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2010 CENSUS: IMPROVING LOCAL GOVERNMENT PARTICIPATION IN LUCA

HEARING

BEFORE THE

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

OF THE

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED TENTH CONGRESS

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2010 CENSUS: IMPROVING LOCAL GOVERNMENT PARTICIPATION IN LUCA

TUESDAY, JUNE 26, 2007

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

The subcommittee met, pursuant to notice, at 2 p.m. in room 2154, Rayburn House Office Building, Hon. Wm. Lacy Clay (chairman of the subcommittee) presiding.

Present: Representatives Clay and Tierney.

Staff present: Tony Haywood, staff director/counsel; Alissa Bonner, professional staff member; Jean Gosa, clerk; Nidia Salazar, staff assistant; Nick Ballen, intern; Jay O'Callaghan, minority professional staff member; John Cuaderes, minority senior investigator and policy advisor; and Benjamin Chance, minority clerk.

Mr. CLAY. The Subcommittee on Information Policy, Census, and National Archives of the Committee on Oversight and Government Reform will come to order.

Today's hearing will examine issues relating to the implementation of the Local Update of Census Addresses [LUCA], the program for the 2010 census.

Without objection, the Chair and ranking minority member will have 5 minutes to make opening statements, followed by opening statements by any other Member who seeks recognition.

Without objection, Members and witnesses may have 5 legislative days to submit a written statement or extraneous materials for the record.

I will begin by welcoming everyone to the committee and to today's hearing on improving local government participation in the Local Update of Census Addresses [LUCA] program.

This is the second in a series of oversight hearings examining the Census Bureau's preparations for the 2010 census. It is critical that the Bureau has the information it needs to locate and count all individuals in the United States on census day, April 1, 2010.

The decennial census is the single most important survey conducted by our Government, and the only one expressly required by the Constitution. It determines how congressional seats are apportioned, and it directly impacts how over $200 billion in Federal funding is distributed to State, local, and tribal governments each year.

The census counts people where they reside on census day. Each individual's location is determined not by name, telephone number,

or other personally identifiable information, but by their address; therefore, an accurate enumeration of the population requires the Bureau to have current and complete address lists and maps. This is the sole purpose of the LUCA program, which involves address information sharing among local and tribal governments, the U.S. Postal Service, and the Census Bureau.

Authorized by the Census Address List Improvement Act of 1994, LUCA was first implemented for the last decennial census for the 2000 census. For the 2000 census, 53 percent of the 39,051 local entities that were eligible to participate chose not to do so. Meanwhile, 25 percent submitted at least one address correction or challenged at least one block. As a result, millions of homes were not included on the census address list, were improperly deleted, or were incorrectly located on census maps. This contributed to what is commonly known as the under-count, which historically has had a disproportionate impact on racial or ethnic minority communities.

Since 2000, the Bureau has made adjustments aimed at increasing participation and decreasing the under-count. Today we will hear about those changes, as well as GAO's recent evaluation of LUCA implementation efforts for the 2010 census.

Another important issue is to examine why the Bureau determined not to employ so-called update enumeration in the 2008 dress rehearsal.

In our previous hearing, Dr. Joe Salvo, director of the Population Division in New York City endorsed using this methodology to ensure an accurate count of individuals who reside in non-standard, multi-family dwellings where apartment numbers are either confusing or absent. Testing it prior to conducting the 2010 census could improve its effectiveness and save costs in the long run, but budget limitations appear to have hindered its use during the dress rehearsal.

I look forward to the testimony of our witnesses, who will tell us how LUCA and other tools can help us meet the challenge of enumerating the population accurately by census day in 2010.

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

Opening Statement of Rep. Wm. Lacy Clay (D-MO), Chairman

Hearing on "2010 Census: Improving Local Government Participation in LUCA"

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

June 26, 2007

Good afternoon and welcome to today's hearing on improving local government participation in the Local Update of Census Addresses, or "LUCA", program. This is the second in a series of oversight hearings looking at Census Bureau's preparations for the 2010 Census. Today's hearing will focus on the implementation of tools to ensure that the Bureau has the information it needs to locate and count all individuals in the United States on Census Day, April 1, 2010.

The Decennial Census is the single most important survey conducted by our government and the only one expressly required by the Constitution. It determines how congressional seats are apportioned and directly affects the way government resources are allocated.

The Census counts people where they reside on Census Day. Each individual's location is determined not by name, telephone number, or other personally identifiable information, but by address. Therefore, an accurate enumeration of the population requires the Bureau to have current and complete address lists and maps. This is the sole purpose of the LUCA program, which involves address information sharing among the Census Bureau, the U.S. Postal Service, and local governments.

Authorized by the Census Address List Improvement Act of 1994, LUCA was first implemented for the last decennial Census. For the 2000 Census, 53 percent of the 39,051 local entities that were eligible to participate chose not to do so. Meanwhile, 25 percent submitted at least one address correction or challenged at least one block. As a result, millions of homes were not included on the Census address list, were improperly deleted, or were incorrectly located on Census maps. This contributed to what is commonly known as "the undercount," which historically has had a disproportionate impact on racial or ethnic minority communities.

Since 2000, the Bureau has made adjustments aimed at increasing local government participation and decreasing the undercount. Today we will hear about those changes, as well as GAO's recent evaluation of LUCA implementation efforts for the 2010 Census.

Another important question to examine is why the Bureau determined not to employ so-called Update/Enumerate in the 2008 Dress Rehearsal. At the Subcommittee's previous 2010 Census hearing, held on April 24th, Dr. Joe Salvo, Director of the Population Division in New York City's Department of City Planning, and a prominent LUCA expert, endorsed using this methodology to ensure the counting of individuals who reside in non-standard, multi-family dwellings where apartment numbers are either confusing or absent. Testing it prior to conducting the 2010 Census could improve its effectiveness and save costs in the long run, but budget limitations appear to have informed the decision not to employ it during the Dress Rehearsal.

Two other factors that will be vital to obtaining an accurate count in 2010 are public outreach and cultivation of trust. The present time is characterized by allegations of government violations of civil rights and liberties, rising anti-immigrant sentiment, well-publicized government data breaches, and identity theft as a common crime. All of this feeds public mistrust of government, which makes the job of increasing Census response rates more difficult. Therefore, the Census Bureau must use every legal and viable means, including public/private partnerships, to instill public confidence in its ability to conduct a thorough Census without putting anyone's privacy at risk.

I look forward to the testimony of our witnesses, who will tell us how LUCA and other tools can help us meet the challenge of enumerating the population accurately on Census Day 2010.

##

Mr. CLAY. On our first panel we will hear from the Honorable Charles Louis Kincannon, Director of the U.S. Census Bureau.

Welcome again to the committee.

We will also hear from Mr. Mathew J. Scirê, Director of Strategic Issues at GAO.

Thank you for being here before this subcommittee.

It is the policy of the Committee on Oversight and Government Reform to swear in all witnesses before they testify.

[Witnesses sworn.]

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

Dr. Kincannon, before you begin, let me note that this is your first appearance before the subcommittee since the President nominated Dr. Steven Murdock to succeed you. When you announced your retirement last year, you stated that you would stay on until your replacement was confirmed. That was an honorable and selfless act, and it was characteristic of the leadership you have demonstrated. I believe this will not be your last appearance before the subcommittee, but I want to take this opportunity to thank you for your distinguished service to our Nation, and also say that I sincerely hope your successor will be as committed as you have been to the Bureau and its very important mission.

That said, you will have 5 minutes to make an opening statement. Your complete written testimony will be included in the hearing record. The yellow light will indicate you have 1 minute remaining and the red light will indicate your time has expired.

Mr. Kincannon, you may proceed.

STATEMENTS OF CHARLES LOUIS KINCANNON, DIRECTOR, U.S. CENSUS BUREAU; AND MATHEW J. SCIRÊ, DIRECTOR, STRATEGIC ISSUES, U.S. GOVERNMENT ACCOUNTABILITY OFFICE

STATEMENT OF CHARLES LOUIS KINCANNON

Mr. KINCANNON. Thank you, Mr. Chairman. I appreciate the opportunity to discuss the LUCA program before the committee today.

LUCA plays a critical role in our efforts to ensure the accuracy and success of the 2010 census. I am proud to report that this important and earliest of 2010 census activities is officially underway and proceeding according to plans and schedule.

The LUCA law, which some of the members of this subcommittee sponsored, authorizes the Census Bureau to provide designated officials of tribal, State, and local governments with access to confidential census address and mapping information.

The first LUCA review program was conducted for the 2000 census, and we learned valuable lessons that are the foundation for our plans for the 2010 census. For 2010 we are better organized, by far. By conducting advanced and earlier outreach, as well as creating more opportunities for local governments to participate, we hope to achieve our goal: that is, to ensure the LUCA program is more inclusive for 2010, meaning that more governments can effectively participate.

Other plan enhancements also reflect this goal. One of the notable changes from census 2000 is that we are inviting States to participate directly. We also intend to provide a longer review cycle. For the 2010 census, governments will have 120 days to review the materials, rather than 90 days in 2000. This should allow them to plan and review their address lists thoroughly and effectively.

We are also conducting the address canvassing operation after LUCA. During this operation, census listers will verify or update the addresses they see against the address information on the Census Bureau's address list and maps. This will include all of the address additions given to us by local governments. Address canvassing is especially important in rapidly changing areas and underscores the importance of LUCA and local address sources for updating in places such as the Gulf Coast areas that were damaged by Hurricanes Katrina and Rita.

We hope our earlier and ongoing outreach efforts increase participation. We have already sent advance notification letters earlier this year to every tribal, State, and local government. We have also conducted nearly 1,000 pre-invitation promotional workshops covering approximately 10,000 governmental units. In August we will begin sending the actual invitation letters, providing registration materials and other information materials to help governments in deciding how to participate.

Unlike the 2000 census, we are offering three options to participate, including a non-confidential review of the summary census block counts and local address list submission. Under option one, government participants will be asked to incorporate changes for the city style addresses. Participants who select this option, as well as option two, are required to sign the confidentiality agreement and must have the means to secure the materials that are protected by Title 13.

In option two, participating governments will be able to review our address list materials and submit their city style address lists for the Census Bureau to use, without making changes to our materials. This was developed for those government participants who may not have the time or resources to update the 2010 census LUCA address list.

Option three is a non-confidential opportunity for governments to review only the 2010 census LUCA address count list, and they can submit their own local address list to the Census Bureau for use. This option is intended for those governments who do not have the time or resources to conduct the address list review process or who cannot meet the Title 13 security requirements.

We are asking every tribal, State, and local government to respond as quickly as possible to the invitations. We can accept registrations through the end of December this year. We must begin processing the submissions and preparing for address canvassing, the first major field operation for the decennial census, which begins early in 2009. We intend to provide LUCA feedback to each participating government on a flow basis, beginning in August through October 2009, following the address canvassing operation.

Our primary goal for LUCA is to ensure that every tribal, State, and local government is given an opportunity to participate according to their needs and resources. We are working with our partners

to promote the LUCA program. We also request your support and leadership in promoting the LUCA participation. LUCA plays a critical role in ensuring the accuracy and completeness of the 2010 census. Local government participation can make the census more successful.

Mr. Chairman, I thank you for this opportunity, and would be pleased to answer any questions.

I am beyond my 5 minutes, but I do want to say I did appreciate and enjoy every courtesy extended to me by you, by Chairman Turner, by Chairman Putnam before him, in making our preparations better understood and reinforced for the census.

Thank you.

[The prepared statement of Mr. Kincannon follows:]

PREPARED STATEMENT OF
CHARLES LOUIS KINCANNON, DIRECTOR
US CENSUS BUREAU

LUCA: A Critical Role to Play in the Accuracy of the 2010 Census

Before the Subcommittee on Information Policy, Census, and National Archives
U.S. House of Representatives

26 June 2007

Mr. Chairman, on behalf of the U.S. Census Bureau, I would like to thank you for the opportunity to discuss the Local Update of Census Addresses (or LUCA) program. LUCA plays a critical role in our efforts to ensure the accuracy and the success of the 2010 Census. By working with tribal, state, and local governments, we incorporate updates and new information based on their more timely and intimate knowledge to our Master Address File (MAF) and to our digital mapping system, the Topologically Integrated Geographic Encoding and Reference System—better known as TIGER.

I am proud to report this important and earliest of Census 2010 decennial activities is officially underway and proceeding according to plans. We mailed the notification letters earlier this year and will send the invitations later this summer. LUCA is important to an accurate census of every person living in America. To ensure the accuracy of the census, we must also ensure each address is in the right place —American Indian reservations, states, counties, cities, towns, census tracts, and census blocks. The need for blocklevel accuracy underscores the unique nature of the American census per our constitutional obligations under Article 1 Section 2.

LUCA, which was part of the Census Address Improvement Act of 1994 (P.L. 103-430), helps ensure the accuracy of the census, by allowing us to work with knowledgeable partners to review and update the MAF and TIGER. This law, which some of you sponsored, authorizes the Census Bureau to provide designated officials of tribal, state, and local governments access the confidential census address and mapping information. After partners agree to the confidentiality pledges in accordance with Title 13 of the U.S. Code, we provide copies of the census address list and the maps for their jurisdictions. (In addition to LUCA, this law also authorizes the Census Bureau and the U.S. Postal Service to work together—another element in ensuring the timeliness and accuracy of the census address list.) Prior to the passage of this law, the Census Bureau was only able to provide the governments with their summary totals for census blocks prior to the census—which limited the value of the local reviews.

The first LUCA review program was conducted in 2000 and we learned valuable lessons that are the foundation for our plans for the 2010 Census. For instance, in 2000 we offered only a 90-day review period for local governments and did not allow the states to participate on behalf of their local communities. In addition, we also asked some governments to review addresses separately based on whether their jurisdictions included city-style (e.g., 101 Main Street) and non-city style addresses (e.g., Rural Route 202, Box 34 or a locational reference, such as "white house with green shutters, end of the road"). As a result, many governments reported LUCA was both confusing and burdensome. For 2010, we are better organized. By conducting advanced and earlier outreach, as well as creating more opportunities to participate, we hope to achieve our goal—that is to ensure the LUCA program is more inclusive for 2010, meaning more governments can effectively participate.

Planned enhancements for the 2010 Census LUCA program reflect this goal, beginning with more thorough planning and better organization. One of the notable changes from Census 2000 is that we are inviting states to participate directly and review the census address list for the entire state and substate areas, excepting any tribal lands, as well as selected address types. This improvement is intended to capitalize on expertise at the state level and to compensate when smaller governments are unable to participate because of resource constraints.

We also intend to provide a longer and unified review cycle. As mentioned earlier, in Census 2000, we only allowed governments to review the address list for 90 days. For the 2010 Census, we are allowing governments to review their materials for 120 days. This should allow governments to plan and review their address list more thoroughly and effectively, depending on their existing staff and resources. They can choose to focus on areas where addresses are more likely to be missed or incorrect, such as areas of new construction; areas that have changed from single-family to multi-family homes or vice versa; warehouses or other commercial areas converted to residential housing; areas with new mobile home sites; areas with housing units that have irregular or missing numbers; or addresses within recently added territory. We are also integrating city-style and non-city style addresses in a single list so the governments can conduct a unified review of their addresses, including group quarters. In Census 2000, we asked the tribal and local governments to review city-style, non-city style, and group quarters addresses separately. This led to confusion and often duplicative efforts on the part of the tribal and local governments. In addition, the Census Bureau is offering a free MAF/TIGER Partnership Software to participants to use if they wish. This desktop-PC software automates address list, road, and boundary updates and allows participants to load their address and map data for convenient visual comparisons.

Finally, we are conducting the address canvassing operation after LUCA in the spring of 2009. During this operation census listers will canvass census blocks and conduct brief interviews to verify or update address information against the address information on the Census Bureau's address lists and maps, including the information provided by tribal, state, and local governments as part of LUCA. The listers are also instructed to add addresses not listed on the lists. In Census 2000, we conducted similar operations before and during the local review process complicating our operations. Address canvassing is especially important in rapidly changing areas and underscores the importance of LUCA and local address sources for updating in places such as the Gulf Coast areas that were damaged by Hurricanes Katrina and Rita. In these areas, we are conducting increased outreach among local governments to encourage participation and address their concerns. We may need to develop special approaches to further mitigate the continuing impact of these hurricanes on the address list. The Census Bureau intends to include any and all potential housing units in the Master Address File. This is important because many residents are still considering whether to return or are trying to make plans to return. Their decisions will result in continuing changes among those local communities as homes are reconstructed and new homes are built.

These efforts, along with our ongoing outreach efforts among governments throughout the country, are intended to increase participation. One of the criticisms following Census 2000 was that we had not effectively communicated the expectations of the LUCA program with local governments. Taking this to heart, we began working with stakeholders earlier in this decade. We are communicating local governments much sooner than we did prior to Census 2000. We sent advance notification letters to approximately 39,000 governments in January in anticipation of sending the invitation letters later this summer. The advance notification letters described the LUCA program, as well as the options for participation.

The purpose of the expanded outreach is to encourage participation for tribal, state, and local governments. Starting in March, we began conducting pre-invitation promotional workshops. To date, we have conducted nearly 1,000 workshops covering approximately 10,000 governments. We will continue to conduct these workshops through June. After invitation letters are sent, we will conduct technical training workshops. In addition, we are working with our State Data Center network. They have offered to assist in conducting local government training, thus expanding our training resources and outreach to local communities. In addition, we are offering computer-based training so participants have more options to become knowledgeable and accustomed to the LUCA program and the MAF/TIGER Partnership Software.

All of this is in expectation of the invitations letters we are mailing late this summer to every government throughout the United States. These letters are sent to the "highest elected official," and we are also sending informational copies to other relevant government offices. The letters indicate the purpose of the LUCA program, as well as its objectives: to assist in the update the Census Bureau's address list and to review and update the legal boundaries and features of the Census Bureau map. The invitation letters describe the program, and we are also providing registration materials and other informational materials to help governments in deciding how to participate. Unlike Census 2000, we are offering three options to participate, including a non-Title 13 confidential review of the summary census block counts and local address list submission. The options, should a government choose to participate, are *Option 1) Title 13 Full Address List Review; Option 2) Title 13 Local Address List Submission; and Option 3) Non-Title 13 Local Address List Submission.* With every option participating tribal, state, and local governments may make updates, as well as corrections, to the features and boundaries of the Census Bureau maps. However, state government participants may only make boundary changes if they are the designated reviewer for a local government such as a county, city, township, or town. The Census Bureau maps are provided in either paper format or as shapefiles for use in GIS applications.

Under *Option 1: Title 13 Full Address List Review*, government participants will receive the complete 2010 Census LUCA Address List (containing both city-style and non-city style addresses), the Address Count List (a count of addresses within each census block), and maps or digital shapefiles for their jurisdictions. We can provide the address list materials in paper or computer-readable formats. Participating governments will be asked to incorporate changes, both updates and new addresses, for the city-style addresses, and, if their jurisdictions include non-city style addresses, they can challenge the census block counts. For governments under 6,000 or less, they can choose to update paper address lists if this is more convenient. However, larger governments must use the MAF/TIGER Partnership Software application or use other computer-readable formats for their address lists. Participants who select this option are required to sign the Confidentiality Agreement in accordance with the census law and must have the means to secure the confidential address list materials and the map or shapefiles.

With *Option 2: Title 13 Local Address List Submission* participating governments will receive the 2010 Census LUCA Address List (containing both city-style and non-city style addresses) for their references and the Address Count list in only the computer-readable formats. Just as with *Option 1*, these materials are protected by the confidentiality provisions of Title 13. Option 2 allows them to review our materials and submit their city-style address lists for the Census Bureau to use. It was developed for those government participants who may not have the time or resources to update the 2010 Census LUCA Address List.

Option 3: Non-Title 13 Local Address List Submission is a non-confidential opportunity for governments to review only the 2010 Census LUCA Address Count List. This option is intended for those governments who do not have the time or resources to conduct the address list review process or cannot meet the Title 13 security requirements. We learned in Census 2000 that some governments did not participate because they were concerned about their ability to meet the confidentiality requirements of Title 13. They can submit their own local address lists for the Census Bureau to use.

We are asking every tribal, state, or local government to respond as quickly as possible to the invitations. We can accept registrations through December 31st of this year. However, it is important for every government to note, we can only guarantee a full 120-day review if they register before November 19th. We must begin processing the submissions and preparing MAF/TIGER for address canvassing, the first major field operation of the decennial census which begins in early 2009. We intend to provide LUCA feedback to each participating government on a flow basis beginning in August through October 2009, following the address canvassing operation.

Based on the option choice made by the participating government, we will provide appropriate feedback in the media or format the government originally requested. For instance, those governments choosing *Option 1* will receive a feedback report covering the specific address updates submitted and the actions taken by the Census Bureau. They will receive an updated 2010 Census LUCA Address List containing all the addresses verified through the address canvassing operation and an updated, complete address count list, as well as an updated address count list displaying only those blocks challenged by the participating government. Every participating government will receive a set of updated Census Bureau maps or shape files covering their jurisdiction. While the details are still forthcoming, the Office and Management and Budget will establish an appeals process to resolve outstanding discrepancies and issues. Governments participating via Option 1 or Option 2 are eligible to appeal our outcomes. Option 3 participants are not eligible to appeal since they are non-Title 13 participants, and cannot review the address lists. The overall objective with every option, as well as the appeals process, is to ensure a complete and accurate address list for every local community throughout the United States.

We believe all of these activities—ranging from the stakeholder partnerships to the well-developed plans and options for participation—will help us in fulfilling our primary goal for the LUCA program. Our primary goal is to ensure that every tribal, state, and local government is given an opportunity to participate according to their needs and resources. We are working with our partners both in the tribal governments and in each state to promote the LUCA program, as well as the individual local governments.

We would also like to request your support and leadership in promoting LUCA participation with your tribal, state, and local governments. LUCA plays a critical role in ensuring the accuracy and completeness of the Census Bureau's Master Address File and the TIGER mapping system. Their participation can help make the 2010 Census a success and fulfill the promise of an accurate and complete census.

Mr. Chairman, I would like to thank you again for this opportunity to discuss the LUCA program and would be pleased to answer any questions.

Mr. CLAY. Thank you so much for that and for your testimony.

Before we go to Mr. Scirê, I wanted to submit for the record the opening statement of our ranking member, Michael Turner of Ohio. It will be part of the subcommittee record.

[The prepared statement of Hon. Michael R. Turner follows:]

Opening Statement of Ranking Member Michael R. Turner
"2010 Census: Improving Local Government Participation in LUCA"
2:00 PM, June 26, 2007, Room 2154 Rayburn

Mr. Chairman, thank you for holding this hearing on the Census Bureau's Local Update of Census Addresses or as it is better known, the LUCA program.

Today, we will examine the issues surrounding the Census Bureau's LUCA program. LUCA is lesser known but vital program that, if implemented properly, will help ensure a fair and more accurate 2010 Decennial Census. In fact, a properly run LUCA program will potentially save taxpayers millions of dollars by making sure the Census targets correct addresses the first time and hopefully the only time.

I am hopeful that the Bureau will continue to work with this Subcommittee and local governments to improve the LUCA program. I am pleased that the Bureau leadership has already made significant adjustments to the LUCA program vis-à-vis the 2000 decennial census, including making available to localities key address documents in electronic form and for a longer period of time. However, I am still concerned that for one reason or

another, many localities, primarily in rural areas, will be left out of LUCA or will not have the capacity to take advantage of the program. I also have concerns that LUCA will not be properly tested as part of the 2008 dress rehearsal.

Mr. Chairman, there are a lot of stakeholders that are interested in our hearing today, after all, the results of the decennial census will affect localities in areas such as federal funding allocations and how areas are designated, so it is important that we look at programs such as LUCA and work with stakeholders and the Bureau to solve problems and work through issues.

I am eager to hear from our witnesses today, and look forward to their testimony. Mr. Chairman, before I yield back, I want to recognize Director Kincannon for his hard work. Late last year, Director Kincannon announced his desire to step down and last week the President sent to the Senate a nominee to replace him. Louis Kincannon has dedicated 30 years of his life working for the federal government in several capacities and he will certainly be remembered fondly. I am thankful for Mr. Kincannon's leadership and am sure he is rooting for a quick

confirmation of the President's nominee so that he can enjoy a well earned break from having to testify before us!

With that, Mr. Chairman, I yield back my time.

Mr. CLAY. Mr. Scirê, you may proceed.

STATEMENT OF MATHEW J. SCIRÊ

Mr. SCIRÊ. Mr. Chairman, thank you for the opportunity to be here today to discuss the Census Bureau's LUCA program.

My remarks are based on a study we concluded this month in which we assessed the Bureau's dress rehearsal for LUCA. In that report we made a number of recommendations to improve the program, and the Bureau has agreed with those recommendations.

A complete and accurate address list is the cornerstone of a successful census. The Bureau takes a number of steps to ensure an accurate address list. One of those is enlisting the help of State and local governments in verifying address and map information for housing units located in their communities.

Almost 8 years ago we testified that the LUCA program had mixed results. We noted the burden that the program placed upon participating governments. For example, over two-thirds of participants we surveyed at the time told us that the LUCA workload was much or somewhat more than they had expected. Also, many local governments participating in LUCA in 1998 expressed concern with having sufficient resources to review the material.

Today I can report that the Bureau has taken several steps to address prior concerns about burden. Nonetheless, there is more the Bureau can do to help communities successfully participate in the program.

Let me start by recognizing some of the improvements to the LUCA program. First, to reduce burden the Bureau combined previously separate LUCA efforts that involved city style and non-city style addresses into a single operation. Also, the Bureau increased the time that localities have to provide information, now 120 days rather than 90. The Bureau also provided advanced notice to eligible communities, sending letters earlier this year to advise them about the upcoming program.

The Bureau also has had a few mis-steps. It developed software that it hopes will facilitate participants' reviews, but the software, called the MAF/TIGER Partnership Software, has had only limited testing with potential users. We believe that there is more the Bureau can do to understand the usability of the software, including testing with additional potential users.

Similarly, the Bureau developed computer-based training to teach participants how to complete LUCA material; however, the Bureau has not tested this training tool with potential LUCA participants at the time of our review. We recommended that the Bureau do additional testing of the software, and it is attempting to do so.

Finally, we found in our survey participants in a dress rehearsal that over one-third had difficulty converting Bureau-provided files into formats that they use. We recommend that the Bureau do more to provide instruction for participants on how to make this file conversion. The Bureau has agreed to do so.

To better understand the results of the LUCA program, the National Research Council and others recommend that the Bureau do more to assess the impact of the program; for example, recommending the Bureau assess the contribution of the program to housing

unit and population counts and assess the program's cost and benefits.

We believe there is more the Bureau can do to understand the impact the LUCA program has on correctly identifying housing units, as well as its contribution toward population counts. Such analysis would help the Bureau judge the success of the program and to improve future operations.

To fully assess the contributions of the LUCA program, we recommended that the Bureau collect additional data that would permit it to identify eligible localities that agreed to participate in the program but did not submit updated material. Without this information, the Bureau cannot determine whether these communities had found that they had no changes to submit or that they simply chose not to reply.

In summary, Mr. Chairman, we believe the Bureau could do more to optimize the contributions made by LUCA participants by providing them the best available tools for doing the job. Likewise, there is more that the Bureau could do to assess the outcome of the LUCA program. We made specific recommendations in these areas, and the Bureau has promised to take action.

This concludes my opening remarks. Thank you again for the opportunity to speak today. I would be glad to take any questions that you may have.

[The prepared statement of Mr. Scirê follows:]

United States Government Accountability Office

GAO

Testimony

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

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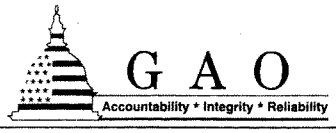
2010 CENSUS

Census Bureau Is Making Progress on the Local Update of Census Addresses Program, but Improvements Are Needed

Statement of Mathew J. Scirè
Director, Strategic Issues



GAO-07-1063T

June 26, 2007

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Highlights

Highlights of GAO-07-1063T, a testimony before the Subcommittee on Information Policy, Census, and National Archives, Committee on Oversight and Government Reform, House of Representatives

2010 CENSUS

Census Bureau Is Making Progress on the Local Update of Census Addresses Program, but Improvements Are Needed

Why GAO Did This Study

The Department of Commerce's U.S. Census Bureau (Bureau) seeks updated information on the addresses and maps of housing units from state, local, and tribal governments through the Local Update of Census Addresses (LUCA) program. This testimony discusses (1) the status of the LUCA program, and (2) the Bureau's response to prior issues raised by GAO as well as new challenges related to the program.

The testimony is based on a GAO report issued on June 14, 2007. GAO reviewed LUCA program documents, met with and surveyed participants in the LUCA Dress Rehearsal, and interviewed Bureau officials and local officials.

What GAO Recommends

At this time, GAO is not making any new recommendations, but GAO's June 2007 report recommended that the Secretary of Commerce direct the Bureau to take several actions to improve the LUCA program, including further assessing usability issues of the MAF/TIGER Partnership Software (MTPS) and the computer-based training (CBT) software, as well as providing further instructions on converting files. GAO also recommended that the Bureau collect additional data on localities that agree to participate but provide no response.

www.gao.gov/cgi-bin/getrpt?GAO-07-1063T.

To view the full product, including the scope and methodology, click on the link above. For more information, contact Mathew J. Scirè at (202) 512-6806 or sciremj@gao.gov.

What GAO Found

The Bureau has conducted its planned LUCA operations in accordance with its published timeline. The Bureau has also taken steps to reduce burden and improve training for localities that participate in LUCA—all areas GAO and others had identified as needing improvement. For instance, to reduce participant burden, the Bureau provided a longer period for reviewing and updating LUCA materials; provided options for submitting materials for the LUCA program; combined the collection of LUCA addresses from two separate operations into one integrated program; and created MAF/TIGER Partnership Software (MTPS), which is designed to assist LUCA program participants in reviewing and updating address and map data. Also, the Bureau has planned improvements to the 2010 LUCA program training and plans to supplement the workshops with computer-based training (CBT).

2008 LUCA Dress Rehearsal Program Schedule

Time frame	Activity	Status
February 2006	LUCA advance notification letters and informational materials mailed to highest elected officials.	*Completed*
March to May 2006	Census Bureau invited local governments to participate in the LUCA Program.	*Completed*
May 2006	Census Bureau conducted training workshops for participants.	*Completed*
June 2006	Census Bureau shipped the LUCA review materials to each participating government.	*Completed*
June to October 2006	LUCA participants reviewed and updated the address list and returned their comments to the Census Bureau's regional office.	*Completed*
November to December 2006	Census Bureau reviewed the participants' LUCA submission and updated the MAF/TIGER geographic database.	*Completed*
April to June 2007	Census Bureau conducts address canvassing (field check) operation.	*Under way*
December 2007 to January 2008	Participants review feedback materials.	*To be completed*

Sources: U.S. Census Bureau and GAO analysis.

LUCA participants that GAO surveyed report that they had adequate time to complete the LUCA review, and a majority of the participants were satisfied with the options for submitting materials. However, the Bureau faces new challenges. For instance, the Bureau tested MTPS with only one local government and did not test its CBT software in the LUCA Dress Rehearsal. Also, many participants had difficulty converting Bureau-provided files to their own software formats. Finally, the Bureau does not collect certain data on localities that agree to participate in LUCA but provide no response. This information is needed to fully assess the effect of the LUCA program on address lists and population counts.

Mr. Chairman, Mr. Turner, and Members of the Subcommittee:

I am pleased to be here today to discuss the Census Bureau's (Bureau) progress in testing and implementing its Local Update of Census Addresses (LUCA) program. In 1994 Congress required the Bureau to develop a local address review program in order to give local and tribal governments greater input into the Bureau's address list development process.[1] This program, LUCA, gives these governments the opportunity to review the accuracy and completeness of the Bureau's address information for their respective jurisdictions, and suggest corrections where warranted. In Census 2000, LUCA participants expressed frustrations about the program, including the burden the program placed on the resources of local governments. As a result, the Bureau undertook efforts in preparation for the 2010 LUCA to reduce this burden. My testimony today discusses (1) the current status of the LUCA effort, and (2) how the Bureau is addressing prior issues and new challenges associated with implementing LUCA.

As you know, the census is a critical national effort mandated by the Constitution. Census data are used to apportion seats in the Congress, redraw congressional districts, allocate billions of dollars in federal assistance to state and local governments, and for numerous other public and private sector purposes. Hence, failure for the decennial is not an option and the Bureau employs a number of quality assurance programs throughout the course of the census to ensure it delivers quality data. One such program is LUCA. The success of LUCA can help to contribute to accurate address lists and precise maps, which are key to a quality census. Together, accurate address lists and maps help ensure that (1) questionnaires are properly delivered; (2) unnecessary and costly follow-up efforts at vacant and nonexistent residences are reduced; and (3) the population is counted in their proper locations, which is the basis of congressional apportionment and redistricting.

My remarks today are based primarily on our recent report on how the Bureau has improved its LUCA program since the last decennial.[2] During the autumn of 2006, we observed preparations for and the conduct of LUCA for the 2008 Dress Rehearsal in sites located in North Carolina and

[1]Census Address List Improvement Act, Pub. L. 103-430 (Oct. 31, 1994).

[2]GAO, *2010 Census: Census Bureau Has Improved the Local Update of Census Addresses Program, but Challenges Remain*, GAO-07-736 (Washington, D.C.: June 14, 2007).

California. We reviewed LUCA program documents and interviewed Bureau officials. Further, we conducted a Web-based survey of LUCA Dress Rehearsal participants in California and North Carolina to gauge their satisfaction with how the Bureau addressed prior recommendations and new challenges for the LUCA program. We also performed structured phone interviews with several localities that decided not to participate in the LUCA Dress Rehearsal.[3] We conducted our work in accordance with generally accepted government auditing standards.

In summary, Mr. Chairman, our recent work has shown that the Bureau has made progress in planning for and implementing LUCA. For example, the Bureau has completed nearly all of its planned LUCA Dress Rehearsal operations in accordance with its published timeline, and has taken steps to reduce participant workload and burden and improve training. However, the Bureau can do more to mitigate possible difficulties that participants may have with new LUCA software and training. Specifically, the Bureau could do more to assess the usability of software designed to assist LUCA participants in reviewing and updating address and map data and to test computer-based training. In addition, many participants in the Dress Rehearsal experienced problems converting Bureau-provided address files into their own software formats. The Bureau could do more to provide information to localities on how to convert files from the Bureau to their respective applications.

We also found that the Bureau could do more to understand the effect that the LUCA program may have. For example, while the Bureau planned to assess the contribution of LUCA to housing unit counts, it had not decided whether to assess the contribution of the program to the population count, and it did not plan to collect information on the number of participants involved in LUCA that do not respond because they have no changes. The Bureau agreed to implement recommendations we made that address each of the concerns discussed above. We look forward to its action plan, due in August 2007, for how it will implement our recommendations.

[3]Sixty-two localities were eligible to participate in the LUCA Dress Rehearsal. The Bureau identified 44 state, county, and municipal governments that had signed up to participate, had been shipped at least some of the material needed to perform their reviews, and had not subsequently formally indicated to the Bureau that they had decided to drop out of the review process. As part of our Web-based survey, questionnaires were sent to 42 local governments and completed by 31 such governments, for a response rate of 74 percent. Of the 18 localities that were eligible to participate in the LUCA Dress Rehearsal but did not take part in the program, we also conducted 7 structured interviews (in person and by telephone).

Background

The Bureau's approach to building complete and accurate address lists and maps consists of a series of operations that sometimes overlap and are conducted over several years. These operations include partnerships with the U.S. Postal Service and other federal agencies; state, local and tribal governments; local planning organizations; the private sector; and nongovernmental entities. LUCA is one of those operations that give local and tribal governments direct input into the Bureau's address database.

LUCA was first implemented for the 2000 Census.[4] Under the LUCA program, the Bureau is authorized (prior to the decennial census) to share individual residential addresses with officials of tribal, state, and local governments who agree to protect the Title 13 confidentiality of the information.[5] LUCA allows participants to review, comment on, and provide updated information on the list of addresses and maps that the Bureau will use to deliver questionnaires within their communities. According to the Bureau, because of their knowledge of or access to data in their jurisdictions, LUCA participants may be better positioned to identify some housing units that are hard to find or are hidden. For example, local governments may have alternate sources of address information—such as utility bills, tax records, information from housing or zoning officials, or 911 emergency systems—which can help the Bureau build a complete and accurate address list.

For 2010, the Bureau plans to invite approximately 40,000 entities to participate in LUCA.[6] After localities that opt to participate in LUCA have submitted their updated maps and address lists, the Bureau conducts a field check called address canvassing. At that time, the address canvassers for the 2010 Census, will go door-to-door (using handheld computers equipped with a global positioning system) updating the address list. Through the address canvassing operation, the Bureau can ensure that all changes submitted for the LUCA program actually exist and that they are assigned to the correct census block. After address canvassing the Bureau will provide feedback to LUCA participants on the

[4]The 2000 LUCA program had two separate components: the 1998 city-style address operation and the 1999 non-city-style address operation.

[5]13 U.S.C. §9(a).

[6]For the 2000 Census, of the 39,051 eligible entities—such as cities and counties—for LUCA participation, 20,718 chose not to participate; 5,525 entities signed participation agreements; 2,877 entities returned materials but recorded no updates or action; and 9,931 entities submitted at least one address action or challenged at least one block.

actions taken. Should local governments disagree during LUCA 2010, they can appeal the Bureau's actions to the Census Address List Appeals Office. In preparation for the 2010 Census, both LUCA and the subsequent address canvassing operation will be tested as part of the Bureau's Dress Rehearsal taking place in nine counties in the Fayetteville, North Carolina, area and San Joaquin County, California.

The Bureau Has Completed Nearly All Planned Activities for the LUCA Dress Rehearsal and the First Step of the 2010 LUCA Program

The Bureau has completed nearly all planned operations for the LUCA Dress Rehearsal in accordance with the LUCA Dress Rehearsal timeline (see fig. 1).[7] On June 26, 2007 the Bureau expects to complete address canvassing—an operation designed to verify all housing units at the Dress Rehearsal sites, including changes provided by LUCA participants. Next, the Dress Rehearsal participants will have the opportunity to review materials regarding their submissions—this is scheduled to take place from December 2007 through January 2008.

The Bureau met the first date on its LUCA Dress Rehearsal timeline when it mailed the advance notification letters and informational materials to the highest elected officials in February 2006. The Bureau officially invited localities to participate in LUCA, provided participant training, and shipped LUCA materials on schedule. Additionally, localities reviewed and updated LUCA materials within the June to October 2006 period specified on the timeline. The Bureau also finished its review of participants' LUCA submissions and updated the MAF/TIGER[8] geographic database in December 2006.

[7]Bureau headquarters and the Charlotte regional office provided us with internal timelines for the 2010 LUCA Program and the LUCA Dress Rehearsal operations held in parts of California and North Carolina from June through October 2006. Additionally, we obtained a public version of the Bureau's timelines for both the LUCA Dress Rehearsal and the 2010 LUCA Program from its Web site, http://www.census.gov/geo/www/luca2010/luca.html.

[8]The Bureau's address list is known as the Master Address File (MAF); its associated geographic information system is called the Topologically Integrated Geographic Encoding and Referencing (TIGER) database. TIGER is a registered trademark of the U.S. Census Bureau.

Figure 1: Bureau's LUCA Dress Rehearsal Timeline and Status

2008 LUCA Dress Rehearsal Program Schedule

Time frame	Activity	Status
February 2006	LUCA advance notification letters and informational materials mailed to highest elected officials.	***Completed***
March to May 2006	Census Bureau invited local governments to participate in the LUCA Program.	***Completed***
May 2006	Census Bureau conducted training workshops for participants.	***Completed***
June 2006	Census Bureau shipped the LUCA review materials to each participating government.	***Completed***
June to October 2006	LUCA participants reviewed and updated the address list and returned their comments to the Census Bureau's regional office.	***Completed***
November to December 2006	Census Bureau reviewed the participants' LUCA submission and updated the MAF/TIGER geographic database.	***Completed***
April to June 2007	Census Bureau conducts address canvassing (field check) operation.	***Under way***
December 2007 to January 2008	Participants review feedback materials.	***To be completed***

Sources: U.S. Census Bureau and GAO analysis.

It is important to note that while the Bureau generally met the time frames listed in its published LUCA Dress Rehearsal timeline, some activities were not included in that timeline. For example, plans to test newly developed software, which is intended to assist participating localities in their 2010 LUCA reviews, and test the new computer-based LUCA training were not included in the Bureau's LUCA Dress Rehearsal schedule—precluding the opportunity to test these software products under census-like conditions.

To begin preparation for the 2010 Census, LUCA has already sent the advance notification letters to the highest elected officials in each of the eligible localities (see fig. 2). For Census 2000, slightly over half of the eligible localities chose not to participate; for the 2010 Census, the Bureau has set a participation goal of 60 percent.

Figure 2: Bureau's 2010 LUCA Timeline

Tentative 2010 Census LUCA Program Schedule

Time Frame	Activity
January 2007 to February 2007	LUCA advance notice letters mailed to the highest elected officials and other contacts in all active functioning governments.
July 2007	LUCA invitation letters and registration materials mailed to the highest elected official and other contacts of each government.
July 2007 to January 2008	Invited governments register for LUCA and the Bureau ships the LUCA review materials to each participating government.
August 2007 to March 2008	LUCA participants review and update the address list and maps and return their comments to the Census Bureau's Regional Office.
April 2008 to October 2008	Census Bureau reviews the participant's LUCA submission and updates the Master Address File and the TIGER geographic database.
November 2008 to May 2009	Census Bureau prepares for and conducts the Address Canvassing Operation using GPS-equipped handheld computers.
June 2009 to October 2009	Census Bureau ships feedback materials to the LUCA participants showing how the Bureau processed each government's LUCA submissions.
September 2009 to December 2009	LUCA participants review their LUCA feedback and have the opportunity to appeal the results to the LUCA Appeals Office.
September 2009 to January 2010	LUCA Appeals Office reviews and adjudicates the appeals.

Source: U.S. Census Bureau.

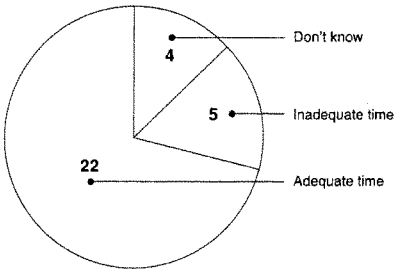
Note: See the Bureau's Web site, http://www.census.gov/geo/www/luca2010/luca.html.

Bureau Modified LUCA to Address Issues from the Census 2000 Experience, but Faces New Challenges for 2010

The Bureau has taken steps to reduce participants' workloads and burdens and improve training—all areas that the National Research Council (NRC), we, and others had identified as needing improvement for Census 2000. Building on the progress it has made, the Bureau could take additional steps to address new challenges in these areas, as well as issues related to measuring overall program effectiveness.

To reduce the workload and burden on LUCA participants, the Bureau provided a longer period—from 90 to 120 days—for reviewing and updating LUCA materials. This extension was well received by LUCA Dress Rehearsal participants, as the majority of respondents to our survey indicated that 120 days allowed adequate time for them to complete the LUCA review (see fig. 3).

Figure 3: LUCA Dress Rehearsal Participants' Views on the Adequacy of Time Allowed to Complete the Review



Source: GAO Web-based survey of LUCA dress rehearsal participants.

Another change aimed at reducing workload and burden is providing localities with more options for how they may participate in the LUCA program. Those options are: (1) full address list review with count review, (2) Title 13 local address list submission, and (3) non-Title 13 local address list submission. The options differ in the level of review of Bureau materials by participating localities and in requirements to adhere to rules concerning confidentiality of information. For example, under option 1, participants directly edit Bureau-provided address lists and maps. Under option 2, participants review Bureau-provided maps but submit their own address lists in Bureau-provided formats. Under option 3, participants do not receive address lists from the Bureau, but may provide their own address lists to the Bureau and edit Bureau-provided maps. A majority of LUCA Dress Rehearsal participants that we surveyed were satisfied with the options that the Bureau provided.

To assist LUCA participants in updating the Bureau's address list and maps electronically, the Bureau has created MAF/TIGER Partnership Software (MTPS). This software will enable users to import address lists and maps for comparison to the Bureau's data and participate in both the LUCA and another geographic program, the Boundary and Annexation

Survey (BAS)[9] at the same time. The Bureau has also planned improvements to the 2010 LUCA program training by separately offering specialized workshops for informational and technical training and by supplementing the workshops with computer-based training (CBT). Finally, based on complaints about the multiphased LUCA program from the 2000 experience (where some participants found the two separate operations for city-style and non-city-style addresses to be confusing), the Bureau designed the 2010 LUCA program to be a single operation for all addresses.

All of these steps are intended to help reduce the burden on localities' participation in LUCA. However, there are additional steps the Bureau could take to ease participant burden. For example, the Bureau could do more to assess the usability of the MTPS software. The Bureau did not test MTPS as part of the LUCA Dress Rehearsal, and tested MTPS with only one locality in preparation for the 2010 LUCA program. Properly executed user-based methods for software testing can give the truest estimate of the extent to which real users can employ a software application effectively, efficiently, and satisfactorily. In response to recommendations to our report on the 2010 LUCA program, the Bureau agreed to better assess the usability of the MTPS for 2010.

Some participants will not rely on the MTPS. For these participants, the Bureau could do more to help them use their own software. We found that participants in the LUCA Dress Rehearsal experienced problems converting files from the Bureau's format to their respective applications—our survey of LUCA Dress Rehearsal participants revealed that the majority of respondents had, to some extent, problems with file conversions to appropriate formats. Our fieldwork also revealed issues pertaining to file conversion. For example, one local official noted that it took him two days to determine how to convert the Bureau's pipe-delimited files. The Bureau previously informed us that, to mitigate the potential burden on localities that choose not to use MTPS, it would provide technical guidance on file conversion through its LUCA technical help desk; however, it does not plan to provide instructions for converting Bureau-provided address files through other means. At present, the Bureau does not know how many localities will opt not to use MTPS for

[9]The Bureau conducts the BAS annually to collect information about selected defined geographic areas. The BAS is used to update information about the legal boundaries and names of all governmental units in the United States.

LUCA as part of the 2010 Census, but those localities may face the same challenges faced by participants in the LUCA Dress Rehearsal. In response to recommendations in our report on the 2010 LUCA program, the Bureau agreed to disseminate instructions on file conversion on its Web site and provide instructions to help desk callers.

The Bureau did not test the CBT it developed to supplement its new workshops for informational and technical training during the Dress Rehearsal. Though participants were not provided with CBT in the LUCA Dress Rehearsal, our work found that this method of training is viewed by participants as helpful. Specifically, respondents to our survey ranked CBT higher than classroom training, in terms of being "extremely" or "very" useful. Additionally, local officials told us that CBT was more convenient for them because they need not leave their offices or adjust their schedules to learn how the LUCA program works. Because this is a new aspect of the LUCA program and will be used nationally, it is important to test and improve the training prior to implementing it for multiple local jurisdictions. In response to recommendations in our report on the 2010 LUCA program, the Bureau agreed to test the CBT software with local governments.

Overall, the effect that the LUCA program may have on housing unit and population counts is not known. To perform such analysis, the Bureau should collect additional data. Specifically, we found that although the Bureau has not finalized its evaluation plans regarding the 2010 LUCA program, Bureau officials have stated that it intends to assess the LUCA's contribution to housing unit counts and would consider a plan to assess the program's contribution to the census population count. Such analysis is important because it would provide a measure of the ultimate effect of LUCA on achieving a complete count of the population. However, the Bureau does not have a method of distinguishing between localities that agreed to participate in the program but do not submit an update because they have no changes, and localities that did not submit an update because they did not review the materials. Without this information, the Bureau cannot fully measure the extent to which local reviews have contributed toward accurate address lists and population counts. In response to recommendations in our report on the 2010 LUCA program, the Bureau agreed to establish a process for localities to indicate that they participated in LUCA but found no changes to address lists and maps.

In summary, Mr. Chairman, the success of the census depends in large part on the ability of the Bureau to locate and deliver questionnaires to every household in the United States. To accomplish this monumental task, the Bureau must maintain accurate address and map information for every location where a person could reside. We applaud the moves the Bureau has undertaken to improve its LUCA program so that user workload and burden are reduced, thus, making it easier for local and tribal governments to provide input into the accuracy and completeness of the Bureau's address information for their respective jurisdictions. However, there is more the Bureau can do to address information- technology-based challenges to the LUCA program prior to the 2010 Census. The Bureau performed little user testing of MTPS and no user testing of the CBT module for the LUCA Dress Rehearsal. Testing new technology will help the Bureau identify any issues related to the usability of the MTPS and CBT software. Finally, without better data on why some localities that agree to participate do not provide updated information, the Bureau may be hampered in its ability to estimate the effect of the LUCA program on the MAF database and the census population count.

As in the past, we look forward to supporting this subcommittee's oversight efforts to promote a timely, complete, accurate, and cost-effective census.

Mr. Chairman, Mr. Turner, this concludes my prepared statement. I would be pleased to respond to any questions that you or other members of the subcommittee might have.

Contact and Acknowledgments

For questions regarding this testimony, please contact Mathew J. Scirè, on (202) 512-6806, or by e-mail at sciremj@gao.gov. Individuals making contributions to this testimony include Lisa Pearson, David Bohruff, Betty Clark, Jennifer Edwards, Ernie Hazera, Mark Ryan, and Tim Wexler.

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Mr. CLAY. Thank you so much for that testimony, Mr. Scirê.

I will start off by asking Director Kincannon about the Bureau's report that there were 39,051 eligible entities for the 2000 LUCA program. Of that number, 20,718 chose not to participate. However, the Bureau informed GAO that it expects the rate of participation to increase to 60 percent for the 2010.

What steps are you taking to achieve a higher rate of local government participation in LUCA, Mr. Director? How do we get this right? How do we get it on the right track in preparation for 2010?

Mr. KINCANNON. Mr. Chairman, the program that we had in 2000 was somewhat late in preparation. It was unnecessarily complex, as Mr. Scirê pointed out, in multiple parts that made sense in the mind of a census geographer but were not familiar to mayors and local officials. That made it more difficult. We did not provide software that enabled them to easily convert their records of addresses to usable format for the Census Bureau.

And we have tried to address that. I don't know that we will have a perfect situation, but I am confident we will have a much better LUCA for 2010 than we did now. We have begun earlier. We began notification to eligible governments, all 39,000 of them, in January and February of this year, alerting them to the fact that LUCA would be approaching and they needed to take certain steps and what we were going to be doing.

We have, in the interim, held a number of informational and promotional meetings, almost 1,000 of them, and more than 10,000 governments have participated. Every governing unit has been contacted about these meetings. There has been one or more in every State. So this has helped raise the consciousness and begin the early preparation locally, which is necessary to make it successful.

We have prepared software that will relate to the commonly used kinds of address and geographic information system software used in municipal and county and even State governments to help localities take the records they already have and convert them in a straightforward way to records we can use in our program.

We will make the software available. We will provide instructions readily, through a help desk, through Web-based information, and even in printed form if that is the most convenient way for localities to do it.

We will in August begin accepting registrations from local governments who are engaging to undertake LUCA. I think we have a broader understanding in local governments now as a result of the 2000 exercise, and certainly have the informational and promotional work done so far that participation in LUCA is one of the most effective ways that State and local government and tribal government can improve census results in their area.

You rightly said in your opening remarks that our census really is built on the back of addresses, and if you have the right address list we will have better coverage in the census. You can't count people if you miss where they live, so this is an important contribution that local and State governments can make in improving their census.

Then we will collect the information, send our records to the participating States. They will incorporate their corrections and suggestions and we return them to them. We will review that, incor-

porate all of the added addresses that they suggest are there into the data base to be used by our address canvassing listers.

The addresses will not be separately identified, so a census lister is out trying to see where are the housing units around this block will not be able to tell one that we got from the Post Office from one that we got from the mayor's office or the State. They will just go and find, if they can identify where that housing unit is. If they can, then it is in for the census. If they can't, then we feed that information back to the locality.

If the locality disagrees with that determination, there is an appeal process which the law sets up. It is organized and supervised by the Office of Management and Budget, with experts that they hire particularly for that purpose, and then they decide whether we goofed or the locality did not have good evidence, and we abide by what they said. If they say go look again, we go look again.

So I think those steps are likely to make for a much better LUCA process, and therefore a better census in 2010.

Mr. CLAY. You know, Mr. Director, LUCA has been authorized for over 10 years now, which indicates to me that since you had your first trial of it in the 2000 census, that you would have seen some of the flaws and address those flaws, and really, just listening to your response, requires a true lateral relationship between local governments, not a one-sided or top-down approach from the Census Bureau's point. And it requires a true relationship. I hope that has developed over the past decade within your culture in the Bureau, where people actually realize, look, we can't do this alone, and that the Bureau and the people that work for the Census Bureau understand that.

I notice that GAO found that local elected officials are still having file conversion problems, and those problems are similar to what they experienced in 2000, which tells me there probably needs to be better communication between the Bureau, their employees, and local government.

Has there been an attempt or effort——

Mr. KINCANNON. We have not yet sent to local governments the files that they will have to use to compare with their own and incorporate their own data in those files. We agree with the GAO's finding that we have not tested that yet sufficiently, and we are going to followup and do a better job of getting that testing done with actual governments. Some governments will still find flaws, I am sure, but we are so much closer to achieving what I think is a good and transparent process.

We certainly cannot with a straight face say that the mayor or the town planner or the county engineer on the ground there does not know more about whether a housing unit exists than we do miles away in Washington. So if they say that 121 Maple Street is a housing unit, we are going to go to 121 Maple Street and see if we can find it.

Mr. CLAY. OK. Let me ask you about this. The Bureau did not test the MAF/TIGER Partnership Software, or the CTP software during the LUCA dress rehearsal; however, the Bureau readily accepted GAO's recommendation that it should conduct more testing. Please explain the initial decision not to test the software, and

what are your plans for ensuring operability, reliability, and ease of use?

Mr. KINCANNON. The contract for the software was not let until last summer, and it did not allow time to get it completed in time for use in the dress rehearsal. I am not sure of all the steps that led to that, but at any rate it was not for lateness on the part of the contractor. If it is a flaw in tardiness, it is our flaw.

I cannot answer today what our plans are for the testing. Certainly we have sought local advice from the county where we do our business, Prince George's County, in seeing how they react to this software, and we will have to do some other steps like that in various parts of the country and certainly with different sizes of local governments, because Prince George's County is a large, wealthy, and sophisticated unit of government, and there are going to be smaller towns and less-populated counties that may not have their aptitude to do that. We need to do that sort of testing.

Mr. CLAY. How quickly will your turn-around be when you find incompatibility with "local governments?"

Mr. KINCANNON. Well, we will try to make sure that they are understanding properly how to use the software as it is developed, or we will have to make amendments in that software if we discover errors or complexities that are unnecessary.

I don't know the turn-around time for that. We will get you an answer for the record so that you have something to hold us accountable for.

Mr. CLAY. OK. Specifically, could you also provide us with a contingency plan to address potential operating problems that might have been detected if the software had been used?

Mr. KINCANNON. Yes, sir, we will.

Mr. CLAY. OK. Thank you for that.

Let me move to Mr. Scirê.

In written testimony submitted by David Ballinger, principal GIS analyst for San Joaquin County, CA, one of the LUCA dress rehearsal sites, stated that the county had difficulty performing block level counts where census blocks did not correspond with physical blocks. In one particular case the Census Bureau's list had a single large street block of condominiums listed as three separate census blocks. Did GAO witness similar experiences during your observation of the dress rehearsal?

Mr. SCIRÊ. I can't say that we have witnessed that specific phenomenon during the dress rehearsal for LUCA, so no.

Mr. CLAY. OK. Can you tell us approximately how much additional work is required to correct any problems like that?

Mr. SCIRÊ. No. We don't have that measurement.

Mr. CLAY. Do you have any recommendations for the Bureau?

Mr. SCIRÊ. Yes, we do have recommendations for the Bureau. If I could go back to some of the earlier questions, you were asking about the partnership rate and what the likelihood is for the future. I think what is important is to look at not just partnership rate—that is one measure of success—but also to look at how well the individual localities are able to work with the Bureau on providing information, so is it a successful partnership, if you will. So there we make recommendations to improve the tools that the Bureau is providing to localities, including the software that you men-

tioned, the MAF/TIGER Partnership Software, and the computer-based training.

I also want to point out that the file conversion that we were talking about earlier really is not the MAF/TIGER Partnership Software. This is for localities that chose not to use MAF/TIGER Partnership Software. They were having difficulties converting Bureau-provided files into formats that they use, such as Access, for example. There we made recommendations for the Bureau to provide additional guidance or instruction that they might find on the Bureau Web site or otherwise.

Mr. CLAY. OK. Let me ask you, based on your work during the dress rehearsal, how would you describe the New Orleans' officials' understanding of LUCA requirements? Are they consistent with the Bureau's?

Mr. SCIRÊ. Yes. I think that there is consistent understanding of what is required. We also surveyed localities and asked them about the guidance that the Bureau provided, and generally we received favorable responses that the guidance was useful and understandable. We also spoke with individual localities. I think that generally they had understood what the requirements of the LUCA program were. There was some concern about whether or not they would have sufficient resources or time to participate, given, especially in the Gulf Coast area, their concern and focus on rebuilding.

Mr. CLAY. In written testimony submitted by Mary Heim, chief of the demographic research unit for California's Department of Finance, it is stated that local officials found discrepancies between the TIGER and LUCA files.

Mr. SCIRÊ. OK.

Mr. CLAY. After contacting the Seattle Regional Office for technical assistance to no avail, county officials learned from ERSI that, in order to use the LUCA files for GO coding, an additional step was necessary to convert the file. GAO notes in its report that local officials did not receive instruction on converting files.

You note that challenges with the file conversion remain. Is the case cited by Ms. Heim an example——

Mr. SCIRÊ. Yes.

Mr. CLAY [continuing]. Of the concern expressed by local officials that you spoke with?

Mr. SCIRÊ. Yes, that is it exactly. We surveyed all of the participants in the LUCA program, and we asked them to what extent did they experience problems with file conversion. Nine of them told us that they had problems to a very great or great extent, another five said to a moderate extent. There were only 7 out of the 30 that said they had no problem with file conversion. So we looked at file conversion as being a major difficulty for localities.

If the MTPS doesn't work, these localities will have to rely on file conversion even more. Now, the Bureau doesn't know how many localities will be using MTPS. That was not something that was tested as part of the dress rehearsal, so you wouldn't be able through that to get an understanding of the extent to which the localities that did participate would have chosen MTPS over converting Bureau-provided files.

So we do think it is an important problem to focus on, and the Bureau has agreed to do additional guidance and so forth. The

more that they can do with that, the better for localities, that they have the best tools for doing their job.

Mr. CLAY. And those are your recommendations to the Bureau——

Mr. SCIRÊ. That is right. Yes.

Mr. CLAY [continuing]. On how to lessen the number of problems?

Mr. SCIRÊ. We are looking at successful participation, not just participation.

Mr. CLAY. Right.

Mr. SCIRÊ. And for successful participation, it is incumbent on the Bureau to provide the best tools that it can. To its credit, it worked to develop this software. It did not plan for the testing of the software, and it is through that sort of testing that you are going to find the bugs that will appear in any sort of software. It is through that kind of testing that you are going to get the truest measure of how well the software will work with real, live users.

Mr. CLAY. OK. Thank you.

Let me go back to Director Kincannon. How about this case where they go to the Seattle Regional Office looking for some technical assistance and not being able to get satisfactory assistance? Have you looked at, not at this case, but just similar problems that have arisen? And do you know how to address it?

Mr. KINCANNON. No. I wasn't aware of this instance. I will look into it and see what the problem was. Normally, we expect the geographic staff in our regional offices to followup, and particularly at this stage of things to be able to offer technical assistance to a State-level office.

I do know that a number of large jurisdictions use ESRI geographic information system software. ESRI was a company that bid on the development of the software for LUCA and MAF/TIGER. They did not win that bid. Another company won that bid. But because they have a large market, they have told us that they are moving ahead with preparation of software that will work with their data base and provide us the information that is usable in our form, and we will be liaising and testing with them what they provide there, so that will help in the case of California perhaps better than our retrofitting of what they have to what we need.

Mr. CLAY. Mr. Director, that is a peculiar relationship, wouldn't you say? A company that did not win the bid is providing——

Mr. KINCANNON. They also have, Mr. Chairman, an interest in providing services to their large customer data base and not getting them accustomed to some other kind of software, so these things work to be mutually supportive, perhaps.

Mr. CLAY. Thank you for that.

Mr. KINCANNON. Yes, sir. We have agreed with these recommendations of the GAO and are going to be following up and implementing them.

Mr. CLAY. Let me shift back to Louisiana. The Census Bureau was told by local officials in New Orleans that the current LUCA program is adequate for the area and that no special adjustments were needed to accommodate the area. However, there is some concern that local officials might have an understanding of the LUCA requirements that differs from that of the Bureau.

What is the Bureau doing to ensure that local officials in hurricane-affected areas have an accurate understanding of the requirements for LUCA participants? And how will the Bureau address the fact that many local governments in the hurricane affected area of the Gulf Coast region are still in the process of reconstruction, and restoration, might not have the resources to participate in LUCA?

Mr. KINCANNON. I am not sure we can address the resource question for local governments in this regard. I understand that they have many claims on their resources. We have conducted discussions with State-level officials in the affected areas about the plans for how we are going to carry out LUCA, and they have not suggested, nor have local officials we have talked to, any particular change in the procedures. We do, after all, send people out in the address canvas to look at every block and every area and every address that is made known to us, whether it is made known to us by the local government or from the postal records or our own records, and see if that is still there, or if some new dwelling place has been placed there, or if it is a FEMA trailer. So there is a fairly thorough re-evaluation on the ground of those addresses in the canvassing operation.

We also have planned for additional meetings with local area officials as we approach LUCA and give them priority and attention so that we can become aware of any misunderstandings or of any needs that we may be able to address.

Mr. CLAY. I had invited the Governor of Louisiana here, but they are finishing up their legislative session so she could not, but she sent a letter. She really wanted to stress today the importance of the Bureau being sensitized to the fact that you have a situation along the Gulf Coast region, and particularly Louisiana, where some people have come back to the region since. A lot of them don't live in the properties that they occupied before the hurricane, but they are there, and they may be living with relatives, friends. They may be stacked up in homes or apartments. She just wanted to be sure that the Bureau was aware of it and, where needed, to also put the right focus and attention on those areas, and if the resources are needed, make a sacrifice to actually assist those areas so that we can get a true picture of what is going on in those areas.

Mr. KINCANNON. Well, we have some familiarity with the area. Following the hurricanes, several dozens of census employees volunteered to help—not to do things for the data base, but to do things for FEMA and for other aid givers and servers there. So we have some first-hand knowledge of the level of destruction and dislocation.

We are aware of the problem of people removed from their customary dwelling place and stacked up or doubled up with family or relatives living in FEMA trailers and so on. We adapted our methods of asking questions in the American community survey, as well as in the current population survey, to reflect this and make sure that we tried to count those other people.

The census questionnaire, itself, provides for adding additional people if there are other families living doubled up with you.

We are ultimately dependent on people in the household to report and to say, Well, we need extra forms, extra questionnaires, but there is a procedure that should address that.

We do continue to conduct the American community survey in all of those areas every month, so that gives us an on-the-ground familiarity with conditions and evolving and changing conditions.

Mr. CLAY. Thank you for that response.

The Census Bureau reported that 1.6 million vacant housing units were misclassified as occupied, and 1.4 million housing units not included in the 2000 census. These numbers would have been higher had the Bureau not used update/enumerate. According to the Bureau's update/enumerate final report, the methodology contributed to the success of the 2000 census by improving address lists and identifying areas suited for enumeration. By using the process, the Bureau was able to determine that approximately 950,000 of the over 1.1 million update/enumerate addresses were either occupied or vacant housing units; however, the Bureau decided against using update/enumerate for the 2008 dress rehearsal.

Why was the decision made not to use update/enumerate in the 2008 dress rehearsal? Was it due to funding constraints or some other factor or factors? And how much additional funding would be needed if funding was the issue?

Mr. KINCANNON. Funding was not the issue. We did not need to test update/enumerate because it is a procedure that we have used in past censuses and know how to use it. The dress rehearsal areas were chosen to study other particular kinds of problems—housing on military bases and so on—so those were the key things that drove us to pick those areas and not the need to test update/enumerate. We know how to do update/enumerate.

The issue that has been raised by Joe Salvo about using update/enumerate in dense urban areas is a legitimate one. The problem we need to deal with there is do we have the ability to identify in advance the areas where we could use that procedure. If we can identify those in advance and plan to use that process and not the Post Office in defined areas, then we know how to carry out the process.

Mr. CLAY. Thank you for that response.

Mr. Scirê, address canvassers will use hand-held computers equipped with a global positioning system to make adjustments to their address lists. At the April 24th hearing, Michael Murray of Harris Corp., the manufacturer of the hand-held computing devices, informed the subcommittee that the machines were working properly and were expected to do so during the dress rehearsal. Did you observe any problems with the hand-held computers during the dress rehearsals? If so, how were the problems handled?

Mr. SCIRÊ. We are in the midst of the work, as you know, and I can report that there are some things that we observed that raise questions for us about the operation of the hand-held computers. This is very preliminary observations that we have at this point.

And we also could see some changes over the course of the dress rehearsal, as well. So at the beginning of the dress rehearsal we were observing some issues with transmission times, and those, the Harris Corp. explains, were corrected through software upgrades.

I can't confirm that is the case or not, but that is something that we are looking into.

More recently, you know, we wanted to go back to the dress rehearsal locations after they had had a few weeks to use the hand-held devices, and there were a couple of things that we noticed which raise questions for us. One has to do with linking multiple addresses for a single building, such as an apartment building.

Mr. CLAY. Yes.

Mr. SCIRÊ. Being able to map spot using one map spot for multiple addresses. In one instance we observed a lister who took a couple hours to do I think it was 16 addresses. So, you know, obviously that would affect productivity.

Also there were some questions raised about the devices having too much information for large assignment areas, which would slow down the processing of the hand-held computer.

I want to emphasize, though, that these are preliminary observations, and we are still working with the Bureau and working with Harris to find out what is the meaning of what we are observing.

Mr. CLAY. In the field did Harris respond to some of the issues that you raised in an adequate amount of time? And did they provide onsite technical assistance when you pointed out issues with them?

Mr. SCIRÊ. Yes. We, at the end of our trip in California for the first visit, we did meet with Harris, including Mr. Murray, via telephone, to describe the things that we were observing so that they could basically help us understand what they meant. At that point they were pointing toward software upgrades.

I think your question is getting at what level of technical support Harris is providing in the dress rehearsal locations. My understanding is that in each location they have a single person at the technical help desk, and at some times they are quite busy.

Mr. CLAY. Thank you for that response.

Let me also thank the Director and you for being here today and thank you for your service in coming before this committee.

This panel is dismissed. Thank you.

We will now set up for the second panel.

On our second panel we will hear from the Honorable Heather Hudson, mayor of Greenville, MS, and vice president of the National Council of Black Mayors.

Thank you for being here, Mayor Hudson.

Ms. HUDSON. Thank you.

Mr. CLAY. And we also have Mr. Bob Coats, census liaison for the Governor of the State of North Carolina.

We appreciate your attendance today, also.

And Mr. Keith Hite, president of the National Association of Towns and Townships and executive director of the Pennsylvania State Association of Township Supervisors.

I welcome all of you and thank you for traveling to be with us today.

Before we take your oral testimony, I want to note for the record that we have also received testimony in writing from the Honorable Kathleen Blanco, Governor of Louisiana; Ms. Mary Heim, chief of the demographic research unit for the State of California Department of Finance; and Mr. David Bollinger, principal GIS manager

for San Joaquin County, CA. We regret that they could not be with us in person today but we appreciate very much their willingness to cooperate and share their valuable perspectives in this matter.

[The prepared statements of Governor Blanco, Ms. Heim, and Mr. Bollinger follow:]

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June 26, 2007

The Honorable William Lacy Clay, Chairman
Oversight and Government Reform Subcommittee
on Information Policy, Census, and National Archives
United States House of Representatives
2157 Rayburn House Office Building
Washington, DC 20515-6143

Dear Chairman Clay:

The 110th Congress has been a great friend to the people of Louisiana whose homes, businesses, schools, and churches were destroyed and whose lives were turned upside down by Hurricanes Katrina and Rita. Thank you, Chairman Clay, and the other members of your committee, for your continued support for our ongoing recovery efforts. We continue to rebuild schools, court houses, and parish and municipal buildings as we work with families to help them rebuild their houses and restart or create new businesses.

Thank you for the invitation and the opportunity you have generously offered to testify before the Subcommittee on Information Policy, Census, and National Archives during the hearing on local preparations for the 2010 census. I appreciate your concerns regarding the ability of the United States Census Bureau to accurately count the number of people living in New Orleans and across the State during the decennial census in 2010. The 2010 census is critical to Louisiana's future because it will not only determine the size of the State's delegation in the U.S. House of Representatives for a decade but it will also significantly impact many state-federal programs that depend upon population data. The Census Bureau has met with local officials in Louisiana regarding preparations for the 2010 Census. We appreciate their support and willingness to work with the state, but we do have concerns about unique challenges that face Louisiana.

The Census Bureau provided technical assistance to our state in our efforts to assess the impacts of Hurricanes Katrina and Rita. Their assistance included defining sampling units for our survey to assess healthcare needs and demographics post-hurricane. Many of the challenges faced in this 2006 effort will remain in 2010. These challenges include defining viable housing units post-disaster. It is often difficult to tell if a home is habitable based on satellite imagery or inspection from the outside. In some cases surveyors would return to a home for a follow-up survey only to find it had been demolished.

Orleans parish lost over 220,000 individuals according to the latest census figures and over 200,000 housing units sustained major damage or were completely destroyed. The southern parishes of Louisiana are comprised of populations in transition and it will take years to rebuild the lost housing stock. Many are living with relatives or in temporary housing while they work to rebuild their homes. Others are still trying to make their way back as they await the return of affordable housing. These transitions and temporary living situations result in volatile population numbers and will make accurate estimates extremely difficult. Due to the extreme level of devastation, I believe we will still be in the midst of rebuilding our lost housing stock and regaining our displaced citizens well beyond 2010.

I understand that discussions have taken place with the New Orleans Regional Planning Commission and some parish governments regarding working cooperatively to determine baseline housing units and assess vacancy. I believe this is a positive partnership, but I am not confident that all of our affected parishes will have the necessary resources to accomplish this challenging task and I remain concerned about our ability to arrive at accurate counts of our citizens.

My constitutional duties as Governor of Louisiana require me to be here in Baton Rouge during this last week of the Louisiana Legislature's regular session. There is much work to be done in just a few days. The demands on the Executive during the closing days of the legislative session are great and the expertise and efforts of my entire team are required. As a long-serving Member of the Missouri State Legislature, I am sure that you appreciate the demands on my staff and myself during the rush of activity in the waning days of a state legislative session. Unfortunately, I am unable to come to Washington, DC, to testify before your subcommittee.

I am particularly disappointed that scheduling prevents me and my staff from participating directly in the subcommittee hearing, as I was a District Manager for the Decennial Census of 1980 and I have a great appreciation for the importance of this effort. Today's oversight hearing on the Local Update of Census Addresses (LUCA) program and how to increase local government participation in the program will explore important issues. I look forward to future opportunities to work with you to explore the State's role in LUCA.

Again, thank you for your leadership and your commitment to the people of New Orleans and all Louisianians. Only by working together will Louisiana be able to recover from the catastrophic devastation of Hurricanes Katrina and Rita.

Sincerely,

Kathleen Babineaux Blanco

Kathleen Babineaux Blanco
Governor

ARNOLD SCHWARZENEGGER, GOVERNOR
915 L STREET ■ SACRAMENTO CA ■ 95814-3706 ■ WWW.DOF.CA.GOV

June 25, 2007

Honorable Wm. Lacy Clay
House of Representatives
U. S. Congress
Washington, DC 20515-6163

Dear Congressman Clay;

Thank you for the opportunity to testify before the Subcommittee on Information Policy, Census, and National Archives, Committee on Oversight and Government Reform. For my testimony I have attached an evaluation by my department of the 2007 Dress Rehearsal Local Update of Census Addresses (LUCA) program.

The Census Bureau selected San Joaquin County, California as one of the two sites in the nation to serve in 2008 as the Dress Rehearsal site for the 2010 Census. Last year the California State Data Center participated in the Dress Rehearsal LUCA program. Several problems were encountered associated with the local address file, the Census Bureau's LUCA shapefiles, and the Census Bureau maps. We would like to share what we learned and hope that our comments and suggestions for the 2010 LUCA process (see attachment) will inform your hearing.

If you have questions or need more information, please feel free to contact me.

Sincerely,

Mary Heim
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San Joaquin Dress Rehearsal LUCA Evaluation

Part 1. Issues and Solutions

A) Problem: Issues with the local address file

The Data Center identified several potential sources for listings of addresses. The only source available, however, was the County Tax Assessor's file, which is used for local property tax assessment purposes.

We encountered several problems associated with using the Tax Assessor's file:

- The file includes both residential and commercial addresses; however, there is no field to identify the address as residential or commercial.
- The file reports addresses in both city-style and non-city-style formats. The Census Bureau accepts only city-style residential addresses.
- The file contains duplicate addresses.
- Some addresses that are physically located in the San Joaquin County, but are listed in an adjacent county for tax purposes, are excluded from the file.
- In order to geocode, we need a file with as complete a physical (property) address as possible. Since this address list is used for tax purposes, mailing addresses are quite complete, but physical addresses are not.
- There were more fields and information pertaining to mailing addresses than to physical addresses. For example, ZIP codes are provided for mailing addresses, but not for physical addresses.
- Fields critical to the physical address are either not reported or inconsistently reported. For example, a given physical address may inconsistently report the street type (Avenue, Road, etc.) or the street direction (North, South, etc.).

Solution: Compiling ZIP codes though Address Matching

Since it is more accurate to geocode based on ZIP code rather than place code, our first step was to try to obtain as many ZIP codes for the physical property addresses as possible. We matched the mailing address with the physical (property) address in order to get the mailing ZIP code. Any property address that did not generate a match with a mailing address was entered into the US Postal Service website in order to retrieve its corresponding ZIP code.

Due to the large number of addresses, we did not have time to fix as many street types and street directions as we would have liked before starting the geocoding process.

B) Problem: Unfinished Census Bureau shapefiles

At the onset of the project, we downloaded the revised 2005 TIGER Line file for San Joaquin County from the Census Bureau website and converted it to a road shapefile and a block shapefile. Next, we geocoded the county address list using the converted TIGER road file. We then spatially joined the results with the TIGER block file (a two-step process that allowed us to obtain tracts and blocks).

In June 2006, we received two LUCA .dbf files (AddressRanges and Roadnames) and eight shapefiles (All Lines or Roads, Area LndK, Block, County, Hydro Area, MCD, Place, and Tract) from the Census

Bureau. In order to use the shapefiles for geocoding, it was necessary to join the AllLines, AddressRanges, and Roadnames files together using the TLID. Once joined together, the resulting combination file contained the variables needed to geocode, but the number of geocoding matches[i] was significantly lower using the LUCA road shapefile than using the TIGER. For example, the table below shows the number of addresses geocoded for the city of Tracy using the TIGER road file in comparison with the LUCA road file. Geocoding with the LUCA road file resulted in less than 45% of the addresses geocoded, compared to 66% using the TIGER file.

Score	**TIGER**	**LUCA**
Matched:		
100	11,274	887
80-99	3,836	9,396
Unmatched	7,838	12,665
Total	22,948	22,948

Another issue concerns block suffixes[ii]. The LUCA block shapefile contains split blocks with a suffix assigned to them. In comparison, the TIGER block shapefile had some, but not all, of the split blocks with suffixes. However, comparisons between the spatial join results using both the LUCA and TIGER block shapefiles showed that except for the suffixes, the 2005 revised TIGER Line file had better geocoding results than the LUCA files.

We asked for assistance from the Census Bureau's headquarters, their Seattle Regional Office, and also from ESRI to understand why there was such a discrepancy between the TIGER and the LUCA files, but they were not able to provide an answer. Only recently, after the Dress Rehearsal LUCA program was over, we learned from ESRI that, in order to use the LUCA files for geocoding, an additional step was necessary after joining the three files together using the TLID number. ESRI told us that the road file created from joining the three LUCA files was not standardized in accordance with the formatting required by the ESRI address locator style US Streets with Zone. Therefore, we had to run ESRI's Standardize Addresses tool before using the LUCA shapefile. Using this newly-standardized shapefile, we found that LUCA results were closer to those produced using the TIGER road file (see table below).

Score	**TIGER**	**LUCA standardized**
Matched:		
100	11,274	9,439
80-99	3,836	5,414
Unmatched	7,838	8,095
Total	22,948	22,948

However, there were still discrepancies between the TIGER and the standardized LUCA geocoding results. We believe the reason for these discrepancies may be because the TIGER road file uses continuous, exhaustive street address ranges more often for the road segments, while the LUCA road file sometimes breaks address ranges into smaller segments, or into what seems like several blocks in one range. The table below shows the disparities between the two files. For example, note that the TIGER road file is missing the 400s address range on 1st Street, while the LUCA road file does not have the 400s address range for California Street.

	TIGER				**LUCA**			
Street Name	From Left	To Left	From Right	To Right	From Left	To Left	From Right	To Right
Baker Av	1700	1798	1701	1799	1700	1704	1701	1705

	1800	1998	1801	1999	1706	1998	1707	1999
California St	499	401	498	400	*No 400s*			
Coley Av	2000 2050	2048 2098	2001 2051	2049 2099	0 2050	0 2098	2001 2051	2049 2099
1st St	1000 1018	1006 1098	1001 1035	1033 1099	1000 1018 1038	1006 1036 1114	1001 1035 0	1033 1049 0
1st St	*No 400s*				0 0	0 0	421 451	449 465
Jackson Av	1700 1710	1708 1798	1701 1711	1709 1799	1710	1798	1711	1799
Jackson Av	2200	2298	2115	2299	*No 2200s*			

Solution: Merging data files and manual editing

To overcome the shortcomings of the TIGER and LUCA files, we had to merge information. In some sense, the two files were complementary: although the TIGER file had better geocoding results than the LUCA, it had incomplete block suffixes; the LUCA, on the other hand, had a more comprehensive list of block suffixes. To obtain the missing suffixes, we geocoded using both the TIGER and LUCA files and then matched by address, tract, and block. Then we appended the LUCA suffixes to the TIGER file.

For manual editing, we used with Google Earth satellite imaging to verify or estimate the location of each address that did not match. We then used both the LUCA shapefiles and paper Thomas Bros. Maps to place the unmatched address into the correct block and tract. We referred to Thomas Bros. Maps when we could not find the address location on the LUCA maps. Most of the time, this was because the LUCA maps did not have a road for our given address, or the LUCA map contained other mapping errors such as street names being placed at the wrong locations.

Had the Census Bureau provided an updated TIGER-like file, several errors could have been avoided. These unnecessary errors complicated the task and reduced the time spent identifying real problems with the local address file. From our point of view, providing the tracts and blocks for the LUCA program was very labor intensive. Tremendous amounts of time and resources were necessary to get the job done. Should a jurisdiction have neither GIS capabilities nor staff experienced with Census data, this could be a difficult, if not impossible, undertaking.

C) Problem: Errors with the Census Bureau Maps

The census maps that we received from the Census Bureau contain the following errors:

- Many streets on the LUCA maps have no name at all or are labeled with the wrong name. There are also many incorrect spellings.
- There are roads drawn on the LUCA maps where no roads actually exist.
- The maps are not always drawn to scale.
- "Non-visible boundary" lines drawn on LUCA maps make identifying the correct block nearly impossible at times.

- Some roads are inverted or reversed, which lead to addresses being placed in the wrong block or even the wrong tract.

- Many street types are not labeled properly as road, lane, street, circle, etc.

Part 2. Recommendations

a) Recommendations for the Census Bureau:

- Provide TIGER-like shapefiles that are ready to use and do not have to be joined like the LUCA Dress Rehearsal files. These files should include the most complete, up-to-date information such as street address ranges, street names, street types, street directions, ZIP codes, and place codes in the road shapefile; and tracts, and block suffixes in the block shapefile.

- Allow final submissions to be in Excel format (for jurisdictions that have less than 65,000 street addresses) or a format other than pipe-delimited ASCII files, since that option is not available in Excel.

- Have experienced, knowledgeable people available to provide technical support.

- Any address search information available online from the Census Bureau should be updated and reliable (e.g.. the Address Search feature of American FactFinder is not always reliable)

- Incorporate the latest BAS data into TIGER before printing the maps.

- The maps have to be cleaner and more topologically correct. If the TIGER file has major problems, the data cannot be geographically correct and will give inaccurate results.

- For the 2010 LUCA, local participants will need both digital PDF maps and digital shapefiles. Digital shapefiles allow participants to quickly find street names so they can get the tract and block for a given address. PDF files allow participants to print out selected map sheets as needed for review.

- It would be useful to have a computer specialist participate in the training sessions. This specialist should have a thorough understanding of the LUCA CD-ROM files, be knowledgeable about other potential software and GIS applications, and be familiar with the necessary hardware.

b) Recommendations for State Data Center Participation

- Coordinate the workshop program. The SDC will be responsible for selecting workshop locations, working with regional and county agencies to reserve workshop locations, and inviting jurisdictions to participate in the workshop.

- Encourage local jurisdictions to participate by indicating the financial benefits of an accurate population count.

- Follow-up with non-participating jurisdictions to encourage participation. Support county-wide coordination and meetings.

- Expect to provide some technical support, based on the level and promptness of support provided by the Census Bureau.

- Provide assistance to jurisdictions that want to participate but lack expertise or other resources.
    - Provide geocoding only—the local officials should do their own follow-up work for unmatched addressees. There will always be unmatched addresses due to the lag time between the production of files and their use
    - Make sure jurisdictions understand that they must provide an address list that contains addresses and ZIP codes to facilitate the geocoding process

- Provide each jurisdiction with information regarding LUCA, including strategies for participation, software, hardware, data sources, problems encountered and possible solutions, as well as sources for help.

- Focus on group quarters, employer housing, etc.
    - Start this process as soon as possible. Many of these addresses are non-city-style and it can be very time-consuming to identify census tracts and blocks.

c) Recommendations for Local Government Participation

- Start as early as possible.

- Develop a priority list of the work that needs to be performed in terms of both successful participation in LUCA as well as an accurate census count.

- Identify potential problem areas such as new housing developments, large apartment complexes, large mobile home parks, commercial areas with residential quarters, areas where addresses have changed (due to annexation, demolition, or redevelopment), and areas with significant numbers of illegal or unconventional units.

- Review LUCA maps for missing streets, address ranges, and incorrect city boundaries.

- Develop a local address file that contains addresses and ZIP codes.

- Match the unit count in the local file to the count in the LUCA file at the tract or block level to calculate the difference in the unit counts between the two files. Resolve differences between the two files starting with the areas with the largest discrepancies.

    - Street address matching can be used to understand these discrepancies. Geocoding problems (units assigned to the wrong block) may account for some of the more significant differences in a given area.

- If a jurisdiction anticipates significant building construction between June 2009 (after the Address Canvassing Operation) and April 2010, it should develop a plan to notify the Census Bureau of these new units.

- Encourage a county-wide meeting of all participants once the LUCA materials are received. Contribution from participating agencies can help lead to a more successful LUCA program.

- Participation in LUCA can potentially be very time consuming. The county coordinator should emphasize to all jurisdictions that even minimal participation (such as reviewing city boundaries and looking for discrepancies at a large geographic level) will be very useful. Some cities may feel that if they can not do all the tasks, then they should not participate at all. Any contribution, no matter how small, should be supported.

[i] Geocoding is the process of taking an address, such as those from the San Joaquin County Tax Assessor file, and converting it to x,y coordinates that can be plotted or placed on a map as a point. This process is called matching and is done using an address locator generated in ARCMap. The address locator compares the descriptive location elements of the address (i.e. street number, street name, street type, direction) to those present in the reference material (TIGER/Line road file).

Through an address locator, each address in the San Joaquin Tax Assessor's file was assigned a score, called a match score, from 0 to 100 based on how closely the elements of the address from the Tax Assessor file matched the elements in the TIGER/Line file. In general, scores are lower if address elements are misspelled (i.e. the street name is misspelled), incorrect (i.e. the street number falls outside the address range in the TIGER/Line file), or missing (i.e. a street direction is specified in the TIGER/Line file but is not present in the address file).

The address locator finds the best matches and assigns an x,y coordinate (point) to those addresses meeting or exceeding the minimum match score, as specified in the address locator. A shapefile is created showing the placement of the points on the map.

[ii] After the 2000 Census, the addition of new roads or changes in a boundary might have resulted in split blocks. In these situations, the Census Bureau adds a suffix to the new block to identify the geography where the housing unit is located.

Prepared as testimony for the Congressional hearing on the LUCA Dress Rehearsal
Prepared by David Bollinger, Principal GIS Analyst
San Joaquin County, Community Development Dept., Geographic Information Systems
June 25, 2007

Overall, our (San Joaquin County) experience with the LUCA Dress Rehearsal was fairly straightforward and painless. To a large degree we found that the existing Census data had been kept updated with submissions of new annexations, subdivisions and general construction. Only the most very recent of such changes appeared to be missing, and this may simply have been due to the cut-off timing for preparing the datasets to be delivered.

The County experienced no problems extracting the raw electronic data as provided and documented. However, there was some slight confusion when it came to deciphering the format for the electronic submission of the final results. I do not recall exactly the issues that caused confusion, other than that they were relatively trivial and mostly the result of the preliminary documentation being a bit scattered. (file formats in one location, submission steps in another, metadata requirements in an appendix, et cetera – not all of which were adequately referenced to one another) Phone conversations with Wendy Hawley in the Seattle Regional Office resolved all electronic submission issues.

San Joaquin County had initially signed up to participate at the full address list review level. However, after receiving the data and doing some preliminary investigations the County decided to actually participate at the block-level housing unit count challenge level (and also provide updated street geography for newly constructed subdivisions). This decision was made primarily for two reasons:

1) The County decided to process all of its addresses, including those within the incorporated cities. This decision was made after it became apparent that several of the local cities might lack sufficient time/experience/staff/data to participate in a significant way themselves. It came down to balancing available time/effort versus expected benefit. The County felt that full county-wide coverage at the block-count level would provide a better check of addresses and housing units than verifying individual addresses for only the unincorporated portion. In this way the County hoped to make up in part for any of the individual Cites that couldn't fully participate for any reason.

2) Many of the streets/roads within San Joaquin County are referred to by two or more names. This complicates the task of matching addresses among various systems. A street may have:

- its proper name, e.g., "Charter Way"
- a route name, e.g., "State Route 4" or "County Road J17"
- multiple names where shared road segments cross jurisdictional lines, i.e., having one name in the unincorporated County and another as it passes inside an incorporated city, the two often being used by the residents interchangeably regardless of jurisdiction
- one or more commonly accepted abbreviated forms, e.g., "Ben Holt Dr" in place of "Benjamin Holt Dr"
- a colloquial spelling or entirely different name, e.g., "Martin Luther King Jr Blvd"

These name-resolution issues are not unique to either the Census' or the County's data, and perhaps serve to point out a difficulty with the process. Postal carriers are able to figure out such issues "on the ground", but they can be difficult to resolve via electronic means. Such issues are typically handled by some sort of "aliasing" or "cross-referencing" scheme, where one set of names are mapped into another, but even that process may not provide for full correspondence.

The County also performed several preliminary tests comparing just the list of street names (as opposed to individual addresses) between the Census dataset and the various datasets available to the County. This relatively straightforward database task provided a good first-pass feeling for how well we might expect the two systems to agree with each other, indicating streets that did or did not exist in one system or the other. This sort of information is also extremely useful in deriving the necessary "alias" tables when individual address matching is to be performed. Some sort of preparatory side note, appendix or ancillary help document might be added to help other agencies with their initial strategy-making decisions – perhaps even to the extent of providing a data table containing only the unique street names in order to save the end-user from having to perform that step.

When comparing the block-level counts, the County found that the newer higher accuracy Census geography was an immense improvement over prior representations. In the past, it was often very difficult to align the smaller-scale Census geography with the larger-scale geography of local GIS data. That is to say, sometimes it was not quite clear what a Census Block actually represented on the ground. The new geographic boundaries are much improved in that regard.

However, there may be difficulties in performing block-level counts where Census Blocks do not correspond to physical street blocks. One example stood out in our review where a single large street block of condominiums was represented as three separate Census Blocks where the lines of division did not appear to follow any physical feature. The total count of housing units within the street block agreed with the total of the three Census Blocks, only the distribution varied. For example, if there were 300 total housing units, the Census Blocks might have the count split up as 90/100/110, whereas our placement of specific addresses might cause the housing units to split up as 70/100/130. Even with the newer higher accuracy Census geography it was not always possible to fully resolve such situations.

In general, whenever a Block boundary occurs on a non-obvious physical boundary, there exists a greater chance of improperly assigning housing units one way or the other. Our belief was that our counts were more accurate, but without being able to determine the exact physical features used to define the Census Blocks it was impossible to verify that assumption. In such cases, as long as the totals agreed, no challenges were made to the counts. This ambiguity is not covered by existing documentation, and does require a bit of "finesse" on the part of the data reviewer to resolve. GPS-collected address points aggregated into Census geography *collected with the same accuracy* would likely resolve that issue one way or the other.

Training for the provided Census data products and review process was quite adequate. We feel that the single largest challenge facing the Census will be finding adequately trained and experienced staff within the agencies contacted to perform the review for the tasks **not** within the scope of the Census training. There is a fairly high prerequisite of technical expertise required for the electronic review process -- and of course a huge time commitment for any agencies having to perform the process with pen and paper. San Joaquin County is fortunate enough to have an experienced staff that have worked with Census data products in the past, and have access to the local electronic data and GIS/database software necessary and appropriate for performing the task. Access to such local resources will likely not always be the case, especially for smaller agencies.

Mr. CLAY. It is the policy of the oversight committee to swear in all witnesses before they testify. Would you all please stand and raise your right hands?

[Witnesses sworn.]

Mr. CLAY. Let the record reflect that all of the witnesses answered in the affirmative.

Each of you will have 5 minutes to make an opening statement. Your complete written testimony will be included in the hearing record. The yellow light in front of you will indicate you have 1 minute remaining. The red light will indicate that your time has expired.

Mayor Hudson, we will begin with you. Go right ahead.

STATEMENTS OF HEATHER HUDSON, VICE PRESIDENT, NATIONAL CONFERENCE OF BLACK MAYORS AND MAYOR, GREENVILLE, MS; KEITH HITE, PRESIDENT, NATIONAL ASSOCIATION OF TOWNS AND TOWNSHIPS AND EXECUTIVE DIRECTOR, PENNSYLVANIA STATE ASSOCIATION OF TOWNSHIP SUPERVISORS; AND ROBERT COATS, GOVERNOR'S CENSUS LIAISON, OFFICE OF STATE BUDGET MANAGEMENT, STATE OF NORTH CAROLINA

STATEMENT OF HEATHER HUDSON

Ms. HUDSON. Thank you, Mr. Chair.

On behalf of myself and the National Conference of Black Mayors, thank you for the opportunity to have us share our views on implementing the 2010 census. I am Heather Hudson, mayor of Greenville, MS, and second vice president for the National Conference of Black Mayors, on behalf of our president, Mayor George Grace, who could not be with us today, but he does send his regards.

First, the National Conference of Black Mayors is committed to working with the Census Bureau to ensure an accurate count for not only our member communities but all cities, towns, and villages in these United States of America.

NCBM supports over 600 African American mayors in the United States today, and we serve over 60 million people nationwide. The majority of our communities, however, have populations of less than 50,000 people, and most are minority in nature, and historically are the very communities that experience miscalculations in the number of people that reside therein.

We know all too well the impact that incorrect tallies can have on a community, as many of our member communities depend greatly upon Federal tax dollars for local programs. For this reason, NCBM looks with great interest upon the LUCA program and our role in the 2010 census process.

As has been stated by the Census Bureau, the census has a constitutional mandate to count everyone living in the United States, count them only once, and count them in the right place, but how can someone be counted if we don't know where they are?

Our commitment, if allowed, is to assist by not only showing where the people are, but helping to make sure that we get a proper count.

As a mayor, I can say with surety that no one knows a community better than local officials. We know not only where the people reside, but the patterns of movement throughout our own cities. From the plans we see for housing and development to increases and decreases in school enrollment, to the transfer of local utilities, the local government is one of the best places to start in terms of gaining a working knowledge of the number of people that reside in a particular community.

However, without the proper resources we cannot provide this type of assistance. Questions such as what is an eligible government, how are they contacted, is there any followup with our governments, the different options that we have, what are the secure measures that we are allocated in order to assist—these are the questions that we hear from our member communities.

In closing, there are three areas that we feel should be addressed in order to assure an accurate and smooth-flowing census with the full cooperation of the local governments.

First, all local governments must be provided the opportunity to review and update addresses for their communities with the resources allocated therein. We understand that information is currently being mailed; however, a more concerted effort should be made to ensure that every community is counted.

Second, on-the-ground training of all technology, forms, and processes to be used should be in place at this very moment.

Finally, the Census Bureau must make some accommodations in replacing what we knew to be the dress rehearsal for 2008 and the updates therein. This will provide vital information to both the Bureau and the local government offices on how well these procedures are working.

Thank you again for the opportunity. We welcome any questions.

[The prepared statement of Ms. Hudson follows:]

Heather M. Hudson
Mayor

CITY OF GREENVILLE
Mayor's Office

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Congressional Testimony for Mayor Heather McTeer Hudson

Mr. Chairman, on behalf of myself and the National Conference of Black Mayors, thank you for this opportunity to share our views of the current plans on implementing the 2010 census. My name is Heather McTeer Hudson and I serve as 2nd Vice President for the National Conference of Black Mayors. I am the mayor of Greenville, Mississippi. Our president, Mayor George Grace, could not be with us today, and I will fill his place.

First, the National Conference of Blacks Mayors is committed to working with the Census bureau to insure an accurate count for not only our member communities, but all cities, towns, and villages in the United States of America. NCBM support over 600 African American Mayors in the United Stated today and we serve over 60 million people nationwide. The majority of our communities has a population of less than 50 thousands minority in nature, and historically, are they very communities are experience miscalculations in the number of people that reside therein. We know all too well the impact that incorrect tallies can have on a community as many of our member communities depend greatly upon federal tax dollars for many local programs. For this reason, NCBM looks with great interest upon the LUCA (Local Update of Census Addresses) program and our role in the 2010 census process. As was stated by the deputy director of the Census Bureau, "the Census Bureau has a constitutional mandate to count everyone living in the united states, county them only once, and count them in the right place." But how can you count someone if you don't know where they are? Our commitment, if allowed, is to assist by not only showing where the people are but helping to make sure we get a proper count.

As a mayor, I can say with surety that no one knows a community better than the local officials. We know not only where the people reside, but also their patterns of movement throughout our cities. From the plans we see for housing and development, to increases and decreases in school enrollment to the transfer of local utilities, the local government is one of the best places to start in terms of gaining a working knowledge of the number of people that reside in a particular community. Option 1: we have no means to secure for small cities resources. However, with out proper resources we cannot provide this assistance. Question, such as what is an eligible LUCA city? How are they contacted? Is there any follow-up?

In closing there are three areas that should be addressed in order to insure an accurate and smooth flowing census with the full cooperation of local governments. First, all local governments must be provided the opportunity to review and update addresses for their communities. We understand that information is currently being mailed however; a more concerted effort should be made to insure every community is counted. Secondly, on the ground training of all technology, forms and processes to be used should be in place NOW in local offices. Finally, the census bureau must make some accommodations updates or what is known as dress rehearsal in 2008. This will provide vital information to both the bureau and the local government offices how well the procedures are working.

Mr. CLAY. Thank you so much, Mayor Hudson, for that testimony.

Mr. Hite, you may proceed.

STATEMENT OF KEITH HITE

Mr. HITE. Thank you, Mr. Chairman.

On behalf of the National Association of Towns and Townships, we would like to thank the chairman and the members of this subcommittee for allowing us the opportunity to discuss the impact of the LUCA program on the Nation's towns and townships.

As you noted, my name is Keith Hite. I am president of the National Association. I appear before you today on behalf of the more than 12,000 towns and townships across America. At the present time I serve as President of NATAT and also as executive director of the State Association of Township Supervisors in Pennsylvania.

The National Association was formed more than 30 years ago to provide America's smaller communities, towns, townships, and other suburban and rural localities with a strong voice in Washington, DC. Our purpose is to represent these smaller communities, champion fair share of Federal funding decisions, and to promote legislative and regulatory policies designed to strengthen grassroots local government.

Since 1976, the National Association has strived to educate lawmakers and other Federal officials about the unique nature and needs of the Nation's smaller communities and their town governments and the need for policies that reflect these needs and accommodate these needs, as well, both in the suburban and non-metropolitan areas of the Nation.

Of the approximately 39,000 units of local government in these United States, 85 percent serve communities with less than 10,000 people, and nearly half have less than 1,000 residents. Nearly one-quarter of all Americans live in rural areas. This is approximately the same percentage of Americans that live in our central cities.

Despite the strong numbers of towns and townships, when it comes to important funding and legislative decisions made in Washington, many of our smaller communities can sometimes get lost in the shuffle. As you know, many States and Federal programs allocate funds based in part on population. Under-counting, therefore, is an important test and can be responsible for loss of deserved Federal funding for anti-poverty, law enforcement, education, infrastructure, and other critical programs.

A February 2003 GAO report indicated that in fiscal year 2000 about $283 billion in Federal grant moneys was distributed to State and local governments, based in part on factors such as the annual population estimates derived from the 1990 census. When the population estimates were updated to reflect the 2000 census results, and additional $388 million in Federal grant funding went predominantly to 23 States that had above average estimate revisions.

Towns and townships cannot afford to be under-counted in the 2010 census. The National Association has been working hard to encourage its members to accept the invitation to fully participate in the LUCA program. NATAT supports the LUCA program and joins with the Mayor in committing its members to its success. We

recognize that LUCA provides smaller communities an opportunity to avoid an under-count and help keep population estimates accurate.

During preparations for the 2000 census through the LUCA program, local officials were able to rectify problems that would otherwise have led to an even larger under-count. For example, in Michigan the lines that were drawn to separate jurisdictions ran through office buildings and college dormitories, and new housing subdivisions were left off the census address list. LUCA then and now gives towns and townships the opportunity to correct the census address files and improve the accuracy of the 2000 and hopefully 2010 census counts for smaller communities.

The census is of critical importance for our smaller communities. As you noted at the outset, Mr. Chairman, for purposes of reapportionment, it stands alone as one of the single most important issues. It also helps us with the funding of critical programs. Towns and townships believe that fair representation in Congress is a warrant that they deserve. Without an accurate count, smaller communities would clearly be under-represented.

Of equal importance are the many Federal and State programs that distribute moneys based on population counts. In my own State of Pennsylvania, for example, the gasoline tax revenues are distributed on population. If the count is not accurate, our communities must rely on things such as property tax to be able to fund highway maintenance, highway reconstruction with those communities, and for our members in Pennsylvania they maintain more miles of roads than the State Department of Transportation in the six New England States combined, so when we are allocating liquid fuels moneys, which is what it is referred to in Pennsylvania, the population counts are critical to us.

Also, a portion of the fines that are collected by our State Police are distributed to local governments based on population. Pennsylvania's community development block grant program is dependent on population for the distribution of those critical Federal dollars. In Pennsylvania, for a community of less than 4,000, they receive no direct moneys. From 4,000 to 10,000, they are able to compete for those moneys. Again, the population count is critical.

In many other States served by the National Association, census population counts also determine the structure of towns and townships and the types of services that they can provide. In Ohio, for example, State law permits that a township under a certain population may adopt an alternate form of township government. Townships that have more than 5,000 people in an unincorporated territory may elect to become home ruled. If the township has more than 15,000 in an unincorporated territory, the Board of Trustees may adopt home rule without a vote of the residents. The population figure is based on the last census.

In order to become a city in Ohio, a village must have more than 5,000 people within its incorporated limits. Conversely, if a city drops below 5,000 people within the incorporated territory, then they must drop to village status. That, too, affects their funding opportunities.

In New York, the 932 towns are divided into three classes: second, first, and suburban, depending on the population and/or their

assessed valuation. The classification of the town determines the government structure of the town, as well as the authority for that town government. For example, whether a town has three elected assessors or one appointed assessor is determined in part by the classification of a town.

In addition to the government structure, whether a town can or must provide certain services to the residents of New York is determined in part by the population. The authority to set speed limits on local roads is tied to a town's population. The majority of towns in New York do not have the authority to set speed limits on their own roads. Instead, they must petition——

Mr. CLAY. Mr. Hite, let me stop you. I get it. I get it. Let me say that the timer is malfunctioning.

Mr. HITE. I saw that.

Mr. CLAY. And you have exceeded your 5 minutes, but I do get the point——

Mr. HITE. My apologies, Mr. Chairman.

Mr. CLAY [continuing]. Of how important the census is, and we thank you and appreciate that.

Mr. HITE. Thank you, sir.

Mr. CLAY. You may wrap it up.

Mr. HITE. Just to close, let me join with so many others. We believe that local government clearly wants and needs to be a partner in the census process through LUCA, and the members that we represent, the National Association, are willing, able, and anxious to do just that, Mr. Chairman.

Thank you.

[The prepared statement of Mr. Hite follows:]

Prepared Testimony

by
Mr. Keith Hite
President of the
National Association of Towns and Townships (NATaT)
and Executive Director of the
Pennsylvania State Association of Township Supervisors (PSATS)

before the
Subcommittee on Information Policy, Census, and National Archives
House Committee on Oversight and Government Reform

Hearing on "Local Update of Census Addresses (LUCA)"
for the 2010 Census

June 26, 2007

On behalf of the National Association of Towns and Townships (NATaT), Mr. Chairman, I would like to thank the members of the subcommittee for the opportunity to discuss the impact of the Local Update Census Addresses (LUCA) Program on towns and townships.

My name is Keith Hite, and I am here today representing more than 12,000 towns and townships across America. I am the Board president for NATaT and the executive director of the Pennsylvania State Association of Township Supervisors (PSATS).

NATaT was formed more than 30 years ago to provide America's smaller communities – towns, townships and other suburban and rural localities – with a strong voice in Washington, DC. NATaT's purpose is to represent these smaller communities, champion fair-share federal funding decisions, and promote legislative and regulatory policies designed to strengthen grassroots local government. Since 1976, NATaT has strived to educate lawmakers and other federal officials about the unique nature of small town government operations and the need for policies that meet the special needs of suburban and non-metro communities.

Of the approximately 39,000 units of local government in the United States today, 85 percent serve communities with less than 10,000 people and nearly half have fewer than 1,000 residents. Nearly one quarter of all Americans live in rural areas; this is approximately the same percentage of Americans that live in central cities.

Despite the strong numbers of towns and townships, when it comes to important funding and legislative decisions that are made in Washington, many of our smaller communities can sometimes get lost in the shuffle. As you know, many state and federal programs allocate funds based at least partially on population counts; undercounting therefore can lead to a loss of deserved funding for antipoverty, law enforcement, education, infrastructure, and other programs. A February 2003 Government Accountability Office report indicated that in fiscal year 2000, about $283 billion in federal grant money was distributed to state and local governments based in part on factors such as annual population estimates derived from the 1990 Decennial Census. When the population estimates were updated to reflect the 2000 Census results, an additional $388 million in federal grant funding went predominately to the 23 states that had above-average estimate revisions.

Towns and townships cannot afford to be undercounted in the 2010 Decennial Census. NATaT has been working hard to encourage its members to accept invitations to fully participate in the LUCA program. NATaT supports the LUCA program and recognizes that LUCA provides smaller communities an opportunity to avoid an undercount and help keep population estimates accurate.

During the preparations for the 2000 Census, through the LUCA program, local officials were able to rectify problems that would have led to an even larger undercount. For example, in Michigan, the lines that were drawn to separate jurisdictions ran through office buildings and college dormitories, and new housing subdivisions were left off the Census address lists. LUCA gave towns and townships the opportunity to correct the Census address files and improve the accuracy of the 2000 Census count for smaller communities.

Overall, the Census is important for smaller communities for purposes of reapportionment and funding for critical programs. First, towns and townships deserve fair representation in Congress. Without an accurate count, smaller communities would be underrepresented.

Of equal importance are the many federal and state programs that distribute monies based on population counts. My own state of Pennsylvania and other states nationwide allocate multiple sources of funding based on population counts. Examples include:

> Pennsylvania townships maintain more miles of roads and bridges than all six New England states combined. However, without an accurate population count, Pennsylvania townships would not receive the appropriate amount of money needed to maintain their extensive transportation system.
>
> In Pennsylvania, a portion of the fines collected by the State Police are distributed to local governments to use for public safety programs. The Pennsylvania State Police utilizes Census Bureau data to determine the distribution to local governments.
>
> Eligibility for Pennsylvania's state-administered Community Development Block Grant (CDBG) program is dependent on population data. Communities below 4,000 in population are not eligible for CDBG funding, and funding is limited for communities between 4,000 and 10,000.

In many states, Census population counts also determine the structure of towns and townships and the types of services they can provide. Examples include:

> In Ohio, state law permits a township over a certain population to adopt an alternate form of township government. Townships that have more than 5,000 people in the unincorporated territory may elect to have home rule. If the township has more than 15,000 in the unincorporated territory, the board of trustees may unanimously adopt home rule without a vote of residents. The population figure is based on the last decennial census.
>
> In order to become a city in Ohio, a village must have more than 5,000 people within the incorporated limits. Conversely, if a city drops below 5,000 people within the incorporated territory, then they must drop to village status.
>
> The 932 towns in New York are divided into three classes (second, first and suburban) depending upon their population and/or assessed valuation. The classification of the town determines the government structure of the town as well as the authority of the town. For example, whether a town has three elected assessors or one appointed assessor is determined in part by the classification of a town.
>
> In addition to government structure, whether a town can or must provide certain services to its residents is dictated in part by population in New York. For example, the authority to set speed limits on local roads is tied to a town's population. A majority of the towns

in New York do not have the authority to set speed limits on their own roads – instead they must petition the State Department of Transportation.

NATaT supports the LUCA program to ensure an accurate count on Census day. NATaT is the voice for over 12,000 towns and townships across America and we hope to continue ensuring that the needs and interests of small communities are reflected in all major federal statutory, regulatory, funding, and policy decisions made in Washington, including the 2010 Decennial Census. Thank you for the opportunity to share our perspective with you and I would be happy to answer any of your questions.

Mr. CLAY. Thank you so much for that testimony.

I don't think it is going to function properly, but we will note for you when your 5 minutes are up. Mr. Coats, you may proceed.

STATEMENT OF ROBERT COATS

Mr. COATS. Thank you, Mr. Chairman, for inviting me to be here today, and thank you for selecting the Fayetteville area of North Carolina as a dress rehearsal site for the LUCA program and the 2010 census dress rehearsal.

I have worked with census data since the 1990 census, and since that time I have noticed a number of dramatic changes to the demands placed on census data. There has been a dramatic demand for more timely data, for more accurate data, for data that is available in a more user-friendly format, and also the advent of the GIS systems have placed a demand on having data that can be tied directly with mapping products.

The highest demands, in my experience, have come from policymaking communities, businesses, non-governmental organizations, the academic communities, and the media in North Carolina.

To meet these increasing needs, the Census Bureau has risen to the challenge by utilizing Internet resources and CD-ROMs, establishing dissemination partnerships with each State through the State data center programs and the business and industry development centers programs. They have also created new products such as the American community survey and the LUCA program.

The decennial census and other surveys, such as the American community survey, rely on getting questionnaires to addresses and getting responses back from those addresses. These addresses are housed on the master address file.

While the Federal resources are used to update the master address file, the Census Bureau, to its credit, has recognized that local input would improve the map resource even better. However, the problem has been that local governments don't participate consistently and we are left with an uneven quality on the map product, and therefore uneven coverage on census data.

So why don't local governments participate with this LUCA program? I believe the answer, as I saw it reflected in the dress rehearsal in North Carolina, breaks down basically to communication. Invitation letters were mailed to highest elected officials, and they were asked to designate LUCA liaisons in their communities. Large local governments are very busy. Small local governments have irregular business hours and may only be open 1 day a week. The local officials that are contacted may not be familiar with the LUCA program, which last happened before the 2000 census, or may not be familiar with its impact. And the Census Bureau may have had outdated contact information for these highest elected officials.

In North Carolina, the Regional Census Office, housed in Charlotte, has a very good working relationship with my office. We were able to provide them with the most up-to-date contact information for local officials. My office contacted local governments to discuss the local impact and importance of the LUCA program. The Regional Census Office held promotional and training workshops in the dress rehearsal area. The State contact networks, the State

data center, facilitated these partnerships by allocating office space, by making contact with their local governments. And the national headquarters staff from the U.S. Census Bureau, along with public information officers, met in Raleigh with local officials and toured the dress rehearsal area, meeting with local media outlets and community leaders.

When communication and promotion is fostered, participation in the LUCA program improves.

It is true that participation with LUCA and the census support increase the communication and outreach, but the resulting participation is not the quality that U.S. Census Bureau anticipated or desired. Some of the possible cause of this was local buy-in to the LUCA program. Many local governments, specifically the local GIS offices, felt that earlier census maps lacked the accuracy that they had in their local offices.

In conversations with them and from the Regional Census Office, the discussion came about discussing the MAF/TIGER Accuracy Improvement Program [MTAIP]. In this discussion, it was revealed that all the centerline files for census maps for the dress rehearsal area had been realigned, and the entire State of North Carolina's maps would be realigned by the 2010 census date, meaning that the new maps would be as accurate as the local maps. In that light, local governments saw much more value in buying into the program, because they realized they weren't supporting flawed products.

There was discussion of the joint promotional and training workshops. The workshops that are currently going on are the promotional workshops to educate local officials about what LUCA is. During the dress rehearsal time, the promotional workshops and training workshops happened at the same time. This ensured that at least half the population was going to be bored at any one time.

The local officials did not need to know about the training aspect. The people who were going to be doing the verification didn't necessarily need to know the promotional aspect. So the outreach materials and the outreach conversations need to be targeted to the appropriate audience.

On the technical support issue, there was a consistent problem in getting local address data to the Census Bureau in the prescribed Census Bureau format. The Bureau mentioned that MAF/TIGER Partnership Software would be available by the time of the dress rehearsal, and at the current time that software is not available.

Also, there were limited training opportunities, limited phone support opportunities to these technical workers.

In order for these tools and training to be effective, there has to be consistent support and the tools have to be available to the people that need them.

Lack of presence was also a problem in terms of getting local government buy-in to the LUCA program. In April 2007, the local office opened in Fayetteville for the dress rehearsal area; however, the LUCA program was conducted in the fall of 2006. If that regional office, that local office, had been opened slightly earlier, there would have been a local presence for the Census Bureau and local officials would have felt that there was an easier way of con-

tacting the Bureau for support or input. If possible, I would hope that these local offices would be able to be opened sooner in the LUCA cycle that is now underway.

To sum up my comments, North Carolina is firmly committed to the LUCA program because we see the value in having accurate census data, not only in apportionment here in the House of Representatives, but also in serving the daily needs of our communities.

We support the activities of the Charlotte Regional Office, who have been firmly committed and have been extremely helpful in working with us during this time, and we hope that they continue those activities.

I hope that this subcommittee and the Congress, in general, will continue to fund the Census Bureau in every way possible for their very worthwhile work.

Thank you for your time today. I look forward to answering any questions you may have.

[The prepared statement of Mr. Coats follows:]

STATE OF NORTH CAROLINA
OFFICE OF STATE BUDGET AND MANAGEMENT

MICHAEL F. EASLEY
GOVERNOR

DAVID T. MCCOY
STATE BUDGET DIRECTOR

LUCA Challenges and Successes

I would like to thank Chairman Clay and the members of the Subcommittee for inviting me to be a part of today's hearing.

I have worked with census data through the State Data Center partnership since the 1990 Census, and I have seen the demand for accurate and timely socio-economic data for small geographic areas increase at an enormous rate in that time. Users have moved from browsing for data in large printed census volumes to browsing the Internet and disc products. A large part of this increase in demand has been the growth of Geographic Information Systems (GIS) that transpose figures into maps showing the impact of change in our communities. The US Census Bureau has recognized these changes in demand and use and has produced data in different formats, including TIGER Line products for mapping capability. While this growth and change has not happened without complications, the US Census Bureau is to be complemented on having been proactive in facing new needs and challenges.

In preparation for the 2010 Census, the US Census Bureau selected 2 dress rehearsal sites to test operations planned for the decennial census. One of these dress rehearsal sites was Fayetteville, NC, including 9 counties. This area was selected because of the diversity of population, presence of a military base, mix of urban and rural areas, and other factors that have made this area difficult to enumerate. A dress rehearsal of the Local Update of Census Addresses (LUCA) program was held in this area from June to October, 2006. I have been asked to comment on the successes and challenges of this LUCA dress rehearsal today.

The decennial census functions by getting questionnaires to the people and having the public respond to the questionnaires. It is necessary to know where people live to get the questionnaires to them. The US Census Bureau maintains a Master Address File (MAF) that is updated regularly with information from the US Postal Service, Internal Revenue Service, and surveys; however, addresses continue to be missed or incorrectly reported. This leads to less accurate data collection during the census. The LUCA program involves local governments in verifying and updating the MAF for their areas. Including the local experts in this verification process establishes a partnership that benefits everyone, but communication and promotion issues have caused some problems.

The Census Bureau mailed LUCA information and invitation-to-participate letters to the highest elected officials of each jurisdiction and to other key persons. The intention of these letters is to inform local officials of the LUCA program, invite them to a promotional workshop where the program can be discussed, and have the local officials

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designate a liaison to coordinate the address verification process. Nearly all local governments' representatives who attend promotional workshops participate in LUCA in some way. However, the highest elected officials in the larger communities are often very busy, and in the smaller communities, the municipal offices operate on abbreviated business schedules. The information and invitation letters may have been misplaced, delivered to incorrect mailing addresses, or ignored by officials who do not understand the value or impact of the LUCA program. In the LUCA dress rehearsal in North Carolina, the Census Regional Office in Charlotte maintained good communication with me to get the latest list of local officials and their mailing addresses and to contact those local governments who did not respond to the mailings or who chose not to participate in the LUCA program. This gave me the opportunity to follow up with the non-response local governments with a phone call to discuss and promote LUCA participation. While some local government staff may have worked with LUCA for Census 2000, most elected officials were not in office then and were not familiar with the program. Key to the success of the LUCA program is communication with the officials, as well as education and promotion about the impact of LUCA on their communities through better data from the decennial census and the American Community Survey. The invitation and promotional letters were a good step in establishing "buy-in" from local leaders, but to improve participation even farther, the Census Bureau should utilize local resources, such as State Data Centers or Governor's Offices, to stress the local importance of participation. Establishing a strong communication base for LUCA improves participation.

The Census Bureau invited state governments to participate in LUCA for the dress rehearsal and for the 2010 Census. The state government of North Carolina participated in the LUCA dress rehearsal and will verify addresses as possible in the 2010 LUCA program. While state government participation adds another layer of verification to the MAF, the strength of state government participation is in improving communication and promoting participation between local governments and the Census Bureau and in creating participation partnerships among local governments. Small local governments may lack the resources to verify their address lists, but they are willing to help their county government verify addresses in their communities. State government LUCA participation will be served by allowing a longer review period at the end of the local government participation cycle, which will facilitate the state's targeting of those areas that are not being verified by local governments.

Many local governments felt that LUCA was an additional task handed to them by the federal government on top of their already full workload, and they were not willing to participate. North Carolina spent time promoting LUCA participation as an investment in the future of our communities. Lack of participation would hurt our communities with flawed planning information for the next decade. This approach received a positive response, but communicating that message to a 9 county area was time consuming in a LUCA process that is time sensitive. Early promotional material from the Census Bureau highlighting the long-term impact of LUCA may improve timely participation.

Joint promotional and technical training workshops were held in the dress rehearsal areas. The promotional part of the workshop is targeted to the elected officials, and the technical training is aimed at the people actually verifying the addresses. Joint workshops guaranteed that some part of the audience was uninterested. The promotional and technical training should be separate.

Many local government workers who planned to work with the LUCA verification process complained that the Census Bureau maps were less accurate than their local

planning maps, and therefore their LUCA participation was flawed from the outset. Partners from the Regional Census Office and North Carolina's state government discussed the MAF/TIGER Accuracy Improvement Project (MTAIP) conducted by the US Census Bureau to improve centerline accuracy on its map products with the local governments. Improving these census map products had a positive impact on participation in LUCA.

Local governments participating in LUCA frequently had technical questions and difficulty in submitting their LUCA responses in the correct format for the Census Bureau. During the LUCA dress rehearsal, technical support was available only by calling the Census Regional Office. Additional telephone support for technical questions will improve the quality of LUCA responses. MAF/TIGER Partnership Software was under development during the dress rehearsal but was not available for use. During LUCA 2010 promotion workshops held in North Carolina from February through May 2007, the MAF/TIGER Partnership Software was still not available. For local governments that are willing to participate in LUCA, the tools and training must be made available to them.

The open house for the Fayetteville Field Office on April 12, 2007 was well promoted and attended by local leaders and the media. This event could have been even more successful if held earlier in the LUCA cycle. Local elected officials could have become better informed on census operations before the majority of the promotional workshops had passed and this may have improved participation rates.

North Carolina is growing rapidly, and accurate data is important in planning for the needs and future of our communities. As the Governor's Census Liaison for North Carolina and a member of the State Data Center lead agency, I appreciate the efforts the US Census Bureau is making to collect, tabulate, and provide these data, and especially the outstanding service and support of Wayne Hatcher and the staff of the Census Regional Office in Charlotte, North Carolina. I hope this subcommittee and the federal government will support the US Census Bureau in providing data that serves all Americans. North Carolina is committed to working with the US Census Bureau in making the 2010 Census and the American Community Survey successful. Thank you for your invitation to be here today.

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

I want to thank the entire panel for their testimony.

Let me just ask a panel-wide question. We will start with Ms. Hudson and go down the line.

The Bureau may have already addressed this, but share with us, with this committee, what you think the Bureau may need to improve the liaison or the outreach with local governments, between local governments and the Bureau, for issues that you all mentioned, like training and communicating, which is one point that you both stressed, that there was a lack of communication. Should there be a call center at the Bureau, or a troubleshooting process that allows local governments to quickly get those issues in front of the Bureau and then the Bureau respond?

Let me just start with you, Ms. Hudson? What do you see could help fill some of the void here or could help in relationship between local governments and the Bureau?

Ms. HUDSON. Definitely communication would be No. 1, without a doubt. Nothing beats on-the-ground personnel, and when you are dealing with your local government officials, be they mayors, city clerks, be they even council members, whoever would be assigned to work for that particular community, to have a one-on-one contact with an office; be it a regional office or a State office, to have that one-on-one personnel contact is going to be one of the best things that we can do.

What we hear from a lot of our member communities and mayors when it comes to this topic is that they don't know about the program. They haven't heard about the program. My community is a city that serves over 41,000 people, so we do have a liaison. We have someone who is working with the LUCA program that was established because we got the information in the office. But I knew from the outset that this was something very, very important because my community was one of those communities that was miscounted back in 2000, so we have this on our forefront.

But there are so many other communities that just do not, and they don't have the resources, they don't have the allocations, they don't have the computers, they don't have the Internet access, they don't have anything that will put them in a position to really use this to the best of their ability. So we have to start with the communication, and have to start with that on-the-ground personnel to assist some of the smaller communities.

Mr. CLAY. Does the Bureau offer local governments a 1–800 number that they can call in for troubleshooting, or have you witnessed that?

Ms. HUDSON. We were not made aware of one. I know the liaison that works with LUCA works directly in my office, and she was contacted. We received some mail that said that we needed to work with this program. She is the person who is in charge of that, and so she went to one of the training sessions and she came back with a nice booklet.

Mr. CLAY. All right. Thank you.

Mr. Hite, how do you——

Mr. HITE. I agree with everything the Mayor said. I think one of the missing components of all this was noted by Director Kincannon when he made the comment that how a census geog-

rapher may see the process against a local official is dramatically and significantly different, and there needs to be a bringing together of those two different viewpoints.

I think the big issue here is the diversity. We are a Nation of diverse local governments of all shapes and sizes and footprints, and in the interest of the membership that I represent we have to recognize that these folks don't necessarily have the in-house resources to be able to do the important work ahead.

So I agree with the Mayor that training, training, and training is going to be an important part of all of this, and there needs to be some more outreach done by the Census Bureau to better prepare our local officials or assist in that preparation.

Mr. CLAY. And that is how you get the local buy-in?

Mr. HITE. Absolutely.

Mr. CLAY. The local government buy-in of this?

Mr. HITE. And I think that is why there was a disconnect in the 2000 census, because we did not have that level of outreach, communication, and training.

Mr. CLAY. Mr. Coat, how do we improve on the process here?

Mr. COATS. I think communication is definitely the key. In my case I realized that the people conducting the promotional workshops and the technical training coming from the U.S. Census Bureau have a certain script that they have to follow in their training. That script is very general. It doesn't tie the necessary benefits of the LUCA participation to the needs and the interests of local governments.

When I speak to my local governments, I can tell them that in 2000 North Carolina is the tenth largest State in population. We had the highest number of challenges to census counts of any State. That comes from us believing that our populations were under-counted and our local governments were on the ball about challenging what didn't seem right to them.

When I talk to my local governments I can say, LUCA is your opportunity to make sure you are right going into the county. It is either an investment of time going into the census or it is a cost of money by having bad census counts in the long term.

That is a very local, a very State-oriented approach, and I believe that is what the census had in mind when they involved State participation with the LUCA program.

Another key part of that is developing partnerships. Many of these local governments, when they get letters, feel that it is something that they have to do, that it is a mandate that the Federal Government has dropped on the small resources that they do have, and they felt left all alone in this program.

When I talked to them, I let my small, local communities know that if you don't feel that you have the people to do this, maybe you can have a staff member that sits in with your county who is verifying the addresses for your whole county, and that person will focus on your resources. So it is letting them know that you are not along, you can partner with your county, you can partner with other communities, you can partner with councils of government, which are part of our daily dissemination network with the Census Bureau in North Carolina. So it is letting them know that they are not alone and connecting them with the resources that are there.

Now, there was some mention made of 800 numbers and the training that is currently going on. There are two 800 numbers that were mentioned—one of them was not active yet—and that was going to be for the technical support for those people who were using the MAF/TIGER Software. The other number was to connect them with the Census Regional Office, which is a good step in the right direction, but, as has been mentioned, the geographers who work in that division are used to seeing this information all the time. They tend to speak the language that local governments may not necessarily speak in terms of looking at the information. So being able to have someone in place who can kind of speak English to these people helps an awful lot.

So, again, it is communication and partnership and making it personal, as opposed to just a big national thing.

Mr. CLAY. Thank you for that response.

Let me ask Mayor Hudson, after Hurricanes Katrina and Rita, the Bureau released a document called Special Population Estimates of Impacted Areas in the Gulf Coast. It has been widely reported that many people who evacuated from New Orleans went to Texas and other parts of the country. According to the Bureau's analysis, the State of Louisiana experienced a net loss of over 340,000, and Mississippi a net loss of over 42,000 residents, while Texas had a net gain of 136,000. In your opinion, have population shifts created enumeration problems that are unique to the Gulf Coast region? And, if so ordered, how would you suggest the Census Bureau and officials at the State and local levels address these problems?

Ms. HUDSON. To answer your question, yes. I flew in from Gulf Port, MS, this morning, and I am in Gulf Port currently for the Mississippi Municipal League Conference, and driving up and down Highway 90 you see numbers of houses that are vacant, but you also see hotels, and you see hotels that have people who have lived in them since the hurricane. How do you count a person or a family that lives at a hotel? That is the type of question that people who are in hurricane-impacted regions are facing, and those are the types of questions that the partnership between the Census Bureau and local governments can help to answer, because we know where to find those people. We know where they are located. We know those persons who are intending to come home, those persons who are maybe located in a hotel or a shelter. We have that ability, but it is going to take the partnership and the communication between the two to develop a plan of action on how to count them and make sure that we keep that count accurate.

Mr. CLAY. That is a very salient point you bring up, that people are now living in hotels, and that is a very good question to ask the Bureau. Do they plan on counting the people in the hotels in that region?

Ms. HUDSON. There are a number of them that are not just in that region but are across the south, as a whole. We talk about hurricane-impacted areas, but the fact is that the entire United States is now a hurricane-impacted area, and that is because people have moved everywhere, and you have people who are in the process of returning but who are in shelters long term, who have

been in hotels long term in a number of different areas across I know the State of Mississippi.

Mr. CLAY. The Bureau will publish city-style and non-city style addresses on a single list, as opposed to two separate lists, as was done for the 2000 census. In your opinion, will this help or hinder the local governments in their address review? I have never been to Greenville, but I am not sure if it is a mixture of city blocks and kind of more rural settings or not, but apparently the census wants to do something different, as opposed to what they did in 2000. In your opinion, will it help or hinder local governments?

Ms. HUDSON. It is going to have a mixed effect on all of our member communities, just because within the National Conference of Black Mayors you have so many different types of communities—rural, urban, inner city. You have such a mix there.

Ultimately I think it does provide more of a broad base for us to look at and examine, but still it is going to take coming back to working hand-in-hand with some of those member communities, that if they do not understand one form, that they need explanation and assistance on how to determine what will work best for that community.

Mr. CLAY. Yes. Thank you for that response.

Mr. Coats, I commend you on your efforts to ensure full participation in LUCA by governments in the State of North Carolina. Based on your testimony, it appears that your State is being proactive. You identify communication and promotion issues with LUCA in your testimony. You stated that "Local and State governments whose representatives attend promotional events will be most likely to participate in LUCA; thus, one key to increasing LUCA participation would appear to be a higher level of communication between the Bureau and local and State officials." Based upon your experiences in North Carolina, what steps would you recommend the Bureau take to create stronger channels of communication between the Bureau and State and local governments?

Mr. COATS. Within our dissemination network through the State Data Center Program, we have affiliate relationships with the North Carolina League of Municipalities and North Carolina Association of County Commissioners. Both of those organizations have newsletter publications that are circulated monthly and have expressed an interest and a willingness to drop in any kind of articles, even if it is bullet points, that may come from the Census Bureau to keep awareness on census activities during this buildup to the 2010 census.

Mr. CLAY. How can the Bureau encourage other States to behave in a similar manner and actively encourage localities to participate in LUCA?

Mr. COATS. In North Carolina's perspective, I hope other States don't. It is entirely in our benefit for you all not to. [Laughter.]

It really is a local decision that has to be made. At conferences that I have attended for the State Data Center Network, I believe that the other States have that realization.

Mr. CLAY. You do?

Mr. COATS. I do.

Mr. CLAY. OK. You recommend that the Bureau use local resources such as State Data Centers to stress the importance of par-

ticipation in LUCA. How might the data centers facilitate the goal of increasing participation by local government, and what could be done to increase participation by local officials in these promotional events?

Mr. COATS. For the dress rehearsal area we are talking about nine counties around Fayetteville, NC, the military base that is there. There are also pockets of rural areas in those areas, tribal communities, Hispanic communities in those areas. It was not difficult for my office to contact the local governments in those areas. When we get to the point that we are talking about the entire Statewide coverage for LUCA, I don't think that is going to be feasible. It is going to be more people calling the 100 counties and 525 different local governments that we have.

So I think in that case we need to use the resources that are already there, agencies like the League of Municipalities, the County Commissioners, the Association of Broadcasters. The Census Bureau did a good job of facilitating Complete Count Committees leading into the last census involving local community leaders, not just elected officials, but religious leaders and media outlets in the local areas.

Those areas tend to be much more in tune with their local communities. The local communities pay more to information they are going to hear from a local radio station, a local newspaper, or from a community leader than they will by getting a letter in the mail from the U.S. Census Bureau.

Mr. CLAY. Let me ask you about the training. You recommended that promotional and technical training be conducted separately. In our April 24th hearing it was suggested that the training timeframe be expanded. How would you revise the schedule so that the promotional and technical training are conducted in a timeframe that provides maximum benefit to the participants?

Mr. COATS. For the current cycle, introductory letters have already been sent out to the highest elected officials. There was going to be an invitational letter sent out in June to the highest elected officials asking them to select liaisons and a participation level, and technical training would be happening throughout the summer with the actual window for conducting LUCA lasting through the early fall.

I think that is an OK timeframe, because I would like to have folks be able to go to the promotional training and then go to a technical training workshop before they have to make their decisions on how they are going to participate. It provides them with the opportunity to actually make a decision from a leadership point of view, to identify the people who will actually be doing the process, and have them exposed to training before they have to make a formal decision. I think that is a good timeframe.

I would like to have more local presence. I know that, from what I have been told, there are plans to have 14 to 15 local census offices covering North Carolina. If those offices can be in place before that decision has to be made, and if there could be something like the April open house workshop done during that time period where the promotional training is happening and the technical training is happening, the community would have a better vision of what is going on, and I think there would be more buy-in.

Mr. CLAY. Thank you so much for that response.

Mr. Hite, has the National Association of Towns and Townships taken any proactive steps to ensure full participation by your members in LUCA?

Mr. HITE. I think so. We have been working with the Census Bureau in trying to get them to understand our membership. One of the differences that would really set us apart maybe from the League of Cities or the National Association of Counties is that our membership, our elected officials, are for the most part volunteers, have full-time jobs, and their role in local government is done on a part-time basis. That is going to take a special kind of outreach. We have been trying to work with the Census Bureau and rely on our individual State publications to be able to get the information out.

I think that for each of the member States in the national associate one of our greatest challenges is how are we going to get our States as mobilized, for example, as North Carolina has reported it is?

Mr. CLAY. We have heard that the address list and maps provided by the Bureau are not quite as current as those maintained by local governments. Have you found this to be the experience of your membership? And, if so, do you have recommendations for correcting the problem?

Mr. HITE. Well, it has been widespread among our members, and we have been hearing that criticism for some time now. I guess the simple response to how to improve that is to get the local officials more engaged in that process.

I was talking to someone earlier today, and I think a classic example that everybody has heard of Hershey, PA.

Mr. CLAY. Yes.

Mr. HITE. There is no community called Hershey, PA. It is in a township, and the township has not been recognized in those counts. They look at Hershey. There is no community. There is no government structure. So the likelihood is that the count in that area has gone to another community. So as a result, that particular township has to suffer, unless it wants to take on the cost and the burden of doing the census itself and making the appeal.

Mr. CLAY. On that point, we have heard from a number of entities that the appeals process can be quite trying for local governments.

Mr. HITE. It is particularly trying for those volunteers.

Mr. CLAY. Can you tell us a little bit about your members' experience with the appeals process? And do you have any recommendations for improving it?

Mr. HITE. I don't have a great deal of information on it, Mr. Chairman. We could get that from our members nationwide. I do know in Pennsylvania that some of the officials that I have talked to, especially in those areas that they might have a full-time professional manager, that from the 2000 census trying to go through the appeals process was just so cumbersome and so bureaucratic that they just threw up their hands and walked away from it.

As far as specific detail, I would have to get more information for you, Mr. Chairman.

Mr. CLAY. We would love to receive that. Thank you.

Mr. Coats, tell us about the appeals process, what you know about the appeals process.

Mr. COATS. There are a number of different ways that this can be faced. The easiest way to do an appeal is to do LUCA and to participate in such a way that when you see a count come back you can say, well, we think it should be this or that.

Barring that, once the census count is done there was a Count Question Resolution Program [CQR], that ran for, I believe, 3 years after the census data were released. Challenges could be made to those census counts, but only by local government units. So if a town was not incorporated, it had no mayor, there was no way that they could challenge a count. States, counties, or incorporated places could challenge their census counts based on a certain number of criteria. Was there a procedural problem? Were census questionnaires just not delivered to an area? Were boundaries not reported?

We had a town in North Carolina that was completely missed because they had not reported that they had incorporated, so something like that.

Based on that, the census would look at the data that they gathered, would look at the boundaries that they gathered, and they would change either the population or the total housing unit count for that area. All the underlying data stayed the same, so the population may go up or down, but the race sums that might equal that total would not change. It was simply a total population count and a housing unit count that would change.

The other option, if you felt that a count question resolution didn't meet your needs, is to ask for a special census to be done. The special census, as a selling point to my local communities, the local census is paid for by the local governments. The State does not help you do that. The Federal Government does not help local governments pay for another census to be done. And it is usually not cheap. So the local governments have to come up with their own money to ask the Census Bureau to come out and essentially re-conduct a census for their area. Again, they don't really know if they are going to get numbers that they like or not, but that is an option.

Mr. CLAY. I am certainly aware of that. The city that I represent, St. Louis, MO, has done it twice in the last 4 years and were successful on the second try. I didn't realize they had to pay for it.

Thank you for that response.

I thank the panel for your testimony today. I certainly appreciated hearing it.

This hearing demonstrated the need for communication, better communication between local governments and the Bureau. As we make our way toward the 2010 census, it has certainly pointed out the need for strategic communications and a process to ensure that local governments buy in to the census for 2010.

Again, thank you all for today's hearing. That concludes this hearing. The hearing is adjourned. Thank you.

[Whereupon, at 3:35 p.m., the subcommittee was adjourned.]

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