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NOMINATION OF C. LOUIS KINCANNON

HEARING

BEFORE THE

COMMITTEE ON GOVERNMENTAL AFFAIRS UNITED STATES SENATE

ONE HUNDRED SEVENTH CONGRESS

SECOND SESSION

ON THE

NOMINATION OF C. LOUIS KINCANNON TO BE DIRECTOR OF THE CENSUS BUREAU

FEBRUARY 28, 2002

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NOMINATION OF C. LOUIS KINCANNON TO BE DIRECTOR OF THE CENSUS BUREAU

THURSDAY, FEBRUARY 28, 2002

U.S. SENATE,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
Washington, DC.

The Committee met, pursuant to notice, at 2:34 p.m., in room SD–342, Dirksen Senate Office Building, Hon. Joseph I. Lieberman, Chairman of the Committee, presiding.

Present: Senators Lieberman, Thompson, Cochran, and Bennett.

OPENING STATEMENT OF SENATOR LIEBERMAN

Chairman LIEBERMAN. Good afternoon. The hearing will come to order. Senator Allen, do you have time to suffer the burden of hearing the opening statements of the three of us, or are you in a rush to get somewhere?

Senator ALLEN. I was actually supposed to co-chair a meeting with Senator Sarbanes in Foreign Relations at 2:45 p.m.

Chairman LIEBERMAN. Why don't you go ahead? We will go out of order and have you do the introduction and then we will come back and do our opening statements. Pleasure to welcome you here.

Senator ALLEN. Thank you for your indulgence, Mr. Chairman and Members of the Committee.

Chairman LIEBERMAN. Not at all.

OPENING STATEMENT OF HON. GEORGE ALLEN, A U.S. SENATOR FROM THE STATE OF VIRGINIA

Senator ALLEN. I appreciate it very much. It is a pleasure to be here, and it is a pleasure and privilege to introduce an outstanding Virginian, Charles Louis Kincannon—he goes by Louis Kincannon as opposed to Charles. I would like to thank you for your consideration of his nomination as director of the U.S. Census Bureau. He is here with his wife Claire and daughter Alexandra and her husband Paul. There is another daughter, India, who is off in the hallway with a granddaughter Dahlia. You might have—there she is. I heard her. She heard her name. Sounds like Dahlia. There she is.

Chairman LIEBERMAN. We heard Dahlia, yes. It is a welcome sound in this room. We do not hear it too often.

Senator ALLEN. It is appropriate, Mr. Chairman, that a Virginian be selected to lead the Census Bureau into the 21st Century. As you all know as students of history, the first census was done back in Jamestown in the early 1600's, even before Virginia and our country was an independent nation. That first census conducted in

our Nation in 1790 counted 3.9 million inhabitants. That would be a relatively small populated State these days, but that is what our country had then.

Now the Census Bureau, as it has been transformed through our history will be soon celebrating its 100th birthday, and I am very confident, Mr. Chairman, that Mr. Kincannon who himself has had a long and respected history with the Census Bureau, is the right choice to direct the Census Bureau in the next century. I would like to take a few moments to highlight Mr. Kincannon's experience and accomplishments in the Census Bureau since joining the bureau as a statistician back in 1963.

Mr. Kincannon is well respected within and outside the Census Bureau. He is only the second career civil servant to be nominated as director of the Census Bureau. Mr. Kincannon already has experience that makes him very well prepared to take on the role as director, having served as acting director for 9 months during the administration of President Ronald Reagan, and again for nearly a year under the administration of the first President Bush.

In addition, he has served for more than 10 years as deputy director, which is the second longest tenure of anyone in this post. Mr. Kincannon's service as deputy director continued under three directors. This is just a brief example of Mr. Kincannon's long history of experience and service that makes him uniquely qualified to take the helm of the U.S. Census Bureau, notwithstanding the sounds of his granddaughter Dahlia.

So I know that Representative Sawyer is going to want to have some words to share with the Committee, and I thank you all for having this hearing. I am sure you will have good questions of Mr. Kincannon and will find him a person that you will be very confident to be heading the Census Bureau and doing it in an accurate and fair manner.

Thank you, Mr. Chairman, and Senators Bennett and Thompson.

Chairman LIEBERMAN. Thank you, Senator Allen. Appreciate your coming here to introduce Mr. Kincannon.

Mr. Kincannon, we are happy to have you before the Committee today because the post to which you have been nominated exerts enormous influence over the lives of all Americans. Quite literally, you are one of the people who will decide who is counted and who is not; who will benefit from Federal resources and who will not.

I just had a—I do not know why I turned to you, Senator Thompson, but I had a flashback to a wonderful movie, The Jerk. Do you remember that one with Steve Martin where he——

Senator THOMPSON. I beg your pardon. [Laughter.]

Chairman LIEBERMAN. I was thinking of movies, not jerks, when I turned toward you, Senator Thompson.

Senator THOMPSON. Those two ideas did come together.

Chairman LIEBERMAN. No. When he finds his name in a phone book and runs around screaming, I am somebody. So it is with the census. We did not rehearse that——

Senator THOMPSON. But first he said the new phone books are here, the new phone books are here.

Chairman LIEBERMAN. I see you remember the movie.

So it is essential that the Census Bureau chief be fair-minded, a professional administrator who will guarantee not only the most

accurate and scientifically sound count, but who will also guarantee that all elements of our country, especially people who have been historically undercounted, are included in our census tabulations.

Mr. Kincannon, your years of public service speak very well for you, Beginning your career 30 years ago as a Census Bureau statistician you have steadily risen through the ranks. In 1975 you left the Bureau for the Office of Management and Budget where you worked with Jim Miller at OIRA and received a commendation from then Vice President Bush for your work on regulatory reform. In 1981, Mr. Kincannon returned to the Census Bureau as deputy director and served in that post through the first President Bush's administration. Twice during that period he served as acting director, and in 1992 was appointed the first chief statistician in the Organization for Economic Cooperation and Development.

Mr. Kincannon, I would say for the record, was born in Waco, Texas, is a graduate of the University of Texas at Austin, did graduate work at Georgetown, G.W., and the University of Maryland. Except for 8 years in Paris, which we will probably not question you about here today, Mr. Kincannon and his wife, as Senator Allen indicated, have resided in Virginia. They have two daughters.

Now here is an interesting next part of my statement, which goes right to the function of counting. The original version said, and expecting their first grandchild soon. Then we heard Dahlia and it was changed to, another grandchild soon. But is it the second or——

Mr. KINCANNON. It is a commentary on the length of the confirmation process. [Laughter.]

Chairman LIEBERMAN. Very well said.

Senator THOMPSON. We asked for that, didn't we?

Chairman LIEBERMAN. This is the second grandchild you are expecting?

Mr. KINCANNON. It is the second one we are expecting, yes. We are expecting more than that, but——

Chairman LIEBERMAN. Eventually, right. That is the way we feel about our population, too.

Obviously you have demonstrated your loyalty to and affection for the Census Bureau, and have twice proven your expertise as the Bureau's acting director.

Most people know that the Bureau is the government agency that counts the population every 10 years. Less known is that it regularly provides government, business, and academia with an updated picture of who we Americans are as individuals, communities, and a Nation. With so many aspects of our society dependent on the Bureau's work, the director must encourage cooperation and openness among his ranks. The agency has long been criticized for its insular nature, so I hope that you will work to make the Bureau a more customer friendly place.

I also want to add a word about the controversy that has surrounded the fairness of the decennial count. This is a controversy that has now gone on for 2 decades. We are a Nation of entrepreneurs, scientists, and thinkers; the most technologically advanced country on the globe. Our population counts, I believe, should reflect that mastery.

In other words, we should be using the most advanced methods at our disposal to capture the most accurate portrait of our people. We know that the actual enumeration, the effort to count every head, does not provide an accurate count of the country's diverse population, particularly the poor, African-Americans, Hispanic Americans, and Native Americans.

We also know that statisticians have long used a variety of methods to help them provide more accurate data. The Census Bureau has used these methods to try to make the decennial census more accurate, but for a variety of reasons has not incorporated the results into its final census numbers. Consequently, we cannot be sure that our House seats are correctly apportioned, our Congressional districts are properly drawn, or our government resources directed to all the people they should be directed to. In turn, the decisions of private investors, the blueprints of community planners, the efforts of our local school boards, and many others are different than they might otherwise be.

So I will say to you directly that I am concerned about the Bureau's methodology, but this is not, of course, just a statistician's battle. This is about the equitable treatment of all Americans, especially those whose voices are too often not heard. The Census Bureau serves a very broad constituency, which is the constituency that contains uniquely every American. I think it must be responsive to that fact.

Senator Thompson.

OPENING STATEMENT OF SENATOR THOMPSON

Senator THOMPSON. Thank you very much, Mr. Chairman. Congratulations, Mr. Kincannon, on your nomination. I am pleased to have the opportunity to discuss some issues with you today that are important to all of us. We all know the Census Bureau conducts an actual head count of Americans every 10 years, but of course, the Bureau does much more than that. Economic data is the Census Bureau's primary program commitment during the other 9 years. These programs cover every non-farm sector of the economy, feature industry and geographic detail, and provide key measures of current performance.

Every 5 years the Bureau uses censuses to gather detailed statistics about virtually every business, industry, farm, and government, and more frequently the Bureau uses monthly, quarterly, and annual surveys to update and extend the censuses with current economic statistics. These programs provide key measures of current economic performance and are widely used by policy officials and economic analysts.

Mr. Kincannon has a strong background in issues related to the census and to statistics, and he will bring 40 years of experience and service as director of the Census. I believe his background and expertise more than qualifies him for this position and demonstrates his commitment to public service.

Thank you, Mr. Chairman.

Chairman LIEBERMAN. Thanks, Senator Thompson. Senator Bennett.

OPENING STATEMENT OF SENATOR BENNETT

Senator BENNETT. Thank you, Mr. Chairman. Mr. Kincannon, I look forward to having a dialogue with you here about some issues that I have. But I want to make it very clear, I support your nomination. I am prepared to vote for it in Committee; I am prepared to vote for it on the floor. I think you bring an expertise to this position that we can all be proud of, and that you can be proud of as the capstone of your career. It is not always that folks who go the civil servant route end up presiding over the agency that they work for, but it is a demonstration of the high esteem in which you are held that you have the kind of bipartisan support you have.

So with that, Mr. Chairman, I look forward to the question period.

Chairman LIEBERMAN. Thanks, Senator Bennett. Congressman Sawyer, great timing. We welcome you and would be glad to hear an opening statement or introduction at this time, if you would like.

OPENING STATEMENT OF CONGRESSMAN TOM SAWYER, FROM THE STATE OF OHIO

Mr. SAWYER. Thank you very much. Chairman Lieberman, Senator Thompson, and Senator Bennett, it really is a pleasure to join you here today in this introduction of President Bush's nominee for the position of Census director, Charles Louis Kincannon. I have been privileged to introduce two other director nominees to this Committee, Dr. Barbara Everett Bryant, who served in the administration of President George Bush, and Dr. Martha Farnsworth Ritche, President Clinton's first Census chief.

If confirmed, Mr. Kincannon will join a distinguished group of mathematical and social scientists who have led the agency through social transition, demographic shifts, and political mine fields. As you know, I chaired the House Subcommittee on Census and Population from 1989 through 1994, and it was in that capacity that I first met Louis, who had just assumed the post of acting director in the then-infant first Bush Administration. From different perspectives but with common goals we forged an effective working relationships. It has endured as we discovered shared interests beyond the census, per se, particularly with respect to international statistics.

The 1990 Census was conducted amid high expectations and deep controversy. In the crucial year before the count Louis took the reins as acting director. It was not an easy time. Litigation had imposed late design changes, Congressional concerns had stalled final content decisions, local stakeholders were demanding a more thorough preparation. Louis approached each challenge with the steady determination of a seasoned manager, and the sensitivity of a political veteran, working closely and cooperatively with the Congress to lay the final groundwork for the execution of the Census.

It was during his tenure at the Bureau that Louis' leadership role extended beyond the obvious stature of the positions that he both held and assumed. His contributions included many improvements to the Census Bureau that paved the way for continued innovations in 2000, including the first single-night enumeration of people living in shelters and on the streets, targeted advertising

campaigns developed by minority-owned firms, and the first use of digital maps to replace the onerous hand-drawn ones.

Louis Kincannon is poised to take up the leadership mantle in his own right as the agency is at another crossroads. The outcome of 2000—how shall I put this?—challenged the confidence of many stakeholders. Accurate benchmarks like demographic analysis and intercensal population estimates appeared to slip. Shifting results from the coverage evaluation survey and the Bureau's decision not to use the survey may have eroded goodwill that had been built up through the successful Census 2000 partnership program.

As the agency prepares to launch its largest new initiative, the American Community Survey, the support of stakeholders must be earned, cannot be taken for granted, and needs the leadership of a man who has earned that trust for many years.

It also faces management challenges at the Bureau that are in some ways unique among civilian agencies. The census requires years of planning, preparation, followed by lightning execution in real time, without flaws. More broadly, at a time of heightened concern about privacy and confidentiality of personal information, the Bureau has to demonstrate its relevance to the Nation's security and economic objectives while preserving its independence as a statistical agency.

I do not have any doubt that Louis Kincannon is up to those tasks and that he commands the respect both inside and outside the agency to restore confidence in the agency's competence and integrity, a competence and integrity that I believe has always been there but whose confidence may have been shaken.

He is an excellent choice to head the Census Bureau at a difficult time in history. His prior leadership will bring stability in the wake of senior staff retirements. His international experience will add a fresh and important perspective as we document our Nation's social and economic recovery in the wake of global turmoil. With his nomination the President pays tribute to a career marked by high professional and ethical standards, competence and grace under pressure, and an absolute commitment to public service. The recognition is well deserved and I am pleased to be able to be here to urge the Committee to act quickly and without hesitation.

Chairman LIEBERMAN. Thank you very much, Congressman Sawyer, for a very thoughtful statement, for taking the time to come over to this side of the Hill to say that about the nominee. I appreciate it very much. Our goal is to have this nominee confirmed before the family has another grandchild.

We will proceed. For the record, let me say that Mr. Kincannon has submitted responses to a biographical and financial questionnaire, has answered prehearing questions submitted by the Committee and additional questions from individual Senators, and has had his financial statement reviewed by the Office of Government Ethics. Without objection, this information will be made part of the hearing record with the exception of the financial data which is on file and available for inspection in the Committee's office. In addition, the FBI file has been reviewed by Senator Thompson and me pursuant to Committee rules.

Mr. Kincannon, our Committee rules require that witnesses at nomination hearings give their testimony under oath, so I would ask you at this point to please stand and raise your right hand.

[Witness sworn.]

Chairman LIEBERMAN. I thank you. Please be seated. The record will show, if it did not audibly, which I believe it probably did, that the witness answered in the affirmative. We welcome you officially, and your family, and would be glad to hear a statement that you might want to make at this time.

Mr. SAWYER. Mr. Chairman, if I might be excused, I have an airplane I need to catch.

Chairman LIEBERMAN. Definitely.

Mr. SAWYER. I thank you very much.

Chairman LIEBERMAN. Safe travel and thanks for stopping by.

TESTIMONY OF C. LOUIS KINCANNON[1] TO BE DIRECTOR OF THE CENSUS BUREAU

Mr. KINCANNON. Thank you, Mr. Chairman. It certainly is an honor to me, as well as a pleasure, to appear before this Committee today. If I remember correctly, I did appear in this room once before at the side of Wayne Grandquist at the time he was an associate director at the Office of Management and Budget; maybe a name known to you and someone I have lost track of. Maybe we can catch up with him someday.

It is also one of the greatest honors of my life to be nominated for this post by President Bush. It is a pleasure because President Bush is a fellow Texan, and it is also a pleasure because the Census Bureau sought me out when I was still in university, and hired me, and invested in me over a period of time. It gave me a career that was as interesting as anyone could hope for, and I am very glad to have an opportunity to rejoin that community.

It is a community that sometimes can be seen as insular, but it is also solid and performs great services for the country. My task will be in part to make sure that that strength is maintained and the insularity becomes more transparent all along.

I am certainly grateful for the introduction of Senator Allen, who has had to take me on faith, and also for Congressman Sawyer who knows me from the past. So I am very honored to have both of them introduce me to this Committee.

If the Senate confirms me in this post I will build on the base of a very good 2000 Census. Those results depended on the professional staff, they depended on the leadership of Dr. Bryant, of Dr. Riche, and Dr. Prewitt, who were the directors in the period of planning and lead-up to the Census 2000 and through it. The success of the census in 2000 would not have been possible without the support of the Congress. Not just a token of support, but with a lot of time spent understanding the problems of the census and

[1] The prepared statement of Mr. Kincannon appears in the Appendix on page 19.
Biographical information appears in the Appendix on page 21.
Pre-hearing questions appear in the Appendix on page 27.
Additional pre-hearing questions from Senator Akaka and responses appear in the Appendix on page 50
Post-hearing questions from Senator Durbin and responses appear in the Appendix on page 52.
Post-hearing questions from Senator Bunning and responses appear in the Appendix on page 54.

making sure the resources necessary and the guidance necessary were available to the Census. I am very grateful for that.

I hope to build on that success with your help and cooperation. We have an opportunity to do an even better job in 2010, given what we have learned and what we see before us as steps that we can take, particularly through the introduction through the American Community Survey, improvements in geographic tools, to build on successes in the past. And very intensive cooperation with the users of the results, which of course, includes the Congress, but includes the governors, mayors, and other local government officials as well as the business and academic community.

We also need to make improvement in economic statistics. Our economic security depends in part, an important part, on what we know about the activities in our economy. I believe that it is not my view alone that this area has not received in recent years the resources it probably needs to keep up with the accurate description of a rapidly changing economy. This need is not confined to the statistics produced by the Census Bureau and I will, if confirmed in this post, work with the sister agencies of the Census Bureau in making sure that a practical program is proposed to the Congress.

I also want to say that I would pay close attention to recruiting and retention at the Census Bureau. The whole Federal Government faces a challenge as demographic changes come upon us, in retaining good staff when they reach retirement age, or even when they respond to competitive salary offers, and in recruiting and interesting young people to come and spend the 20 or 30 years that is necessary to have a high payoff for them as well as for the country.

The Census Bureau cannot solve these problems by itself, but I believe I can help by making it continue to be a good place to work that offers satisfaction to employees, and a sense of mission in the interest of the country.

I thank you for your indulgence in this and I think a copy of this statement has been submitted for the record, if it is permitted, sir. Thank you.

Chairman LIEBERMAN. Thank you. Thanks for a very good opening statement. One of the last points you made anticipated one of the questions I was going to ask, which I always ask when Senator Voinovich of Ohio is not here because he is focused on this challenge of human capital management, which is to say, assuring that we are retaining and attracting good people to Federal service.

It was interesting to hear you recall that the Census Bureau found you, I guess at the University of Texas, and recruited you here. I do not know how much we go out any more to recruit at college campuses. I do not know about the Census Bureau, but the Federal agencies generally. Just as that process ended up attracting you to a lifetime of service, which in this nomination culminates—does not end—we have to assure the same for succeeding generations. So I appreciate that you mentioned that.

Let me ask first some questions that we ask of all nominees. Is there anything that you are aware of in your background which might present a conflict of interest with the duties of the office to which you have been nominated?

Mr. KINCANNON. No, sir, I am not.

Chairman LIEBERMAN. Do you know of anything personal or otherwise that would in any way prevent you from fully and honorably discharging the responsibilities as director of the Census?

Mr. KINCANNON. No, sir, to the limit of my competence.

Chairman LIEBERMAN. Do you agree without reservation to respond to any reasonable summons to appear and testify before any duly constituted Committee of Congress if you are confirmed?

Mr. KINCANNON. Yes, sir, I do.

Chairman LIEBERMAN. Great. Let me get to a point that I raised in my opening statement. I will begin with a GAO report in 1998 that said, "Certain racial and ethnic minorities have long been undercounted in the Census." The Bureau has attempted, I know, to quantify this undercount using statistical sampling methods. To date adjusted estimates have not been used for any official purpose or released for public review.

So my first question is, do you agree, first on a baseline question, that the decennial census has historically and persistently undercounted certain populations?

Mr. KINCANNON. Yes. The Census Bureau itself has long provided the evidence that is the basis for that understanding, and for planning for efforts to try to correct it.

Chairman LIEBERMAN. So let me then ask you first what your general thoughts are about the feasibility and desirability of using statistical methods to make the decennial census more accurate.

Mr. KINCANNON. As to desirability, I think it is desirable for us to use tools at hand that can produce a better count of the population. That has to be limited by what the law provides, and it has to be limited by the practicality of that work so that we can produce results that stand up to scientific scrutiny, and alas, these days it has to stand up to legal challenge as well. So those are limits to consider.

As to the feasibility, I retain a confidence that at some level of geographic detail it will be feasible to do this. I have less confidence now, after 20 years of the Census Bureau working on this, that we can produce satisfactory changes in data, or adjustments in data, for very small levels of geographic detail. But I do retain the confidence that we can do it at higher levels of geography.

At least a couple of countries in the world adjust their census results using similar techniques or analogous techniques at the province or state level. The law currently stands in the way of doing that for purposes of apportionment, and it would remain for the Congress, I think, to decide whether that should change. But that surely would be technically possible. Whether it would make a significant change in the results is another question quite aside.

Chairman LIEBERMAN. Interesting. I was going to ask you what would be the break point or the line between an area that was too small for a statistical method to be valid and one that would be large enough.

Mr. KINCANNON. Depends on the use that the data are going to be put to. Redistricting is a very conflicted task and its challenge——

Chairman LIEBERMAN. We have noticed.

Mr. KINCANNON. Figures used there—we can produce estimates of unemployment in the statistical system for comparatively small areas. But those are not customarily challenged in court or, other than in an argumentative sense, in the political arena either. And they are produced with a margin of error on either side.

That is not satisfactory for redistricting, at least in my limited experience with that. You cannot say that this line can be drawn here or it could be drawn a little over there and do the best you can. That does not work very satisfactorily. I am not sure that it is a happy situation if we were to say the final seat assigned by the method of equal proportions in the House of Representatives goes either to one State or another plus or minus 15 percent. That would see us in court and I do not know quite what a court would do with that. So it would tie up potentially the other body in discussing that.

So the use has to be defined. If we are going to use the figures for allocating payments to hospital districts or to fairly large areas like that, a State or a large city, and the results are to be used in an administrative program where they do not have to withstand extremely strict legal scrutiny, then I think that some job could be done with that.

Chairman LIEBERMAN. That will continue to be a topic of interest and we look forward to continuing the dialogue on it.

Let me ask you a similar question. As you know better than I, demographic analysis which uses birth, death, migration, and other key records to determine national estimates of the population is used to check the accuracy of the 10-year census. Although demographic analysis has been considered a fairly effective method to determine overall population statistics there are critics who say that it is increasingly less reliable because its estimates fail to fully account for increases in immigration which have been rather sharp in recent times.

I wanted to ask what your opinion is of the Census Bureau's current ability to track both documented and undocumented immigrants for Census purposes.

Mr. KINCANNON. We presume that the problems in tracking documented immigrants are less than for undocumented immigrants. But none of the institutions of the country seem to do a particularly outstanding job in tracking immigrants once they are in the country. It is a difficult job and the approach toward the problem has been based on this country's tolerance, and indeed encouragement of migration, to build the country. I do not think any of us wants to see that change.

I have not looked at the methods used in the Census Bureau for estimating immigration for almost 10 years. I think that the methods for tracking legal migration are pretty robust. I think that the task of measuring undocumented immigration is much more difficult, and I am not able to speak to whether improvements have been made in the last 10 years.

Chairman LIEBERMAN. One more question for me on this round. This Committee has worked on the Government Performance and Results Act with some intensity and pride. That, as you know, calls for setting performance goals, measures for programs in the Federal Government. The GAO has used measures like the real dollar

cost per household, the return in proxy rates, for Census forms in productivity measures to evaluate the Census. Do you think these are appropriate performance measures for the next census? If not, what might you recommend?

Mr. KINCANNON. I think that they are useful. I do not know that those kinds of measures alone tell the whole story. Certainly I think it is correct to observe that the cost per household has risen sharply over the recent 30 or 40 years of census taking, certainly. How does one account for the value of ensuring that every person is counted, or doing the best job possible? That is a question that is not really amenable to a scientific answer. It is worth a lot. It is like counting votes accurately; it is worth a lot to try to do.

The Congress proved more generous in the last round of census taking than ever before and it no doubt reflected the Congress' concern that we do the very best job that we could. That paid off. I hope that we do not approach the Congress with a similar degree of increase for 2010, but I do want to make sure that we make clear to the Congress what we are doing and what we think we can buy in terms of better counting of all the people, because I think that is an important question.

Chairman LIEBERMAN. Good. Actually I had some numbers here; that the real dollar cost per household for the census went from $24 in 1980 to $56 in 2000. I would urge you to think about performance measures and we welcome your recommendation to us and to GAO about how to go forward with those.

Senator Thompson.

Senator THOMPSON. Thank you, Mr. Chairman. The Congressional Budget Office has been seeking information from the Census Bureau that it wishes to use to analyze Social Security reform proposals. I am sure you are aware of that. It, of course, is going to be an issue that is very important to this Congress. It is very important that we have the best information possible in addressing this issue.

Of course, we are also mindful of the importance of confidentiality. CBO is working on, or has suggested ways, in which confidentiality could be maintained. I know the Bureau holds its information very closely, as it should. But will you work with the CBO to address this problem and give it due consideration if you can work out the confidentiality difficulties?

Mr. KINCANNON. Yes, certainly we will work—I will work closely with the CBO to try to meet their needs in the context of the law. I do not know the details of the needs of the CBO or of the current working relationship between the Census Bureau and the CBO. I do know that the agreement was revised as recently as October and I would be very happy to meet with the director of the CBO or whoever to understand what shortcomings or what kinds of problems may still exist.

We are constrained by the law and the law is there for a good reason. I am fond of saying that when you step up on a front porch and ask a household for private information, information they regard as their own business, you have to have a fairly simple story to tell about confidentiality. Now we have a simple story to tell, and I want to continue having a simple story.

But I do pledge that I will work with the CBO to try to meet those extremely important needs.

Senator THOMPSON. It does not look to me like it is insurmountable. I do not believe they need names or information that would compromise what you are concerned about. They do have access to IRS information, and classified information and things of that nature. So I think they have proven that they can protect confidential information. So I would like to see you all get together and sit down and discuss it and see what the responsible thing to do is on that so both of those considerations could be served.

Second, I am sure you are aware many Congressional offices received complaints about the long form during the last census and we are starting to hear from some folks about the American Community Survey which is currently implemented now in selected areas. I know the Bureau spent a lot of money educating the public about the decennial census and it appears to have done some good.

What do you anticipate the Bureau will do to inform the public about not only the fact that there is an ACS but why it is needed?

Mr. KINCANNON. We will try to explain to them that first it will avoid a lot of Americans having to report in 2010 if the ACS is successful in its implementation. We will also explain directly to them, and hopefully through governors, mayors, and city councils, and so on, the great benefits of new data available every year for areas of 60,000 population or more. That is a big deliverable to the public, local officials, that the Census Bureau really has not been able to offer before. It does require that people answer questions, but if they understand the benefits in their community then it can be helpful.

I think we need to make sure that local governments and local media know when we are doing that work in their area and why, so that they can explain to the public. We need to make sure that Congressional offices are aware of what is happening and when, so that they can give an answer as to why this is useful to local government and to the national——

Senator THOMPSON. It is going to require a public relations campaign though, is it not?

Mr. KINCANNON. Yes, sir.

Senator THOMPSON. Thank you, Mr. Kincannon, that is really all I have. I am glad that you are willing to continue your public service. At first blush, one would think that mathematics and statistics would be a rather dry area for some people, until you quickly realize in this job you are counting people and voters and things of that nature and it can become quickly fraught with political peril.

I would just urge you, as I know you will, to avoid pressure from the left or the right and do not worry about how things are going to turn out in the end but faithfully follow the process, follow the law, use intellectual honesty and things that you know are right and let the chips fall where they may. I know you will do that.

Mr. KINCANNON. Thank you, Senator. I will also warn you, you may hear from my granddaughter again since she lives in Knoxville these days.

Senator THOMPSON. Does she really? I know there was something about you I liked. Thank you very much.

Chairman LIEBERMAN. Just another Tennessee voter coming along. Senator Bennett.

Senator BENNETT. Thank you very much, Mr. Chairman.

Mr. Kincannon, I simply want to follow up on the comments made by Senator Thompson. If I can do so without reaching too far, I want to give you an analogy that I have just lived through on the question of information sharing. We have just concluded in Utah the 2002 Olympics and everyone is raving about how smoothly they went and how easily things seemed to work. I have said to Governor Ridge that the Olympics in Utah serve as a model for information sharing to a degree that Federal, State, and local officials have never ever experienced before.

I walked into a room roughly the size of this one in which you had sitting at computer terminals—and there was one about every four feet—representatives of all of the various agencies that were involved in the Olympics. Now we should understand that the prime task of leading Olympic security rested with the Secret Service since this was designated as a national Secret Service security event. The President was there and then the Vice President was there.

But on the top of these computers were little cards like the one that is in front of you listing the agency that was represented there. You had FEMA, the Secret Service, the FBI, and then you had the Weber County Sheriff's Department, the Salt Lake City Police, the University of Utah Police Department. You say, why the University of Utah? Well, the Olympic village was at the University of Olympic and the opening and closing ceremonies were in the stadium of the University of Utah.

It was absolutely seamless, the sharing of information, and absolutely unprecedented. Because always before a Federal agency would say, this is ours, and a State agency would say, this is ours, and then the policeman on the ground says, I am the first responder and I am not going to tell you Feds these kinds of things. Everybody told everybody everything and it had a tremendous impact on seeing to it that the thing went very well.

So I give you that example. The Chairman and Senator Thompson know that I am pushing for information sharing in cyberterrorism for exactly the same reason: That things work better when people who have significant responsibilities have access to accurate information. Now the hang-up with the CBO, as I understand it, is that the law says you cannot share information unless it has a Census purpose. I am not sure the Congress has the slightest idea what a Census purpose is. I think the definition of that term probably lies with you.

My understanding is that you have shared information—by you I mean the Census Bureau, not you individually. You have shared information quite regularly and quite openly with a fairly wide number of Executive Branch agencies. But when CBO has come, Census Bureau has said, no, that does not serve a Census purpose and you have restricted, under the rubric of following the law, giving information to the legislative branch that you have been willing to give to the Executive Branch.

Now as Senator Thompson indicated, CBO has made its own arrangements with some parts of the Executive Branch; interestingly

enough, the most sensitive being the IRS. So the information you share with the IRS for a Census purpose, the IRS then shares with CBO for a very legitimate governmental purpose on the part of CBO.

What I am hoping you will work toward is avoiding the bank shot. In other words, sharing information directly with the Congress. The CBO is an arm of the Congress. And saying that the legislative branch should be treated with the same definition courtesy that the Executive Branch is treated. So if you share information with an agency in the Executive Branch—clearly it has to have a Census purpose under the law—you would be equally willing to share that information with the legislative branch. By definition, saying if it has a Census purpose for one it has a Census purpose for the other.

Yes, we need to look for the safeguards on security and confidentiality. I have been assured by Dan Crippen of the CBO that he is more than willing to work out all those safeguards. But I would hope you would do as I have described in your definition of a Census purpose. And if you discover with competent legal counsel that you cannot, that you would be willing to notify this Committee, or certainly me, how you think the law ought to be changed in order to achieve an intelligent kind of information sharing.

Because if indeed in a past life, prior to the introduction of the information age into our world, Congress put shackles on you that previously made sense and do not make sense now, and you feel you cannot in good conscience by definition change those shackles, let us know so that we can change them. Because that is what the Congress does is pass laws.

So to say, we cannot because of the law, you are dealing with the people who make the laws and we want to know what recommendations you would have to change the law to allow you to achieve what I consider, and Senator Thompson obviously considers, a very salutary purpose of seeing to it that the decision-makers, just like the security people in the Olympics, all talk to each other, so that you have a seamless flow of information to the people that really need it, really can use it, and that the country as a whole will benefit.

Now if you want to respond, that would be fine. But I just take that point in support and strengthening the point that Senator Thompson has already made.

Mr. KINCANNON. I will not respond at length, but I feel I should comment on a very cogent argument, a good sermon, as it were, in reminding us of what we are doing this for. You are right, the Census Bureau in the past 20 or 30 years at various points has been able to find joint projects with other Federal Executive Branch agencies and with academics and perhaps other classes of organizations that do not come to my mind, where the project serves a Census Bureau purpose and the other agency's purpose.

My understanding is that the agreement currently active between the CBO and the Census Bureau recognizes such a purpose. So I certainly do not disagree with what you are saying and I will, as I promised Senator Thompson, I will look into the particulars of whether we have—where is it broken and where can we fix it,

if it is broken. I understand the usefulness of your analogy, but the information is different in its quality and——

Senator BENNETT. I understand that too, yes.

Mr. KINCANNON. All those agencies you mentioned get their information in different means than the Census Bureau. But I take your point and I do promise that I will personally look into it and get back in touch with you, or the Committee as a whole, whatever.

Senator BENNETT. Thank you very much. Thank you, Mr. Chairman.

Chairman LIEBERMAN. Thanks, Senator Bennett. Senator Cochran.

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. Mr. Chairman, thank you very much. I appreciated the opportunity of meeting with Mr. Kincannon prior to the hearing and complimented him on his record of service, and my assurance that I thought he was well qualified for this position, maybe over-qualified. You know too much about it, maybe.

We know that you can still bring a fresh approach and a new sense of leadership and responsibility to the position and we congratulate you, I congratulate you on your selection. I look forward to working with you as head of the Census Bureau.

I really am sympathetic to the comments made by Senator Bennett and Senator Thompson on this issue of sharing of information. Currently as I understand it, what CBO has an agreement with the Census Bureau for is access to the survey of income and program participation. The Census Bureau has agreed that they can have that access if they go to a Social Security office where the information is held as well and work with the Social Security Administration officials to develop a Census purpose understanding, and then access is granted to that information once they work out this understanding. So it has a very limited purpose of helping to develop a public use version of the data.

What I think the problem is, the Census Bureau restricts the access by making the information available only at a Social Security facility, and for such a limited purpose that CBO is unable to really use the data they get to develop long term models which would be of benefit to the Congress in its consideration of Social Security or Medicare reforms, or improvements in those programs.

One other aspect I think that ought to be considered as you think about this, as you have said you would, the CBO is now required by law—and we made the law here, just like we made the law that governs you—the Congress made the law—so we made a law when we created CBO that they would provide the same level of confidentiality as is required by law of the agency from whom they obtain data. So it is not like you are going to commit some gross act of irresponsibility, if you are satisfied that there is a Census purpose, or whatever the words of art may be.

I think you can look to this Committee for any enforcement mechanisms or restraints, extra legal restraints that may be needed in order to get the kind of assurance that you need in order to have your conscience clear that you are doing your job and you are obeying the law. Because we think the law ought to permit responsible sharing of information that protects the rights of privacy of

people who have given information to the Census Bureau thinking that this will be held in confidence. I think they can be assured that CBO will too because they are required by law to keep it confidential just like you are required to keep it confidential.

So that is the point that I wanted to add to the discussion. Thank you very much.

Mr. KINCANNON. That is very helpful. Thank you, sir.

Chairman LIEBERMAN. Thanks, Senator Cochran. I have no further questions. We are going to leave the record open for another 2 days. There may be some questions that others will want to submit to you and ask for your answer in writing. I appreciate your cooperation.

Senator Akaka was unable to attend the hearing, but is submitting testimony for the record. Senator Bunning also have submitted a statement, which I would like to add for the record.

[The prepared statements of Senators Akaka and Bunning follows:]

PREPARED STATEMENT OF SENATOR AKAKA

Mr. Chairman, I wish to express my support for the nomination of Mr. C. Louis Kincannon to be director of the Census Bureau. I had the opportunity to meet with Mr. Kincannon earlier this month and found him to be well-qualified to assume the mantle of the U.S. Census.

At our meeting, we discussed the diversity of the Asian American and Pacific Islander communities in Hawaii and the nation. He understood that my interest in the accuracy of data collection is heightened by the fact that Census 2000 data will be used for the next 10 years in many policy making decisions.

Because our nominee has spent so much of his professional career at the Census Bureau, he was familiar with my efforts to disaggregate Native Hawaiians from the Asian Pacific Islander category, which began in 1993. My efforts were based on the inaccuracies regarding data collection and statistics for Native Hawaiians and the fact that Native Hawaiians were being classified with populations that had immigrated to the United States, creating the misperception that Native Hawaiians were immigrants to the United States rather than the indigenous peoples of Hawaii.

Over the years, I have addressed these inaccuracies through changes to Office of Management and Budget (OMB) Statistical Policy Directive No. 15, which governs racial and ethnic data collection by Federal agencies. I discussed with Mr. Kincannon how in 1997, OMB Directive 15 was revised, and that Native Hawaiians were disaggregated from the Asian Pacific Islander category. A new category entitled, "Native Hawaiians and Other Pacific Islanders" was created, which addresses the inaccuracies in data collection for Native Hawaiians and Pacific Islanders. Although agencies have until January 1, 2003, to make all existing record keeping or reporting requirements consistent with the Directive, provisions of the revised Directive took effect immediately for all new and revised record keeping or reporting requirements that include racial and/or ethnic information.

I have been actively encouraging all Federal agencies to begin efforts to implement the Directive. The importance of the implementation of this Directive to the successful tracking of Native Hawaiian and Pacific Islander data is absolutely necessary, and I plan to ask the GAO to determine if all 24 CFO agencies are in compliance with the Directive.

Given my long standing concerns with the accuracy of data and the importance I place on the decennial census, it is my hope that Mr. Kincannon, if confirmed, will work toward hiring a Pacific Islander at the policymaking level who could assist in addressing issues surrounding accurate data collection and statistics for Pacific Islanders. Thank you Mr. Chairman.

PREPARED STATEMENT OF SENATOR BUNNING

Thank you, Mr. Chairman.

Conducting a census is one of the oldest functions of government. In 1790, the government's first census found that there were approximately 3.9 million Ameri-

cans, which is only slightly less than the number of people who live in my home State of Kentucky today.

The 2000 census revealed that there are now over 281 million folks living in this country, and I would guess that the types of questions asked today are nothing similar to the ones asked in 1790.

As the leader of the Census Bureau, it will be Mr. Kincannon's job to lead the agency as it continues sorting through the data from the 2000 census and begins preparing for the 2010 census.

This is a big job, and I hope—and expect—Mr. Kincannon to stay receptive to suggestions and concerns by Members of Congress.

Also, it has been brought to my attention that the Census Bureau has been reluctant to provide the Congressional Budget Office with figures it needs to run some Social Security and Medicare models.

I have some questions about this, and am looking forward to hearing your response.

Thank you.

We will try to move this as quickly as we can. I was tempted to ask you when that next grandchild is due but it may give us more time than we should take to bring your nomination before the Senate.

I thank you. Anything more you would like to say before we adjourn?

Mr. KINCANNON. If you will permit, sir, I would like to say how much I appreciate the hard work of the staff, many of whom I have met with, personal staff and Committee staff of the Members of this Committee. They have, without exception, worked hard to try to understand what I know and to learn about what the Census Bureau is doing, and I very much appreciate it.

Chairman LIEBERMAN. You are very good to say that. We thank you for all your years of service and your willingness to serve yet again in this important position. Obviously there are points on which we may disagree but I know we will go at those disagreements in good faith and with a desire to serve the public interest better. I thank you and the hearing is adjourned.

[Whereupon, at 3:30 p.m., the Committee was adjourned.]

APPENDIX

STATEMENT OF CHARLES LOUIS KINCANNON
Nominee for Director of the Census Bureau
Before the
Senate Governmental Affairs Committee
28 February 2002

Mr. Chairman, it is an honor and a pleasure to appear before this Committee today. If my memory serves me correctly, I sat at this table before, when the committee was chaired by Senator Chiles and I was supporting Wayne Granquist, Associate Director of the OMB, in testimony on reduction of Federal paperwork. You may know Mr. Granquist's name, as he was an associate of Senator Ribicoff.

It is one of the greatest honors of my life to be nominated by President Bush to head the Census Bureau. Not only is the President my fellow Texan, but also the Census Bureau selected me to work for it when I graduated from the University of Texas. The Census Bureau nurtured me in the best way an employer can, over two periods of service totaling 23 years. Reporting to duty at the Census Bureau in June of 1963 began a career as interesting and rewarding as one could wish for. I am thankful once again to have a chance to rejoin that wonderful professional community.

My fellow adopted Virginian, Senator Allen, and the former chair of the Census oversight committee in the House, Mr. Sawyer, have both honored me by their willingness to introduce me to the Committee. In the period surrounding the 1990 Census, I was fortunate to work closely with Congressman Sawyer, and his guidance in this period was a great assistance to me.

If the Senate confirms me to this post, I shall be fortunate to build on the base of a very good 2000 Census. Those good results depended on the professional staff at the Census Bureau and the leadership of Kenneth Prewitt, Martha Riche, and Barbara Bryant, who were directors in the decade before that Census. Their success would have been impossible without the faithful, dedicated support of Members of Congress of both parties and in both Houses. For all that, I am, as a citizen, grateful.

I would hope to build on that successful census, with your help. We have the opportunity to do an even better job in 2010 with the breakthroughs of 2000, the potential offered by implementation of the American Community Survey, improvements in geographic tools critical to the conduct of the census and the use for the data, and intensive cooperation with the users of the results – the Congress, Governors, Mayors, and county governments, and the academic and business communities.

We also need to make significant improvements in the economic statistics upon which our economic security depends. In my view, this area has not received in recent years the resources to keep pace with a rapidly changing, globalizing world economy. This need is not confined to the Census Bureau.

In addition, if confirmed, I will pay close attention to the recruiting and retention of staff at the Census Bureau. The Federal Government faces a considerable challenge in the next decade to recruit and retain valuable employees in the face of coming demographic change and competition for workers. The Census Bureau cannot solve these problems that face the entire country, but I will do everything I am able to make the Census Bureau a good place to work, professionally satisfying, fair in opportunities, and as diverse as America.

Thank you again, Mr. Chairman. I look forward to answering your and the Committee's questions.

United States Senate

COMMITTEE ON
GOVERNMENTAL AFFAIRS
ROOM SD-340
(202) 224-2627

WASHINGTON, D.C. 20510-6250

BIOGRAPHICAL AND FINANCIAL INFORMATION REQUESTED OF NOMINEES

A. BIOGRAPHICAL INFORMATION

1. **Name:** (Include any former names used.)

   Charles Louis KINCANNON

2. **Position to which nominated:**

   Director of the Census

3. **Date of nomination:**

   14 November 2001

4. **Address:** (List current place of residence and office addresses.)

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5. **Date and place of birth:**

   9 December 1940, Waco, McLennan County, Texas

6. **Marital status:** (Include maiden name of wife or husband's name.)

   Married to Lois Claire GREEN KINCANNON

7. **Names and ages of children:**

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8. **Education:** List secondary and higher education institutions, dates attended, degree received and date degree granted.

   - W. B. Ray High School, Corpus Christi, Texas: September 1956 – May 1959; high school diploma 1959
   - Del Mar College, Corpus Christi, Texas: September 1959 – May 1961; AA degree May 1961
   - University of Texas, Austin, Texas: September 1961 – May 1963; BA degree May 1963
   - George Washington University, Washington, District of Columbia: September 1963 – 1966; course work only, no degree
   - University of Maryland, College Park, Maryland: 1966-67; course work only, no degree

- Georgetown University, Washington, District of Columbia: c. 1973; course work only, no degree

9. **Employment record:** List all jobs held since college, including the title or description of job, name of employer, location of work, and dates of employment. (Please use separate attachment, if necessary.)

1963-75 Bureau of the Census, Suitland, Maryland
- 1963-1967 Staff Member, Industry Division
  - 1966-67 Management intern: Population Division, Business Division, and Systems Division at Census Bureau; also the Office of Business Economics (now Bureau of Economic Analysis).
- 1967-68 Chief, Apparel Section, Industry Division
- 1968-1973 Staff Member, Population Division
- 1973-1974 Chief, Labor Force Statistics Branch, Population Division
- 1974-1975 Chief, Program Review Staff

1975-81 Office of Management and Budget, Washington, District of Columbia
- 1975-1977 Staff Member, Statistical Policy Division
- 1977-1978 Staff Member, Regulatory Policy and Reports Management Division
- 1978-1981 Chief, Reports Management Branch, Regulatory Policy and Reports Management Division.
- 1981 (January through September) Chief, Reports Management Branch, Office of Information and Regulatory Affairs

October 1981 – September 1992, Bureau of the Census, Suitland, Maryland
- October 1981 – January 1982, Assistant Director for Processing
- January 1982 – September 1992, Deputy Director
  - Acting Director (July 1983-March 1984 and January 1989-December 1989)

October 1992 – June 30, 2000, Chief Statistician, Organisation for Economic Co-operation and Development, Paris

July 1, 2000 – October 6, 2000, not in labor force, Paris, France

October 6, 2000 – March 2001, not in labor force, Paeonian Springs, Virginia

April 2001 – October 10, 2001, Consultancy for the United Nations Economic Commission for Europe, Geneva, Switzerland (working in Paeonian Springs, Virginia)

October 10, 2001 - present, not in labor force, Paeonian Springs, Virginia

10. **Government experience:** List any advisory, consultative, honorary or other part-time service or positions with federal, State, or local governments, other than those listed above.

Member of the Loudoun County Library Board (appointed by County Supervisor) from organization of Board for about 4 years in the mid-1970s

11. **Business relationships:** List all positions currently or formerly held as an officer, director, trustee, partner, proprietor, agent, representative, or consultant of any corporation, company, firm, partnership, or other business enterprise, educational or other institution.

April 2001 – October 10, 2001, Consultancy for the United Nations Economic Commission for Europe, Geneva, Switzerland (working in Paeonian Springs, Virginia)

12. **Memberships:** List all memberships and offices currently or formerly held in professional, business,

fraternal, scholarly, civic, public, charitable and other organizations.

- St. James Episcopal Church, Leesburg, Virginia (c.1970 to 1992; member of the vestry, perhaps chair of some committees).
- Cathedral of the Holy Trinity (AKA the American Cathedral), Paris, France (1993 to present).
- American Statistical Association, Alexandria, Virginia (c.1972 to present).
- Washington Statistical Society, Alexandria, Virginia (uncertain, say c. 1980 to present).
- International Association for Official Statistics, Voorburg, the Netherlands (c. 1994 to present).
- International Statistical Institute, Voorburg, the Netherlands (c. 1993 to present).
- International Association of Survey Statisticians, Voorburg, the Netherlands (c. 1984 to 1992).
- National Association of Business Economists, Washington, DC (c.1994 to 2000 as institutional member; 2000 to present as individual member; member of the statistics committee).
- Inter-American Statistical Institute, Buenos Aires, Argentina (c. 1985 to present).
- Conversations at Oatlands, Inc, Leesburg, Virginia (April to August 2001).
- Association of Americans Resident Overseas, Paris, France (c.1995 to 2000).
- Loudoun Museum, Leesburg, Virginia (2000 to present).
- Loudoun Civil War Round Table, Leesburg, Virginia (2000 to present).
- Lots of organizations like Smithsonian Associates at various times, e. g., Les Amies du Louvre, National Parks Conservation Association, WETA, WAMU, West Virginia Public Broadcasting, etc.

13. **Political affiliations and activities:**

(a) List all offices with a political party which you have held or any public office for which you have been a candidate.

President, Young Democrats, Del Mar College, Corpus Christi, Texas, c. 1960-61. I have never been a candidate for public elective office.

(b) List all memberships and offices held in and services rendered to all political parties or election committees during the last 10 years.

None.

(c) Itemize all political contributions to any individual, campaign organization, political party, political action committee, or similar entity of $50 or more for the past 5 years.

- Contribution of $100 to the campaign of James C. Miller III for Republican nomination for U. S. Senate in Virginia. I am not sure of the year.
- Contribution of $1,000 to the campaign of George W. Bush for President in 2000.

14. **Honors and awards:** List all scholarships, fellowships, honorary degrees, honorary society memberships, military medals and any other special recognitions for outstanding service or achievements.

- Abandoned property deposit scholarship, University of Texas, Austin, Texas, 1962.
- Payment by the Bureau of the Census of tuition for various university courses.
  - George Washington University, Washington, District of Columbia: September 1963 – 1966; course work only, no degree
  - University of Maryland, College Park, Maryland: 1966-67; course work only, no degree
  - Georgetown University, Washington, District of Columbia: c. 1973; course work only, no degree
- Ex-officio member of the International Statistics Institute by virtue of being Chief Statistician of the OECD. There may have been other ex-officio memberships as a result of my post either at the OECD or as Deputy Director of the Bureau of the Census.
- Presidential Rank Award of Meritorious Executive, 1987

- Department of Commerce Gold Medal, 1985
- Special Award for Excellence, Interagency Committee on Information Resources Management, 1984
- Various SES bonuses.

15. **Published writings:** List the titles, publishers, and dates of books, articles, reports, or other published materials which you have written.

- Various papers presented at ASA or ISI meetings: basically I do not recall specifics of many papers:
  - ASA 1972, topic: 1972 survey of scientific and engineering manpower
  - ASA c. 1978, topic: reducing the burden of Federal reporting
  - ASA c. 1984, topic: confidentiality of decennial census records
  - ISI 1993, 1992 economic censuses (not written by me)
- "Performance Indicators for International Statistical Organisations," CES/1999/18/Add.1. Geneva, 11 June 1999. (Conference of European Statisticians, a body of the UN Economic Commission for Europe)
- Paper on OECD technical cooperation with China (with Derek Blades) for the meeting Looking at the Future for Chinese Statistics, Beijing, 29-31 May 2000.
- "Some Comments on the IMF Paper 'Manuals on Macroeconomic Statistics: A Stocktaking To Guide Future Work'," CES/2001/7Add.1, 31 May 2001. (Conference of European Statisticians, a body of the UN Economic Commission for Europe)
- "Comment on Rapporteurs' Reports Submitted To the 2001 Plenary of the Conference of European Statisticians," (prepared for the meeting of the Bureau of the Conference of European Statisticians in Oslo 22-23 October 2001).

16. **Speeches:** Provide the Committee with four copies of any formal speeches you have delivered during the last 5 years which you have copies of and are on topics relevant to the position for which you have been nominated.

I made very few formal speeches during the time I worked at the OECD. I made informal remarks at many meetings, presented papers (referred to in answer to Q. 15), and served as a discussant of other papers. Often interventions of this sort were not written. I have asked my former employer, the OECD, to check its archives to see if there are examples extant.

17. **Selection:**

(a) Do you know why you were chosen for this nomination by the President?

No.

(b) What do you believe in your background or employment experience affirmatively qualifies you for this particular appointment?

I worked in many areas of specialization at different levels of responsibility and at ranks from GS-7 to ES-6 for more than 20 years at the Bureau of the Census. I also had other useful experience in statistics and public administration: 6 years at the OMB and 8 years as the first Chief Statistician of the OECD.

B. FUTURE EMPLOYMENT RELATIONSHIPS

1. Will you sever all connections with your present employers, business firms, business associations or business organizations if you are confirmed by the Senate?

Yes, if I am confirmed by the Senate and take the oath of office. (In fact, I do not currently have such

relationships.)

2. Do you have any plans, commitments or agreements to pursue outside employment, with or without compensation, during your service with the government? If so, explain.

   I serve without compensation on the statistics committee of the National Association of Business Economists, and I would presume to continue to serve as other active Federal officials have in the past.

3. Do you have any plans, commitments or agreements after completing government service to resume employment, affiliation or practice with your previous employer, business firm, association or organization?

   No.

4. Has anybody made a commitment to employ your services in any capacity after you leave government service?

   No.

5. If confirmed, do you expect to serve out your full term or until the next Presidential election, whichever is applicable?

   Although I have given no undertaking in this regard, I know of no impediment to serving until the next Presidential election. Other things being equal, I am willing to serve until then.

C. POTENTIAL CONFLICTS OF INTEREST

1. Describe any business relationship, dealing or financial transaction which you have had during the last 10 years, whether for yourself, on behalf of a client, or acting as an agent, that could in any way constitute or result in a possible conflict of interest in the position to which you have been nominated.

   In my ethics agreement, signed on November 9, which was provided to the Committee, I agreed to be disqualified from any matters in which an organization for which I consulted is a party or represents a party, for one year. As of November 16, 2001, final payment for my activity with the organization was made and all consulting activity has ceased. I also agreed to disqualify myself from matters affecting my financial interests

2. Describe any activity during the past 10 years in which you have engaged for the purpose of directly or indirectly influencing the passage, defeat or modification of any legislation or affecting the administration and execution of law or public policy other than while in a federal government capacity.

   - I believe I have written to my representatives in both the Senate and the House of Representatives regarding a few matters in the period since I left Federal employment. I do not recall the specifics, but I believe the instances number three or fewer.
   - In my official capacity as Chief Statistician of the OECD, I met with officials of U. S. Federal statistical agencies to encourage provision of statistics needed for work of the OECD and advocated adoption of international standards and norms for economic statistics. I also met with Members of Congress and with staff of the Congressional Research Service to brief them on activities at the OECD.

3. Do you agree to have written opinions provided to the Committee by the designated agency ethics officer of the agency to which you are nominated and by the Office of Government Ethics concerning potential conflicts of interest or any legal impediments to your serving in this position?

Yes.

D. LEGAL MATTERS

1. Have you ever been disciplined or cited for a breach of ethics for unprofessional conduct by, or been the subject of a complaint to any court, administrative agency, professional association, disciplinary committee, or other professional group? If so, provide details.

   No.

2. To your knowledge, have you ever been investigated, arrested, charged or convicted (including pleas of guilty or nolo contendere) by any federal, State, or other law enforcement authority for violation of any federal, State, county or municipal law, other than a minor traffic offense? If so, provide details.

   No.

3. Have you or any business of which you are or were an officer, director or owner ever been involved as a party in interest in any administrative agency proceeding or civil litigation? If so, provide details.

   No, not to my knowledge.

4. Please advise the Committee of any additional information, favorable or unfavorable, which you feel should be considered in connection with your nomination.

   None.

E. FINANCIAL DATA

The Financial portion of the answers to this Questionnaire are available for review in SD-340.

AFFIDAVIT

Charles Louis KINCANNON being duly sworn, hereby states that he/she has read and signed the foregoing Statement on Biographical and Financial Information and that the information provided therein is, to the best of his/her knowledge, current, accurate, and complete.

Charles Louis Kincannon

Subscribed and sworn before me this 6 day of December, 20 01

Doris A. Woods
Notary Public
My Commission Expires

Pre-hearing Questionnaire for the
Nomination of C. Louis Kincannon to be
Director, Bureau of the Census, Department of Commerce

I. RELATIONS WITH CONGRESS

In order to fulfill its Constitutional and statutory responsibilities, Congress requires the willing cooperation of Executive Branch officials, including the Director of the Census Bureau.

1. Do you agree without reservation to respond to any reasonable summons to appear and testify before any duly constituted committee of the Congress if you are confirmed?

Answer: Yes.

2. Do you agree without reservation to appear and testify before any duly constituted committee of the Congress, or its authorized agents, if confirmed?

Answer: Yes.

3. How do you view the Census Bureau's relationship with Congress, and how will you go about repairing any problems that you believe exist?

Answer: The Census Bureau's relationship with the Congress is the most important one it has with any of its interlocutors because of the constitutional and other uses the Congress makes of the data, the specific role the Constitution gives to the Congress with regard to the Decennial Census, and because of the role of the Congress is assuring adequate resources for the Census Bureau to do necessary work. Because of the complex, multifaceted nature of the needs and issues facing the Congress and the programs of the Census Bureau, this relationship invariably has occasions of miscommunication and even of disagreement. In the main, however, in my experience the relationship has been friendly, constructive, and productive. I am not aware of any unusual problems existing at present. If problems are identified it is incumbent on the Census Bureau and the Director to explain clearly what it is doing or needs to do and to ensure that it engages the Congress in a dialogue so that Congressional needs and concerns are correctly understood. I personally place a high priority on trying to anticipate Congressional concerns and being responsive to Congressional inquiries.

4. Do you believe that GAO, as part of Congress' oversight function, has authority to ask for and receive information on the Census in a timely manner? If so, what will you do to ensure that GAO has appropriate access to information about Census Bureau activities?

Answer: I believe the GAO, when responding to direction from the Congress, has authority to ask for and receive information on the Census in a timely manner. When I

served as Deputy Director, and for many years prior to that, the GAO maintained full time staff in offices in FOB-3. I met often myself, formally and informally, with the person who headed that office. These relationships were constructive and helpful. If confirmed in this post, I shall continue to ensure, within the bounds of my authority, that the GAO has appropriate access to information about Census Bureau activities.

According to the GAO, the real dollar cost of the Census has increased dramatically over the last three Censuses. The 2000 Census cost nearly three times as much to conduct as the 1980 Census, which had about the same level of accuracy (the net undercount was 1.2 percent for both enumerations).

5. What will you do to improve the ability of the Census Bureau to communicate to Congress what is being spent, and what value the public is getting for that expenditure?

Answer: The results of the 2000 Census improved more than you suggest in the lead to the question, at least from what I've read. In my view, the success of the Census Bureau is better assured by clearly showing what is spent and the value the public is getting for money. A good justification of each proposed budget leading to the next decennial census should permit the Bureau and Congress together to evaluate how best to expend funds to achieve a high quality 2010 Census. Care in tracking expenditure in reasonable detail is more likely to assure the public that funds are not wasted but gain the expected benefit. I shall work to improve clarity in this regard, if confirmed, and I will certainly follow up on examples of shortcomings in this regard in the eyes of the Congress.

Congress often relies on Census Bureau data in developing government policy. Potential changes in the way the agency collects or analyzes information that could significantly change those data could have a major impact on policy (e.g., recent changes in how the Census Bureau collected data on the number of persons without health insurance resulted in a substantial decline in the estimate of the uninsured).

6. How would you ensure that Congress is given appropriate notice of important changes that the Census Bureau is contemplating to key data?

Answer: In my view, it is important for the Director to set a tone of about possible changes in the way the Census Bureau collects and analyzes information. Planning for important changes in methods should include specific consideration of what parties in the Congress should receive early notification of work underway so their input can be incorporated. Significant proposed changes should be reviewed with the relevant Census advisory committees, a process that will help identify issues that should be included in appropriate notices to Congress. At a minimum this would involve seeking the advice of the oversight Committees, but in other cases broader involvement would be necessary. No doubt the Census Bureau would make errors in identifying important changes, but I believe making systematic efforts should keep these to a minimum.

II. MANAGEMENT, ADMINISTRATION, AND BUDGET

You have had considerable management experience in various agencies.

7. How do you view the role of Census Bureau Director?

Answer: The Director is leader of the Census Bureau. He/she determines the policies and directs the programs of the Bureau, taking into account applicable legislative requirements and the needs of users of statistical information. This is done in the context of policies set by the President and the Secretary of Commerce, as well as the Office of Management and Budget. The Director reports to the Under Secretary of Commerce for Economic Affairs. The Director is an important channel of communication between the expert staff of the Census Bureau and those aforementioned authorities, ensuring clear understanding of the work of the Bureau by those with broader responsibility and perspective. Similarly, the Director should foster clear understanding by the staff of the concerns and limitations of society manifest through duly constituted political authorities and clients of the Census Bureau. The Director is also a significant spokesperson for the Census Bureau to the public. In my experience, good solutions to issues facing the Census Bureau often emerge from the work of the staff, so it is important that the Director ensure that the organization structure and professional atmosphere of the Census Bureau facilitate free discussion and scientific methods in arriving at decisions.

8. How would you characterize your management style, and how is it compatible it with the culture of an organization like the Census Bureau?

Answer: I aim to encourage delegation of responsibility for tasks to the level of appropriate expertise. I expect that persons accept responsibility for doing their work, and for its quality. When a decision has been reached, I expect wholehearted support to implement it, but without negating responsibility for constructive feedback based on practical experience in implementation. I place priority on teamwork and flexibility. I believe we should express appreciation for work well done. This includes tangible and intangible forms. By and large, I believe my management style is compatible with the culture of the Census Bureau. Partly I am a product of that culture, but I am also a product of the culture of the OMB, which some might say is more directive and insistent, and of the OECD, which is collegial and consensus oriented.

A recent draft GAO study ("Census 2000: Significant Budget Variances and Internal Control Weaknesses at the Bureau of the Census") indicates that there are some problematic fiscal and financial management practices at the Census Bureau. For example, according to the draft GAO study, there are $90 million in obligated balances for Census contracts under a million dollars,

and $55 million in obligations for contracts above a million dollars, that need to be reviewed for possible deobligation.

9. Do you believe that there are legitimate concerns about fiscal and financial management practices in the Census Bureau? If so, what are they and how you would address them?

Answer: At this time I do not have sufficient information to judge whether there are legitimate concerns about fiscal and financial management practices at the Census Bureau, but if confirmed I would intend to review this GAO report and determine an appropriate response. I take the concerns of the GAO seriously, but even the GAO sometimes makes errors. The Congress entrusts considerable resources to the Census Bureau, and I would welcome constructive suggestions about how we can ensure these resources are properly accounted for.

The Census Bureau's plan for the 2010 Census would cost $12.5 billion.

10. Do you intend to plan for alternative budget scenarios in the event that this level of funding may not be possible?

Answer: It seems to me that prudent planning for a large undertaking like the Decennial Census must include alternative budget scenarios.

11. How would you prioritize the various Census programs and activities in the event that Congress provides fewer resources than the $12.5 billion the Census Bureau wants?

Answer: Ranking the various Census programs and priorities must take into account various factors, important among them are: Constitutional and statutory requirements, statistical information needed to meet emerging and abiding national needs, requirements of State and local officials for information best provided by Census data, and requirements for economic growth and security.

In the past, significant progress in computer technology and statistical methodology resulted from research done at the Census Bureau. Over the last decade, the Census Bureau has significantly reduced its investment in research and development.

12. How does research and development relate to the mission of the Census Bureau?

Answer: The society that the Census Bureau must measure changes rapidly and continually. Without vigorous research and development of our tools, the Census Bureau risks failing to meet society's needs. The pervasive role of information technology in our society today means that the Census Bureau will benefit from global research and development in this field, and its own corporate efforts are far less significant than in the 1950s and 1960s. In statistical methodology, the Census Bureau's tasks are rather

distinctive, and it cannot afford to expect that it can wait for others to push forward the ideas necessary to its continued success.

13. Do you anticipate increasing research and development funding at the agency; if so, to what extent?

Answer: The increasing allocation of resources to research and development is one important ingredient in the remarkable success of the American economy. In every field of endeavor, to fail to pursue continual improvement is to fall behind. I would expect research and development to continue as needed, assuming the Congress will supply the resources.

The Census Bureau's primary responsibility is domestic data collection, but the agency also collects international demographic and socioeconomic data.

14. What are your plans for international data collection and dissemination or other international statistical activities?

Answer: The United States plays a very special and important role in the world. The United States is a strong participant in international collaboration in statistics, particularly in the setting of norms. This serves our national interest in a globalizing world. If confirmed, I will support the OMB and the other Federal statistical agencies in maintaining and strengthening our presence in setting international statistical norms, through the mechanisms provided by the UN, the OECD, and regional organizations and meetings. It is especially important that we continue to harmonize statistics in the NAFTA countries, and with the European Union and Japan. To the extent that major trading partners keep statistics that are comparable with ours, we can know markets better, compare economic progress, and understand population movements.

The Census Bureau should support the ready availability to American policymakers, academics, and businesses of good statistics about other countries. Its role in this regard has changed over time, and I will have to acquaint myself with current conditions before knowing whether we can make improvements and if there are resources to do so.

Some have criticized the Census Bureau for being a stove-pipe organization in which information flows up and down the chain of command, but not as frequently across the agency, potentially resulting in limited cooperation on large or agency-wide projects. You have considerable experience with the organization of the Census Bureau.

15. Do you agree with this characterization? If so, what would you do to change the organization of the Census Bureau to address this challenge?

Answer: Ten years ago, this was true to an important extent, but less so than 20 years ago. I assume progress has continued. One must bear in mind that very large-scale projects and agency wide tasks are carried out very successfully in the Census Bureau, so this "stove-pipe" characteristic can be exaggerated, too. Time-honored methods to achieve more effective corporate teamwork include systematic and practical training in organizational goals, tasks, and practices, extensive opportunities for internships, systematic mobility within skill or specialization groups, and transparency at all levels with regard to purpose and goals of the organization. If confirmed, I would intend to pursue these and other techniques to this end.

During your previous tenure at the Census Bureau, the agency sought and received permission to hire temporary employees for the Census. Since that time, the temporary hire authority has been used to hire workers in all areas of the agency, not just those associated with work on the Census, and for jobs that are non-temporary in nature.

16. What do you know about this situation, and do you support how the temporary hire authority has been used?

Answer: I believe that the Census Bureau has hired temporary employees for the better part of two centuries, given the basic characteristics of large-scale temporary work tasks like censuses. I do not know the current practice with regard to hiring temporary workers for work outside the periodic censuses, but I strongly doubt it is an innovation. It is a practice that can offer opportunities to staff that otherwise might not have work and certainly can help the agency fulfill its mission. It is very important to use this authority will careful thought and thorough planning at the agency level.

17. What rights and/or benefits are granted to permanent employees that are not available to these temporary workers?

Answer: Of course the principle difference is tenure. Otherwise, the Federal personnel practice and law have changed considerably since I left in 1992, and I am not clear on the extent of differences. For instance, in my former time, temporary workers paid Social Security contributions and received coverage; regular civil service workers with permanent appointments did not. That has changed. I don't know how much else has changed.

18. Do you intend to continue using the temporary hire policy in the same manner? If not, how do you intend to change it?

Answer: Please see my answer to Question 17.

During the 2000 Census, contractors helped design, build, and manage the data capture system (the mechanism of translating information from the Census forms into computerized information for analysis). Census managers have indicated that they plan to make more extensive use of contracting in the future.

19. What are your general views on contracting out?

Answer: My view is that the Federal government should contract for work when no vital public interest is adversely affected and when the same or better quality output can be obtained at a lower real cost, or better quality output can be obtained at the same real cost. Intermittent tasks may be especially well suited for outsourcing, but perhaps not always.

The Census Bureau, like most federal agencies, has significant personnel issues. On the one hand, it is faced with an aging workforce and a need to recruit young, new talent. On the other hand, the Bureau is confronting the retirement of many of its most seasoned leaders, including managers who have worked on one or more Censuses.

20. What steps would you take to ensure that the Bureau's human capital needs are being met?

Answer: I would encourage elected officials and candidates for office to be more selective in their criticism of government and balanced in recognizing good performance by government workers in carrying out valuable and little-disputed tasks of government. I would be cautious about invoking the management-scheme-of-the-year as the cure-all of government inefficiencies. I would urge fair, market-based compensation of Federal workers, bearing relative tenure in mind; this might mean more differences in pay rates by specialty and location. I would do my best to develop a work environment that liberates people to create and produce (see answer to Questions 8 and 15 above). I would review recruiting, training, and performance appraisal practices to see if they could be improved.

The Census Bureau has made extensive use of the Joint Program in Survey Methodology to improve the training of its workforce. As you know, the Joint Program was established by Mr. Michael Boskin when he was head of the Council of Economic Advisors and is financed by several statistical agencies, including the Census Bureau. Mr. Boskin believed that one way to address the quality of statistical information was to provide for continuous training for the workforce.

21. What is your opinion of this program? Do you intend to support the use of this program to train Census Bureau employees?

Answer: This program is extremely important to the future capability of Federal statistical agencies to meet the needs of the Congress, executive agencies, business, and academe for reliable data on a rapidly changing society and economy. I supported the program at its founding, I have continued to support it, and I would intend to do so, if I am confirmed.

III. DECENNIAL CENSUS

Previous Censuses have historically undercounted some groups and overcounted others. The General Accounting Office (GAO) reported: "certain racial and ethnic minorities have long been undercounted in the Census." (Report No. GAO/GGD-98-103, p. 29, May 1998) The Census Bureau has attempted to quantify this undercount using statistical sampling methods. For the 2000 Census, the statistical method designed to measure the undercount is called the Accuracy and Coverage Evaluation (ACE) program. In March 2001, the Census Bureau decided not use the ACE to adjust the Census for the purpose of Congressional redistricting and with respect to the distribution of federal funds in October. To date, adjusted estimates have not been used for any official purpose or released for public review because the Census Bureau determined there were problems with the ACE. Although the 1990 Census was also not officially adjusted, the adjusted counts were ultimately made available in 1998.

22. What are your general thoughts about the feasibility and desirability of adjusting the Decennial Census?

Answer: I have only limited knowledge of the coverage of the 2000 Census and of the ACE process. Basically I have read newspaper articles, listened to CSPAN presentations, and reviewed the recommendations of ESCAP. I have no reason to disagree with the assessments the professional staff gives in those reports. The NAS Panel found the decision of the Census Bureau justified. Taking what I have seen and heard regarding the 2000 Census, and what I have learned about efforts to measure coverage and potentially make adjustments in earlier Censuses, I do not expect that the approach taken to date will lead to robust, defensible adjusted figures useful for redistricting. I have learned in life that many things I do not expect to happen sometimes do come about, but this is my expectation. I do not have the same expectation with regard to data for higher levels of geography. The question of the desirability of adjusting the Decennial Census seems to me not the right question. I believe it is desirable to use methods and procedures that produce the most accurate figures that will sustain scientific and legal challenge. This is the aim.

23. If Congress requests the adjusted data for the purpose of oversight, what is the Director's obligation to provide these data?

Answer: Such a request would have to be evaluated for Title 13 confidentiality concerns as well as any privilege or other confidentiality issues that my pertain, but in general I would wish to be as forthcoming in response to Congressional request as possible. Congress must also weigh the costs and benefits of requesting and releasing data that the

professional staff of the Census Bureau has determined to be inaccurate. My personal view is this does not seem desirable on the face of it.

24. Do you believe that the statistical and scientific communities would benefit from having available both adjusted and unadjusted counts to review?

Answer: I can see that review of both sets of counts and underlying methodological information by components of the statistical community under appropriate auditions could be beneficial to understanding whether the adjusted data can be made useful for some level of geography and how future efforts in this direction could better be designed and implemented. In fact, I understand quite a bit of the A.C.E. data have been made available to external oversight bodies under controlled conditions. The Census Bureau has, in various public forums, also announced that other adjusted and unadjusted counts could be made available, at the Census Bureau, to qualified researchers.

You served as Deputy Director of the Census Bureau under Director Barbara Bryant when the 1990 Census was being conducted. Director Bryant publicly disagreed with then-Commence Secretary Mosbacher by supporting adjusting the 1990 Census.

25. Did you support or oppose Director Bryant's position?

Answer: I supported Director Bryant's capacity to make this decision. I arranged resources and structures to present both data and technical advice to support her policy responsibility. She was technically competent to assess this information and make a decision and recommendation to the Secretary. I did not try to influence her decision.

26. Please describe your role in the adjustment issue at that time.

Answer: From the middle years of the 1980s, I participated in many higher-level meetings concerning planning and testing the techniques to be used to measure coverage and perhaps be used in adjusting Census results. Although I was not a member of the undercount steering committee, I attended various meetings. I received reports of this group's activities. In 1989, because there was no Director for more than 11 months I served as acting Director. As you will well understand, the last year before conducting a census is a very busy one, and both jobs needed to be filled. I continued as best I could to participate in the higher-level meetings concerning coverage measurement and adjustment. When Dr Bryant was confirmed as Director, she was rightly interested in participating actively in the work on coverage measurement and possible adjustment. This was clearly her policy responsibility. Moreover, she had a good technical background for contributing to this process, whereas she had relatively little experience with the operation planning for the 1990 Census. As there were many operational aspects of the 1990 Census that required intensive attention, I spent most of my effort there and participated less in the adjustment issue.

Some believe that applying statistical methodology like the ACE would make the Census more accurate overall as well as address the disproportionate undercounting of certain population groups.

27. The Census Bureau has decided not to adjust the Census based on the ACE – do you agree with this decision? If so, what do you believe are the deficiencies in the ACE that make it unsuitable to use in adjusting the Census?

Answer: Based on what I have heard or read in the public domain, including the interim report of a National Academy of Sciences panel released last November, which said the Bureaus' decision was justified, I have no reason to disagree with the Census Bureau's decision. I understand that there were a number of limitations in the ACE data, including a large number of duplicates not detected by the sample. If confirmed, I will ensure continued examination of the ACE data.

28. Do you agree that the Decennial Census has historically and persistently undercounted certain populations?

Answer: I believe it is correct that since scientific estimates have been made of coverage of population groups, there has been systematic under coverage of certain groups. Moreover, for several censuses through 1990, the differential had widened, I believe. This differential undercount is a major consideration and concern. I was pleasantly surprised by the Census Bureau's report that differential coverage was reduced dramatically in 2000, a considerable improvement over the results in 1990. This tells me that development of new processes and techniques paid off in a better Census.

29. Should a statistical adjustment program like ACE be incorporated in the planning for the 2010 Census?

Answer: Certainly I think a coverage evaluation program should be included in the planning for the 2010 Census. I am not prepared to say it should be exactly like the ACE, since reports clearly indicate shortcomings in the ACE, or that any parallel survey should be actually deployed. The design, costs, and effectiveness of such as survey will have to be carefully considered before any decision is made to use it

30. When do you anticipate a decision would need to be made on including an ACE-like program in the 2010 Census?

Answer: I don't know the answer to that question in operational terms. If I were to be confirmed, evaluation of the ACE and options for improving the coverage measurement tool would be considered in the appropriate time in the Census operation schedule.

The Census Bureau uses "net" error, as opposed to "gross" error, in evaluating the accuracy of the Census. Some argue that the net error method disguises important information, such as differentials between ethnic/racial groups and geographic areas or people counted in the wrong place. For example, if the number of people counted twice were equal to the number who were missed, they would cancel each other out and the net error would be zero. Conversely, under the gross error method, the double counted and missed people would be summed as errors. For the 2000 Census, the Census Bureau claims a (net) error rate of 1.2 percent; if gross error were measured, it would exceed 10 percent.

31. What are your views regarding the respective use of net and gross error as a measure of Census accuracy?

Answer: I don't know the details of the comparable net and gross errors in the 2000 Census. In my view, both measures are important, and to evaluate the coverage fully, one would want to consider both. It is important to keep in mind that the ACE was designed to measure net error. While gross error could be important the ACE estimates of gross error are derivative and less reliable than those for net error.

As you know, demographic analysis – which uses birth, death, migration, and other key records to determine national estimates of the population – is used to check the accuracy of the Decennial Census. Although demographic analysis has been considered a fairly effective method to determine overall population statistics, some assert that it is increasingly less reliable because its estimates fail to fully account for recent sharp increases in immigration.

32. What is your opinion of the Census Bureau's current ability to track documented and undocumented immigrants for Census purposes?

Answer: Demographic analysis is a very important check on the accuracy of the Census. I understand that the Census Bureau considered alternative and sharply increased estimates of migration, but that this did not change the result vis-à-vis the ACE. I know nothing of the current methodology used by the Census Bureau to measure documented and undocumented immigrants. From past experience, I know the task is daunting, even with the help of other experts from the field.

33. What are your plans, if any, to integrate changes in immigration patterns with the evaluation of Census data?

Answer: Without knowing more about the techniques used between 1990 and 2000, it is not useful to make plans to integrate changes in immigration patterns with the evaluation of Census data. If confirmed, I would see how this was done and evaluate the need for modifications.

The Census Bureau is conducting some 200 studies to evaluate how well the 2000 Census was conducted, with the hope of improving the operation of future enumerations. Many of the evaluations are not scheduled to be completed until 2004, at the earliest. In addition, the Bureau is developing a "master trace" sample – a very detailed record of how information is collected from a particular household, such as number of visits, length of interview, the relationship of the respondent to other members of the household, and other similar factors that affect the quality of the information collected. It would appear that both the evaluations and the master trace sample would be useful in developing the 2010 Census. But planning for the 2001 Census has already begun without the benefit of important information that the evaluations and master trace sample could provide.

34. Do you support prompt completion of evaluation studies and the master trace sample to improve the design and operation of the 2010 Census?

Answer: Yes, I would support prompt completion of these studies, recognizing that neither human nor funding resources are unlimited. I am sure the Census Bureau will have to set and hold to priorities in completing them.

35. What will you do to ensure that the results of these evaluations are summarized and presented to in a manner that is accessible to and comprehensible by Congress and the lay public?

Answer: I concur that the Census Bureau's work needs to be accessible, both physically and intellectually. I will try to make sure they are comprehensible to me, as a first step, if I am confirmed, and I will welcome suggestions from Congress regarding how to make the Bureau's reports more readable.

According to the Census Bureau, the mail response rate for 2000 Census was 64.3 percent, versus 65 percent for the 1990 Census.

36. Are you satisfied with the response rate? If not, what steps will you take to improve the response rate?

Answer: The higher the mail response rate, the lower the cost, the faster the results, and the greater the accuracy, all other things being equal. Thus I am not satisfied that the Census Bureau managed to stop the decline in response rate for 2000. I would assume that the planned ACS would contribute to achieving higher mail response, but beyond that it is premature for me to propose other steps prior to investigation of 2000 results.

37. What methods for non-response followup, if any, are you contemplating?

Answer: It is premature to suggest changes to nonresponse follow up. If confirmed, I will join in the completion of evaluation studies that will be an important source of options for improving this process.

During the 2000 Census, some suggested that the long form, because of the type and number of questions it asked, constituted an invasion of privacy.

38. What is your position on this issue?

Answer: I have not seen the long form as an unwarranted invasion of privacy. It certainly takes an appreciable time for a household to complete, particularly for a large family. The key for 2010 is make sure that the Congress understands what the need is for every question in the Census, short form, ACS, or long form if there is one. If that need cannot be made clear for any question, the Congress should ask for its removal.

39. Are current privacy protections for Census data on individuals and households adequate? If not, what steps need to be taken to ensure the privacy of such information?

Answer: This is an extremely important concern, critical in my view to the continued success of the Census Bureau. The world of data collection, processing and storage has changed significantly since 1992 when I last worked at the Census Bureau and had some familiarity with protections in place. Assuring myself that proper protections are in place will be a high priority to me, if I am confirmed.

40. Do you support keeping the long form? Why or why not?

Answer: My understanding is that a successful implementation of the ACS will make the long form unnecessary. If that were the case, I would not support keeping the long form.

The National Academy of Sciences and others have suggested moving Census Day to earlier in the year in order to facilitate enumeration of transient populations like college students and "snowbirds," and to allow more time for Census operations and coverage evaluation. This would require amending Title 13 to change Census Day as well as the reporting dates for providing Census data for apportionment and redistricting.

41. What is your opinion of this proposal?

Answer: I have not formed an opinion on this proposal. Census Day has been at various dates over the history of the country, corresponding to perceived practicalities of the task of counting the population. There is noting sacred about any particular Census Day. Practicalities are what matter.

Americans living abroad, except for those working for the U.S. government, are currently not counted in the Census, though some estimates indicate that there are between 3 and 10 million of such citizens. In September 2001, the Census Bureau submitted a report to Congress addressing

"issues associated with the inclusion of American citizens and their dependents living abroad in the decennial censuses for apportionment, redistricting, and other purposes for which census results are used." The report outlined various barriers to counting overseas Americans, and concluded that new methodologies to fully count them would have to undergo extensive research and testing. In November 2001, the Census Bureau held a conference with overseas Americans to discuss how some of these barriers could be overcome.

42. What is your position on counting Americans abroad and how best do you think this can be accomplished?

Answer: The Constitution says the enumeration shall be taken in such manner as the Congress shall by law direct, so ultimately this decision belongs clearly to the Congress. In my view, conducting an actual enumeration of U. S. citizens resident outside the United States would be costly and fraught with difficulties. It would be expensive, bearing in mind the admonition in Questions 10-11 above. Even assuming a successful census of nonresident citizens, the decision rules for assigning enumerated individuals to States for apportionment and to specific Stateside addresses for redistricting would require a decision by the Congress. Having more complete information "for other purposes" would be more practical and might well be more useful. Having been in the category of "U. S. citizen resident abroad," I would like to know the number and characteristics of Americans in the group. Better information would inform changes in tax law, Social Security, investments, and so on that affect such persons, for example.

The best way to obtain such information that would be usable for many purposes would not be by a census conducted by the Federal government in foreign lands. The expense and logistical complications, not to mention the diplomatic ones, would be considerable. Would France, Russia, South Africa, and China, to mention a few sovereign countries, permit the United States to send its own staff into their lands to enumerate? Would they permit us to hire their own citizens for this purpose? This seems to me to be completely impractical.

On the other hand a simple, practical, and low-cost way to obtain good quality information for this purpose would be by asking countries to provide us from their own censuses summary information on the characteristics of U. S. citizens resident there. While living in France, the French government conducted a census, and my wife and I were obliged to complete a questionnaire on our household (of course we were happy to do so). Because I had heard of the interest of the Association of Americans Resident Overseas in the issue of counting Americans resident abroad, I asked informally a senior French official about the feasibility of exchanging summary statistical information between the two countries on the citizens of each resident in the other country. Of course I was in no position to make a formal request, and his informal reply is certainly not a commitment, but I understand his response to be that such an exchange would be mutually desirable. I can assure you that better figures on Americans resident in France would come from the French Census than from any conceivable exercise the Census Bureau might conduct.

43. What type of assistance or cooperation would you need from overseas Americans in order to count this population?

Answer: We would depend on their behaving as "good citizens" in their host country, obeying laws and answering duly authorized inquiries of their host government.

To improve participation in the 2000 Census, the Census Bureau partnered with state, local, and tribal governments as well as religious, media, educational, and other community organizations. The partnership program stemmed from the Bureau's recognition that local people know the characteristics of their communities better than the Census Bureau and therefore know the best ways to communicate with their constituents to ensure they are counted.

44. Do you have any plans to enter into a similar partnership with overseas citizens groups for the next Census?

Answer: I have no such plans now. If the Congress decided it wanted information on U. S. citizens overseas, appropriate cooperation with overseas citizenship groups would be useful in the task. Formal consultation with census takers in other countries would be absolutely essential.

In previous Censuses, there have been controversies about whether the Census forms offered respondents choices that best captured the respondents' own view of their race, ethnicity, and ancestry.

45. Are you satisfied with the accuracy and result of how race, ethnicity, and ancestry were reported in the 2000 Census? Please explain.

Answer: I have not reviewed the experience with this question in the 2000 Census. If confirmed, I would oversee such an evaluation, which I am sure is underway or contemplated.

Computer usage and Internet activity have risen dramatically in America in recent years.

46. What are some of the major problems and opportunities with using computers or related information technologies – by both Census takers and respondents – in collecting Census data?

Answer: When I last served at the Census Bureau, the Internet barely existed for these kinds of uses. If confirmed I would make sure the Census Bureau continues to examine possibilities for use. Even before I left laptop computers and proprietary systems like the Internet were being used to collect household and establishment data. The potential, I am sure, remains great. Issues to consider are: Cost effectiveness for different scales of operation and data and system security.

A recent *New York Times* article ("Census Said to Misplace Many Prisons and Dorms," November 28, 2001) reported that the Census Bureau placed prison inmates, college students, and other institutional populations in the wrong Census tracts. In one case, more than 2,000 prison inmates were mistakenly located in a town 27 miles away from the prison. These are fixed groups that presumably are easier to count than other groups. Mr. Robert Scardamalia, chief demographer of the New York Department of Economic Development, is quoted as saying, "I think this is the tip of the iceberg. I think if they [Census Bureau] did a nationwide analysis, they'd find an unacceptably high number of errors."

47. Do you agree with the article? If so, do you think that the alleged errors such as those reported in the article occur frequently, and what do you believe could be done to reduce or eliminate this type of error?

Answer: I do not know the details of these counts in the 2000 census. In past censuses, there have been systems in place to reduce the frequency of such errors, including address checks using postal workers, added review of special places like schools and prisons, and postcensal local review. If confirmed, I would see that appropriate attention is given to these techniques to control geocoding error.

48. Are you satisfied with the Census Bureau's ability to identify such errors? Are you aware of, or would you recommend, a "nationwide analysis" by the Bureau of the kind suggested by Mr. Scardamalia?

Answer: I cannot answer the first question now. I should think the first step would be to review carefully the instances identified by Mr. Scardamalia, determine if there have been similar complaints from other parts of the country, and then decide the scale of analysis warranted.

49. What are your thoughts about the adequacy of the appeals process for correcting errors that are brought to the attention of the Census Bureau?

Answer: I am not familiar with the appeals process now used. I understand it was improved in 2000. A fair and effective appeals process is certainly important and can be very useful. The appeals process must also be considered in the context of the statutory time limits for completing Decennial Census work.

In every Census undertaking, there are countless decisions to be made about which statistical processes to use. These include the decisions, for example, to use imputation (the practice of using computers to create data for households that were not enumerated), or to employ certain practices to eliminate duplicate responses for the same address, or to adjust the Census counts to

reduce or eliminate the undercount. Although these decisions require scientific analysis, they have political ramifications.

50. How would you decide which decisions should be made by career employees and which are more appropriately made by the Director, the Secretary, or other political official?

Answer: It is important and reasonable to consider the nature of the decision, the scale of its effect on data, the most important uses made of the data being affected, and the sensitivity of the topic touched. If I were director, I would expect technically qualified career officials to make a decision on how to impute age when it is not reported for a person in a household. In contrast, a decision on whether and how to count Americans resident overseas I would expect to make in consultation with the Secretary, other political officials, and Members of Congress. In general, the more technical the issue, the more appropriate it is to leave in the hands of the career professionals. Nevertheless, some decisions that pose serious technical challenges – counting overseas U.S. citizens, for example – also require policy judgments that are appropriately made by the President's appointees or Congress.

51. To what extent, if at all, are you willing to disagree publicly with decisions taken by the Secretary (as past Directors have, for example, on the issue of adjustment)?

Answer: I do not think it very effective to disagree publicly with the Secretary. I would express my disagreement with the Secretary directly. If he still preferred his own opinion, my reaction would depend on the nature of the decision.

Although you had no formal role in the 2000 Census, you have considerable experience with previous enumerations.

52. From your vantage point as an interested outside observer, what lessons could you draw from the conduct of the 2000 Census?

Answer: I conclude that ample resources provided by the Congress to employ innovative methods of various kinds (paid advertising being one example, more flexible pay rates for different areas being another, and contracting out appropriate tasks being a third) paid off in a better census, more complete coverage and faster results. This challenges the Census Bureau to press forward to test bolder innovations and to do its level best to ensure political officials in the Administration and Members of Congress understand the potential payoff of further changes. The ACS is a major possible innovation for 2010. If confirmed, I would make it a primary personal aim to explain the benefits, risks and costs of the ACS to gain consensus on this change.

53. In general, how would you define a successful Decennial Census?

Answer: A good working definition of a successful Decennial Census is one that narrows differential undercount, reduces overall undercount, produces results fit to purpose and on time, and completed within budget.

IV. AMERICAN COMMUNITY SURVEY

The American Community Survey (ACS) is a rolling survey that is intended to keep the Decennial Census regularly updated and eliminate the need for the Census long form. Its usefulness is in large part predicated on its ability to provide data of a given quality to state and local governments. The Census Bureau estimates the ACS will cost approximately $1.7 billion over the decade, the largest new investment in the federal statistical system.

54. Do you support development of this survey? If so, what is your strategy for making a smooth transition from the long form to the ACS?

Answer: I support the development of this survey wholeheartedly. I do not have now an operational strategy for the transition from the long form to the ACS, but the process for developing this must hinge not only on operational planning but also upon extensive consultation and consensus building with users of the statistics. This includes the Congress, Executive branch agencies, State and local government, business users, and academic users.

The Census Bureau is moving forward with its plans for the American Community Survey.

55. What will you do as Director to ensure that the Census Bureau consults with other agencies to ensure that the ACS meets the needs of the entire federal statistical community?

Answer: Please see the answer to Question 54. I presume there will be again an analogue to the body in the past called the Federal Advisory Council on the Decennial Census, which would ensure thorough consultation on needs and plans in order to optimize the ability of the Census to meet needs of the Federal statistical community. I would pay attention to the need to involve appropriate officials at a policy level as well as at a technical level.

Population data in a variety of forms is used to determine the distribution of certain federal funds. Some of these data come from the Census. Some come from other surveys conducted by the Census Bureau. However, nearly 70 percent of federal funds distributed based on population data use data from the population estimates produced by the Census Bureau between Decennial Censuses. In 2000, these "intercensal" estimates counted 6 million people fewer than the Census counted; according to some, this implies that the intercensal estimates are seriously flawed and thus that funds are not flowing to the right places.

56. Are there problems with the quality of the intercensal population estimates? If so, how can these problems be addressed?

Answer: The 2000 Census appears to have obtained more complete coverage of the population than the 1990 Census. The intercensal population estimates are based in large measure on the preceding census, so they will are likely to be improved over the coming decade. I will seek continuous evaluation and improvement of these estimates, based on the 2000 Census and further research.

There is a strong interest on the part of localities for continuing the Local Update of Census Addresses (LUCA) program, which gives local and tribal governments an opportunity to update addresses before the next Census. In 2000, the Census Bureau was not prepared for the number of local governments interested in participating. It was not prepared to accept information from those governments in the diverse technical formats being used at the local level; conversely, some local governments were unable to participate because they did not have the expertise to conform to the technical requirements for participation required by the Census Bureau.

57. What is your strategy to prepare the Census Bureau for managing an ongoing LUCA process to effectively support the American Community Survey and the 2010 Census?

Answer: In such extensive undertakings involving tens of thousand of general purpose governmental units, the most important single step is to begin early, which permits time for local governments to prepare to respond and the Census Bureau time to ready itself to receive their responses. The cooperation of the State Data Centers and other elements of State government, the National Governors Conference, the National Association of Counties, the National League of Cities, the Conference of Mayors, and others is an important key to success. The support of the Congress is essential. If confirmed, I would do my best to facilitate this broad cooperation.

V. ECONOMIC PROGRAMS

Federal Reserve Chairman Greenspan recently noted that more statistical resources might be needed to understand the impact of new technologies on the nation's economy.

58. What steps would you take to ensure that the Census Bureau's economic statistics programs include measurements that could shed light on the impact of new technologies on the economy?

Answer: I believe Chairman Greenspan is right in this. I believe we have other needs, too, in economic statistics. There are needs in areas such as service industries, international trade in services, prices and international comparison, education and training outcomes, and healthcare outcomes. Education, training, and healthcare are human and social concerns, but they very importantly affect our economic performance, too. My

strong impression from my perspective as Chief Statistician at the OECD from 1992-2000 is that insufficient resources have been devoted to economic statistics generally, and particularly in the Bureau of the Census and the Bureau of Economic Analysis. If confirmed, I would inform myself in greater detail on this matter. Then I would work with the Under Secretary for Economic Affairs, the Director of the Bureau of Economic Analysis, the Chief Statistician of the OMB and the Interagency Council on Statistical Policy, and the user community to agree priorities on needed improvements. These priorities would have to be considered in the context of other compelling national needs in the Administration and by the Congress.

A 1995 National Academy of Sciences (National Resource Council) report on measuring poverty recommended changes to the official U.S. poverty thresholds. As you know, poverty definitions are developed by the Office of Management and Budget with technical support provided by the Census Bureau.

59. What role should the Census Bureau play in determining the definition of poverty and in developing improved statistics on poverty?

Answer: The Census Bureau should provide to the OMB transparent technical support based on its considerable expertise and experience. It should continue to make improvements in poverty statistics, whatever the definition, based on this same expertise and experience. Openness and consultation should be evident characteristics of this work.

60. What role should it play in developing other important statistics, such as the Consumer Price Index?

Answer: Where the Census Bureau has primary responsibility for producing indicators, its role should be in line with that for poverty. The Census Bureau also plays a major role in collecting portions of the data essential to producing many important statistical indicators, including the Consumer Price Index and the Gross Domestic Product. It should continue to do this job with care and efficiency. It should in addition support the responsible policy agency with technical feedback on problems and possible improvements.

The Census Bureau has expanded the coverage of the Economic Census, the survey of businesses that takes place every five years. At the same time, it has reduced the coverage of the annual economic surveys, which some believe are useful in determining fluctuations and structural changes in the economy.

61. Do you support expanded coverage of the Economic Census?

Answer: I am not prepared to answer this question now, as I have no detailed knowledge of the expansions of the past two Economic Censuses. In general, expanding coverage in these Censuses is desirable, but so is considering whether coverage may need to change in

formerly important areas. If confirmed, I am prepared to assess the coverage of the Economic Censuses.

62. Do you view the annual economic survey as a useful tool?

Answer: Yes, but the annual surveys must have a basis in the Economic Censuses, too.

VI. INTERAGENCY ISSUES

In its 1999 performance and accountability series, the General Accounting Office identified federal statistical agencies as a program area subject to mission fragmentation and overlap, with the potential to waste funds, confuse customers, and limit overall program effectiveness.

63. Do you agree with GAO's assessment?

Answer: I agree partly with the statement (I have not read this GAO report). The program area of Federal statistical agencies is subject to mission fragmentation and overlap. IF the mission of the government is statistics this is undesirable. In fact the missions of the government are manifold: Protect our country from foreign and domestic enemies, educate our children, maintain our free enterprise system within a fair and transparent legal framework, maintain vital records, promote public health, and so on. The Federal government carries out statistical work in support of these missions. Whether and how efficiently the Government carries out these missions is more relevant than overlap in Federal statistics. I agree that the structure of Federal statistical programs is probably confusing to customers. A lot of private parties make their living by helping customers through that confusion.

64. If it were within your authority to make changes to the federal statistical system, what would you recommend? What is the proper role of the Census Bureau in the system?

Answer: a) I do not have authority to make changes to the statistical system. I do believe we should again work to develop a framework for sharing of micro data between a defined set of Executive branch agencies, with purely statistical missions, within a framework of strong safeguards to protect personal and business information. Having lived outside the country for a considerable period of time, I'd prefer to reflect with my colleagues, if confirmed, on feasible and desirable possibilities. There have been various options studied in the past, and it may be time to look at them again. My past experience has impressed upon me the limits of the achievable, so I will not list other changes.

Answer: b) The role of the Bureau of the Census in the current Federal statistical system is to carry out the statistical work assigned to it under the law, and for which the Congress provides resources, and perform other appropriate work for Federal statistical agencies who desire to take advantage of the economies of scale and technical resources that exist at the Census Bureau.

65. How do you view the Director's relationship with the Chief Statistician of the United States, who helps set priorities for the system?

Answer: The Director of the Census cooperates with and supports the Chief Statistician of the United States in defining goals, setting priorities, and getting work done in the Federal statistical system, including its contributions to the international statistical community. I have known the current Chief Statistician for more than 25 years. We have collaborated as each of us has worked in several different capacities, and I have great confidence in our ability, indeed tendency, to work together constructively.

The Census Bureau is often called the nation's premier statistical agency. But there are other important government statistical entities, such as the Bureau of Labor Statistics, the Bureau of Economic Analysis, and the Bureau of Transportation Statistics, to mention just a few.

66. How would you support cooperation among these agencies?

Answer: St. Paul writes eloquently of the distinctiveness of the various parts of the body and their interdependence. "As it is, there are many parts, yet one body. The eye cannot say to the hand, 'I have no need of you,' nor again the head to the feet, 'I have no need of you.'" The Federal statistical system is one body with many parts. Each agency needs the others. That should be the spirit of our cooperation.

67. What are your views on increased data sharing among statistical agencies, and how would you address concerns about privacy and confidentiality?

Answer: See answer to Question 64. Privacy and confidentiality, I believe, are essential to public cooperation with statistical agencies. Laws should protect them. The practical conduct of agencies should inspire confidence in the public that they are protected in fact.

The Census Bureau collects and analyzes data for many federal clients.

68. How would you describe the current state of customer relations with other agencies, and how do you plan to maintain or improve these relations?

Answer: I am not aware of the current state of customer relations with other agencies. It would be a high priority of mine to ensure they are good. Any set of agencies or people working together will always have points of stress and even disagreement in their relationship. It is incumbent on the Director to maintain a culture that is sensitive to concerns of customers, responds to customer needs, and explains any limits on the Census Bureau's ability to meet their needs.

The Federal Economic Statistics Advisory Committee is an interagency body that helps coordinate activity on economic statistics – their collection, analysis, and dissemination.

69. What are your views about the value of the Committee and its relationship to the Census Bureau?

Answer: I know nothing for the present of the terms of reference or the work of this committee.

One part of the plan for the 2010 Census calls for large investments in the Census geographic system and digital database known as TIGER (Topologically Integrated Geographic Coding and Referencing) that would, among other uses, identify geographic features, such as roads, railroads, rivers, lakes, political boundaries, and Census statistical boundaries, covering the entire United States. The database contains information about these features such as their location in latitude and longitude, the name, the type of feature, address ranges for most streets, the geographic relationship to other features, and other related information.

70. To what extent would you coordinate this work with other agencies, such as the U.S. Geological Survey, which are developing their own geographic information systems?

Answer: It is important that the Census Bureau coordinate this work with the USGS and other agencies doing similar or related work. We cannot afford to duplicate work or fail to benefit from the innovations of other talented professionals in those agencies.

VII. U.S. CENSUS MONITORING BOARD RECOMMENDATIONS

71. In addition to responding to the above questions, please comment, in detail, on each of the respective recommendations of the Presidential and Congressional Members of the U.S. Census Monitoring Board, attached.

Answer: I have read the recommendations of the Monitoring Board, and on the whole they seem worthy of careful consideration. If confirmed, I will examine them closely and take appropriate action.

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Additional Pre-hearing Questions for the
Nomination of C. Louis Kincannon to be
Director, Bureau of the Census, Department of Commerce
Submitted by Senator Daniel K. Akaka
January 10, 2002

In March 2000, I hosted a forum in Hawaii entitled, "Census 2000: Forum on Native Hawaiian and Other Pacific Island Issues." The panel of speakers consisted of 18 people including members of Congress, officials from the Census Bureau and Office of Management and Budget, state agencies and Pacific Islander organizations. The forum resulted in seven recommendations which I shared with Dr. Prewitt. The recommendations included the following:

1. Implementation of Office of Management and Budget (OMB) Statistical Policy Directive 15 is key to the successful tracking of Pacific Islander data.

2. Better coordination is needed to disseminate Census data to other federal agencies, state agencies and institutions that rely on such data.

3. An Institute for Data Collection for Native Hawaiians and Other Pacific Islanders should be evaluated and implemented.

4. The Census Bureau would benefit greatly by hiring a Native Hawaiian or Pacific Islander at the policy making level to interface with the Pacific Islander communities.

5. Consensus must be reached regarding how the data from the multiracial category in the 2000 census will be reported.

6. Jurisdiction over census activities in Hawaii and the Pacific should be handled by a newly established Hawaii regional office.

7. There should be a congressional oversight hearing on the implementation of OMB Directive 15.

Question: If confirmed, how would you as the Director of the Census Bureau respond to the recommendations from the March 2000 forum?

Answer: If confirmed, I would review the experience of the Census Bureau in Hawaii in the 2000 Census, evaluate these recommendations in the light of that experience, and see how best to apply the recommendations both in the near term and as the Census Bureau plans for 2010.

Census Questions – Page Two
Submitted by Senator Daniel K. Akaka
January 10, 2002

In 1993, I began efforts to disaggregate Native Hawaiians from the Asian Pacific Islander category in OMB Directive 15. My efforts were based on the inaccuracies regarding data collection and statistics for Native Hawaiians in addition to the fact that Native Hawaiians were being classified with populations which had immigrated to the United States, thereby creating the misperception that Native Hawaiians were immigrants rather than the indigenous peoples of Hawaii. In 1997, OMB Directive 15 was revised. Native Hawaiians were diasggregated from the Asian Pacific Islander category and a new category entitled, "Native Hawaiians and Other Pacific Islanders" was created.

Agencies have until January 1, 2003, to make all existing record keeping or reporting requirements consistent with the Directive. However, provisions of the revised directive took effect immediately for all new and revised record keeping or reporting requirements that include racial and/or ethnic information. I have been actively encouraging all federal agencies to begin efforts to implement the Directive.

Question: How do you plan to ensure that the Census Bureau fully complies with the revised standards (OMB Directive 15)? How do you foresee the Census Bureau evaluating and assessing Census 2000 data in light of the revised standards in OMB Directive 15?

Answer: If confirmed, I would review the current plans of the Census Bureau for compliance with OMB Directive 15, as well as how evaluation of Census 2000 data have been affected by the revised standards

President Bush has renewed Executive Order 13125 setting up the White House Commission on Asian Americans and Pacific Islanders which was established in 1999 to improve the quality of life of Asian Americans and Pacific Islanders through increased participation in federal programs where they are underserved. The goals of the Executive Order include developing, monitoring and coordinating federal efforts to improve Asian American and Pacific Islander participating in government programs, and fostering research and data collection for Asian American and Pacific Islander populations and sub-populations. Accurate data collection and statistics will play an essential role in shaping federal policies affecting Pacific Islanders, therefore increasing the reliance and significance of Census 2000 data with respect to Asian American and Pacific Islander populations.

Question: What role do you envision for the Census Bureau in this process?

Answer: The best role for the Census Bureau in this process is two-fold. First, it should make available promptly to the Commission relevant statistical information from the 2000 Census. Second, it should ask the Commission to identify future data needs for this process, help identify which intercensal statistics are available to meet those needs, and whether new statistics should be proposed for collection.

Post Hearing Questions Submitted by Senator Richard Durbin for C. Louis Kincannon to be Director of the Census – 2/28/02

1. It is our understanding that the Congressional Budget Office (CBO) needs Census data that has routinely been given to the Social Security Administration. What legal authority permits Census to do so? What legal prohibition prevents Census from sharing the same data with the CBO?

Answer: In general, Title 13 U. S. C. prevents the Census Bureau from sharing identifiable in formation it has collected under that authority with anyone not in its employ. I recall that there is a provision of that law that permits the Census Bureau to share such information with temporary workers, contractors performing tasks for the Census Bureau, and others cooperating with the Census Bureau in tasks that support the Bureau's mission. I don't know the details of the needs of the CBO. I understand that the Census Bureau already has an agreement with the CBO that permits access to data from the Survey of Income and Program Participation. This agreement was revised in October of last year, I am told. As I stated at the hearing of 28 February, I will, if confirmed by the Senate, be pleased to meet with the Director of the CBO so that I can understand the nature of that agency's remaining needs, if any, and see whether we can meet them consistent with the Bureau's own obligations under law.

2. Please provide a complete definition of the term "Census purpose" as you currently interpret it.

Answer: My recollection from years ago is that a "Census purpose" is mission activity carried out by the Census Bureau as required by and consistent with the law and supported by funds appropriated to the Census Bureau or paid by another agency or instrumentality to the Census Bureau.

3. Does the operation of CBO's long-term models meet a Census purpose? If not, what specifically needs to be changed in the statutes to allow CBO to obtain the same data that is currently given to the Social Security Administration?

Answer: I cannot answer this question without knowing more about the CBO model-building activity and how it could benefit the income statistics program or other programs of the Census Bureau.

1. Is it true that the Social Security Administration (SSA) has on-going access to the same data sought by CBO, and that SSA's use of the data is deemed by the Census Bureau to meet a "Census purpose?" How do you explain this difference in treatment?

Answer: My understanding is that the CBO has access to the same Survey of Income and Program Participation data as the Social Security Administration.

2. Under the law currently governing the Census Bureau, can you approve continuing use of the Census Bureau survey data by CBO for the purpose of developing, maintaining and operating its long-term model? If not, what provision of the law needs to be changed in order for CBO to be assured of continuing access to the survey data?

Answer: In general, Title 13 U. S. C. prevents the Census Bureau from sharing identifiable information it has collected under that authority with anyone not in its employ. I recall that there is a provision of that law that permits the Census Bureau to share such information with temporary workers, contractors performing tasks for the Census Bureau, and others cooperating with the Census Bureau in tasks that support its mission. I don't know the details of the needs of the CBO, but I understand that the Census Bureau already has an agreement with the CBO that permits access to data from the Survey of Income and Program Participation. I am told this agreement was revised in October of last year. If my understanding is correct, I would continue to fulfill this agreement. As I stated at the hearing of 28 February, I will, if confirmed by the Senate, be pleased to meet with the Director of the CBO so that I can understand the nature of that agency's remaining needs, if any, and see whether we can meet them consistent with the Bureau's own obligations under law.

3. How is CBO's use of survey data for statistical purposes, without disclosing or even having the identities of survey respondents, inconsistent with representations given to the survey respondents?

Answer: I have not seen the Privacy Act Notice for the Survey of Income and Program Participation for 15 years or more. I believe it is likely to assure respondents unconditionally that their answers will not be seen under any circumstances by other than Census agents sworn under criminal penalty of law not to disclose them further.

4. Will you report to the Committee if at any time you conclude that a statutory change is necessary for CBO to have access to survey data CBO has requested?

Answer: Please see my answer to question 2. I shall report to the Committee on the outcome of my consultation with the CBO.

Post Hearing Questions Submitted by Senator Jim Bunning for C. Louis Kincannon to be Director of the Census – 2/28/02

1. Will the Census Bureau provide access to the survey data collected by the Census Bureau that CBO needs for its long-term Social Security and Medicare model at CBO's facility? If not, why not?

Answer: In general, Title 13 U. S. C. prevents the Census Bureau from sharing identifiable information it has collected under that authority, with anyone not in its employ. There is a provision of that law that permits the Census Bureau to share such information with temporary workers, contractors performing tasks for the Census Bureau, and others cooperating with the Census Bureau in tasks that support the Census Bureau's mission.

I understand that the Census Bureau already has an agreement with the CBO that permits access to data from the Survey of Income and Program Participation. This agreement was revised in October of last year, I am told. If confirmed by the Senate, I will be pleased to meet with the Director of the CBO so that I can understand the nature of that agency's remaining needs, if any, and see whether we can meet them, consistent with the Bureau's own obligations under law.

2. Are additional security processes or practices necessary for CBO to have access to census survey data at its facilities? If so, what are they?

Answer: I do not have sufficient information to answer this question.

3. Why isn't use of the Census survey data sought by the CBO to build long-term Social Security and Medicare models the same use for which the data was collected by the Census Bureau in the first place? Do you believe CBO's use meets a statutory "Census purpose?"

Answer: Please see the answer to Question 1.

4. Will you approve continuing use of census survey data by CBO for the purposes of developing, maintaining, and operating its long-term model? If not, why not?

Answer: Please see the answer to Question 1.

5. If the Census Bureau has been unable to provide the requested Census survey data to CBO for its long-term model for over 2 years, is additional legislation necessary? What sort of legislation would you recommend?

Answer: As explained in my response to Question 1, I understand that the Census Bureau already has an agreement with the CBO that permits access to data from the Survey of Income and Program Participation. I am told this agreement was revised in October of last year. Until I meet with the CBO and understand its needs and how their work with Census Bureau data relate to the Census Bureau's mission, I cannot say whether additional legislation may be needed.

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