010 Census.

21. What support is the Census Bureau going to provide to these organizations?

Answer: The Census Bureau has downloadable printed promotional materials electronically available on our 2020census.gov Partner Resource Hub. This site will be continuously updated with new partner materials throughout the 2020 Census, and you can find it at <https://2020census.gov/en/partners/promotional-materials.html>. In addition to these resources, the Census Bureau has prepared a 2020 Census Congressional Toolkit, found at <https://www2.census.gov/about/ocia/2020-census-congressional-toolkit.pdf>, and a 2020 Census Toolkit for State and Local Offices, found at <https://www2.census.gov/programs-surveys/decennial/2020/resources/toolkits/toolkit-state-local-officials.pdf>. These guides provide a wealth of information regarding partnership opportunities and outreach activities.

22. Will the Census Bureau provide mini-grants to partners like they did during the 2010 Census?

Answer: No.

Census Hiring

A number of job applications, including the job application for census takers (Form BC-170B) and census field representative (Form BC-170A), ask applicants whether they are delinquent on any federal debt (question #31 for Form BC-170B and #33 on Form BC-170A). Data from the Department of Education show that African Americans are more likely to borrow to pay for college than their peers.

23. If an applicant answers that they are delinquent on federal debt, which includes student debt, are they automatically disqualified from being hired by the Census Bureau?

Answer: The Census Bureau issues a letter of interrogatory to a selectee who has disclosed a delinquency on any federal debt but did not provide the type, length, and amount of the delinquency or default and steps that are being taken to correct the error or repay the debt. This includes delinquencies arising from federal taxes, loans, overpayment of benefits; other debts to the U.S. Government; and defaults on federally guaranteed or insured loans, such as student loans or home mortgage loans.

The Census Bureau does not make an unfavorable determination with respect to the suitability of a selectee for federal employment because the selectee is or was unemployed or has experienced or is experiencing financial difficulty through no fault of their own, provided the selectee has undertaken a good-faith effort to meet the financial obligations.

None of the selectees for the 2020 Decennial Census temporary positions have been excluded from consideration because of their response to the debt question on the Census temporary employment application.

###

