

PREPARED STATEMENT OF
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PERFORMING THE NON-EXCLUSIVE DUTIES OF THE DIRECTOR
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Good morning Chairman Culberson, Ranking Member Serrano, and Members of the Subcommittee. Before I begin this morning's testimony, I want to express appreciation for the appropriations bill passed by the Congress three weeks ago. We are thankful not only for the financial resources, but also for the flexibility that allows us to commit the resources required for the census when they are needed. This year's appropriation helps to reduce the overall risk to the 2020 Census by enabling us to make the critical investments in systems, operations and our Communications and Partnerships programs beginning on October 1 without having to worry about the prospect of a continuing resolution. This appropriation, and the way that it is structured, underscores your commitment to a successful 2020 Census.

2018 End-to-End Census Test

Today, we are in the midst of the 2018 End-to-End Census Test. This is our final major field test before the 2020 Census. We are testing the interfaces between 44 IT systems critical for the Census, and their integration with the 24 major operations that are part of the 2018 End-to-End Census.

The 2018 End-to-End Census Test began in August 2017 with the implementation of the address canvassing operation in three locations: Pierce County, Washington; the Bluefield-Beckley-Oak Hill, West Virginia area; and Providence County, Rhode Island. These locations allowed the Census Bureau to test systems in areas with and without Internet connectivity and to study critical address list development operations in a wide range of geographical situations with conditions similar to those in

many other areas throughout the country, including rural and mountainous areas. Importantly, in areas with low Internet connectivity, Census Bureau field staff were able to receive their assignments and submit their payroll and operational data at the beginning or end of their shifts, which were planned to occur in an area with Internet connectivity, but they did not require Internet access while they were actually conducting the listing operation. We were able to successfully integrate with the operational control system effectively in field conditions. We also integrated with the other decennial systems successfully, such as the system we are using to provide directional information to staff ensuring they complete their work in the most efficient manner possible. Additionally, we also tested the implementation of the independent quality control component, which ensures the proper disposition of cases in real time providing us with important information when cases fail to pass quality control.

The 2017 Address Canvassing effort also revealed areas where our systems and operations need to improve, especially with regard to training. Some of these areas are being addressed as we continue to refine our training modules. Address listing is a complicated process, and we have identified ways to improve technical training. In addition, the West Virginia site, in particular, experienced connectivity issues. The challenge of unreliable wireless signals is one of the reasons that site was chosen. Because of connectivity issues, some of the employees hired to carry out the address listing operation had difficulty completing the self-paced online training at their homes. We continue to examine the experiences of our listers so that we can enhance this functionality and improve both systems and operations.

We are conducting the End-to-End test to learn how our systems and operations function in a near-census environment. Just as we learned a great deal from the Address Canvassing Operation, we are also learning from the operations we are conducting in Providence this year, and we will be making the necessary adjustments to our systems and operations in response to what we observe and experience during the 2018 End-to-End Census Test.

We are now in the midst of peak data collection operations for the 2018 End-to-End Census Test in Providence County, Rhode Island. Providence County was an ideal location choice because it presents many different situations and challenges that we will face across the country in 2020, and its demographics mirror those of the nation. Providence County has a population of over 600,000 and more than a quarter-million housing units, and the county's population includes historically hard-to-count

populations. Providence County provides us with the opportunity to test all of the systems and operations planned for the 2018 End-to-End Census Test. In urban areas of Providence County there are areas with high vacancy rates and where many of the neighborhoods and housing have undergone considerable conversion for many years, which provide the opportunity to validate our address canvassing operation (for example, identifying split or converted housing units), and there is a solid presence of Group Quarters, which are residences that contain multiple unrelated residents.

The self-response phase of the test began with a series of mailings that were sent to housing units beginning last month. So far, the response rate is higher than we anticipated, and we are receiving a high number of responses via the Internet. Households are also responding via the telephone or returning the paper questionnaire by mail. However, consistent with our planned approach for the 2020 Census, the only households that received a questionnaire on the first mailing are those that either do not have strong Internet connectivity or are considered unlikely to use the Internet. Elderly households often fall into this latter category. Regardless, every nonresponding household that has not responded after three mailings will receive a paper questionnaire on the fourth mailing.

There are three additional phases in the peak operations in Providence, Rhode Island. First, the Group Quarters operation is designed to enumerate people who live in places such as college dormitories, skilled nursing facilities, and prisons. Second, the Update Leave operation is designed for areas that do not have what we call “city-style” addresses, which are addresses like 100 Main Street where the address and the geographic location of the housing units are linked. Areas without city-style addresses are most common in rural areas where mailing addresses are grouped together (e.g. multiple mail boxes grouped together at the end of a rural road) and not tied to the geographic location of the actual housing unit. During Update Leave, field staff will update our address list and leave a questionnaire packet at each household in this area. Those that do not respond are included in the next phase, the Nonresponse Followup (NRFU) operation, which is the third operation. In NRFU, we collect the information by sending a census enumerator to interview the household.

All of the planned innovations for the 2020 Census are coming together in the 2018 End-to-End Census Test, and the lessons learned will provide a firm foundation for success in 2020. We are looking closely at data from the Address Canvassing operation to make sure that our blend of in-office and in-field

Address Canvassing meets our standards for an accurate and comprehensive address list. Our Internet and telephone operations are being thoroughly tested, as is our paper data capture operation, and we are confirming our commitment to making it easier for people to respond in real time with a smart phone or a tablet. In a few short weeks, our field staff will be collecting information with hand-held devices, and we will leverage automation to manage their work efficiently and effectively. Finally, we will examine the use of administrative records to inform final determinations about our ability to improve the efficiency of the NRFU operation with information that people have already provided to the government. During and after the test, we will adjust the systems and operations based on what we learned to help us make sure that both the systems and operations are ready for the 2020 Census.

Systems Readiness

We developed a comprehensive schedule for developing and integrating the key systems for the 2018 End-to-End Census Test. Each system has its own well-defined scope, requirements, schedule, and costs, and each is overseen by experienced project management teams. As we enter the peak operations of the test, 40 out of the 44 systems supporting the test have been deployed. No system will be released without completing the necessary integration testing and security authorizations, and all 44 are on track to be fully integrated and deployed when they are needed to support operations in the test.

The Census Bureau has been working closely with the Government Accountability Office (GAO) to ensure that we both have a consistent understanding of the status of systems readiness, and we are monitoring final development and testing of the remaining systems needed for the 2018 End-to-End Test. All of our systems for the 2020 Census are being integrated through a contracted solution that we refer to as the “technical integrator.”

The Census Bureau’s Office of Information Security, under the guidance of the Department of Commerce’s Chief Information Officer, is working with the technical integrator to ensure that the systems are secure and are authorized to operate (ATO) before going live. The ATO process is critical because it ensures that cybersecurity standards are addressed and risks are minimized for all systems based on federal policies and procedures. GAO is reviewing our progress to ensure that our processes and procedures within our Systems Engineering and Integration framework are consistent with GAO’s

best practices. We value the independent assessment of GAO and are thankful for their continued assessment and support in regards to systems readiness.

With respect to the 2018 End-to-End Test and looking forward to the 2020 Census, the Census Bureau is maintaining a well-defined schedule and framework for releasing systems for the remainder of the test and then for the 2020 Census. Lessons learned from the 2018 End-to-End Census Test will be incorporated to enhance and improve the systems. We also have a well-developed process for conducting the scalability tests on our systems during 2018. The technical integrator is enabling the scalability test using infrastructure in the cloud and the data center. Conducting the scalability tests is a major milestone this year, and we are eager to meet this milestone and fine tune our systems to scale to predicted peak loads in 2020.

Finally, we are engaging with the Federal government intelligence community in the area of cyber security with the goal of working together to make sure the information we are collecting is protected, and that we can withstand the threat of cyber attacks.

2020 Operations Already Underway

It is important to note that even as we are in the midst of the 2018 End-to-End test, key operations for the 2020 Census are already up and running. We met an important legal milestone when we delivered the questions for the 2020 Census and the American Community Survey on March 29, 2018.

The Local Update of Census Addresses (LUCA) program, which began last year, is currently underway. LUCA provides tribal, state, and local governments an opportunity to review and comment on the Census Bureau's address list, while following the requirements of Title 13. More than eleven thousand governmental units have registered for the 2020 Census LUCA program. The Census Bureau has begun sending these governments their address packages so that they can conduct their review. For the 2020 Census LUCA program, 45 states, the District of Columbia, and the Commonwealth of Puerto Rico, as well as major counties and cities, and tribal governments, have chosen to participate. In fact, while the current LUCA registrations exceed the registrations for the 2010 Census program, we are even more pleased that these participating governments cover more than 98 percent of both the housing units and the population across the country. This is unprecedented relative to 2010 or 2000, when LUCA began. The

success of this program is a testament to the strong relationships our Geography Division has continuously been building with state and local governments.

Our “In-Office Address Canvassing Operation” also continues. This is one of the important innovations in the 2020 Census. Since 2015, staff have been updating the most recent Census Bureau address list with new information from the United States Postal Service (USPS) and data from tribal, state, and local governments and third parties (i.e., commercial vendors). They review satellite imagery to determine where changes in addresses are occurring, and based on these changes, the Census Bureau will develop a plan for capturing those changes. This plan will include In-Field Address Canvassing where address updates cannot be obtained or verified or in areas undergoing rapid change. The number of addresses requiring In-Field Canvassing is expected to be approximately 30 percent of the total number of addresses, which is a far cry from 2010, when we conducted In-Field Canvassing across the entire country.

Enumerating Traditionally Undercounted Populations

Ultimately, the objective of the Census Bureau -- the objective to which all of the systems development and the implementation of the operations is directed -- is to ensure a complete and accurate census. This means we must also encourage people to respond. As in past decennial censuses, we will mount a robust Communications and Partnership Program to encourage everyone to respond, including those who are traditionally hard to count. People may be hard to count for different reasons, such as being highly mobile, homeless, living in remote areas, or living in gated communities. Others may be reluctant to respond because they are suspicious of the government or have low levels of community engagement. Finally, others may be willing to participate in a census but may find it difficult to respond due to language barriers, low literacy, or lack of phone or Internet access.

For 2020, we are building a research foundation for our Communications and Partnership Program that is stronger than in 2010. We are currently conducting the Census Barriers, Attitudes and Motivators Survey (CBAMS), which consists of two components. First, a *quantitative* survey was mailed out to 50,000 households. We expect data from this survey in the summer, which will give us important information about the major population groups in the country. The second component consists of *qualitative* focus groups that will allow us to hone in on the attitudes and motivators of smaller population groups and

populations that cannot be well represented in the quantitative survey, including American Indians, Alaska Natives, and people who speak other languages and are not proficient in English.

The information we receive from CBAMS will be combined with other data at the Census Bureau that we are using to develop models projecting the likelihood of people to respond. Along with the information from CBAMS, this information will provide us with the strongest research foundation we have ever had. These research efforts will help us ensure that our messaging is as effective as possible, and that our advertising and partnership efforts are well-directed. Finally, with the support of the recent appropriation, we are looking at other important communications activities and ramping up our partnership staff earlier than planned.

We recognize that communications and partnership is at the heart of reaching traditionally hard to count populations. Extensive advertising in the form of media consumed by specific populations is critical. In addition to traditional media, we will be active in digital media and on the web. Our advertising and partnership support materials will be in multiple languages, and we will develop and implement a Statistics in Schools program that will help young people understand the importance of responding to the census so that they can take the message home to their families. We also plan to strengthen our national and local partnerships.

We are currently reaching out to major corporations and national organizations, two years ahead of Census Day, so that they can build support for the 2020 Census into their business plans. This is the earliest we have ever started this effort. In addition, seasoned partnership specialists, many with decades of experience, have been working since January 2017 to help tribal, state and local governments develop “Complete Count Committees,” which bring leaders and government officials together to develop plans to support the 2020 Census. As we ramp up to 1,000 partnership specialists in FY 2019, our goal is to exceed the 248,000 community partners we had in 2010. Our partners are the trusted voices in communities across the country. They include schools, hospitals, clinics, legal aid centers, faith-based organizations, and businesses large and small. Census partners help everyone know that responding to the census is safe and important, and that their responses are confidential and protected by law.

Our efforts to reach traditionally undercounted populations do not stop with communications and partnership. Through our language program, in addition to English we will make it possible to respond to the Census in 12 languages covering nearly 99 percent of the population, or 87 percent of those with limited English proficiency. We also will provide language support materials in a total of 59 languages, and we are developing templates to help our partners carry our messaging in the languages and dialects spoken by small population groups throughout the country.

Precisely in order to reach people who live in different places and situations, the communication and partnership program based on research will be the most tailored in our history. In fact, most of the operations I have mentioned—from our field operations, to our communication and partnership efforts, to our language—are tailored to reach people who live in different places or situations. We tailor our operations for rural areas and for areas that have experienced natural disasters. With that in mind, I would also like to share that we recently made the decision to extend the Update Leave operation that I described earlier across the entire Commonwealth of Puerto Rico. This will help us ensure that our address list is correct, and that we are adapting to any changes caused by Hurricane Maria. We will make similar changes to other areas as necessary, including the Gulf States impacted by flooding, and those parts of the Western states that experienced wild fires. In addition, as mentioned earlier, our Group Quarters operations make sure that we reach people in group homes, college dormitories and prisons, as well those experiencing homelessness. We also conduct a specific operation in remote Alaska that actually starts in January of 2020 before the tundra thaws and many people leave their towns and villages. These are only some of the many other examples of the steps we take to adapt our operations to the unique places where people live.

Finally, we are asking federal, state, and local leaders to encourage their constituents to stand up and be counted. We ask that leaders remind the public that the answers they provide on a census form are confidential and protected by law. It is important that community leaders ensure the public knows that census answers may not be used for law enforcement or any other purpose that would reveal a person's identity or how an individual responded to a question. Anyone who handles Census data swears an oath to keep those data confidential for life. Under Title 13, using these personal data for any other reason than to produce population statistics is punishable by fines and up to five years in prison. Public encouragement and reassurance would help achieve our goal of

a complete and accurate census. We go to great lengths to include people living in every situation, because in the decennial census it does not matter how hard it is to reach someone, what matters is that we reach everyone.

Activities Supported by the FY 2019 President's Budget

The FY 2019 President's Budget requests \$3.8 billion for the Census Bureau. Within this total, the Budget requests \$3.5 billion for the Bureau's Periodic Census and Programs account, of which \$3.1 billion supports the 2020 Decennial Census. As noted above, the Census Bureau appreciates this Committee's support for the decennial census and the inclusion of an additional \$1.1 billion beyond the program's estimate for 2018 (including contingency funds) in the 2018 Omnibus appropriations act. These funds will help to provide financial certainty to the program as we transition from FY 2018 to FY 2019, and represent a down payment on the \$3.1 billion requested in 2019 to continue all preparatory activities and existing field operations.

As we move into 2019, we will be undertaking a wide range of simultaneous activities designed to finalize preparations for the 2020 Census as outlined in the President's budget. Key activities for the 2020 Census will take place in 2019. We will be making final refinements for all systems to ensure they meet all requirements, are secured, tested, and are seamlessly integrated. The field offices and other field infrastructure must be stood up nationwide in 2019, with the first 40 Areas Census Offices (ACO) offices opening between January and March of 2019, and the remaining 208 offices opening in the summer of 2019. The ACOs will house the managers, staff, materials, and equipment needed to support the hundreds of thousands of Census Bureau employees conducting local census operations.

We will also be increasing the number of Partnership Specialists to our planned level of 1,000. This staff will work throughout 2019 to build the network of more than 300,000 census partners who will be the trusted voices to encourage communities across the nation to respond to the 2020 Census. In October 2018, we will also begin the full-scale development and implementation of all aspects of the Communications Program, including the establishment of the media spend plans, the messaging, and the creative treatments of the advertising campaign. This work lays the foundation for our first advertising buys for the 2020 Census in May 2019.

In 2019, we will conduct the first major field operation: In-Field Address Canvassing, which I mentioned earlier. In this operation we send listers out to areas that are the most difficult to canvass and cannot be updated in the In-Office Address Canvassing Operation. Approximately 76,000 field listers and supervisors will be trained and sent into the field to complete this difficult and important work from mid-August to early October of 2019. Recruitment for this operation will take place in the spring of 2019, with training beginning in summer 2019. The operation itself will begin in late summer and stretch to early fall.

The 2020 Census questionnaire and materials must be finalized by early 2019 so the physical printing of the majority of the paper materials for the 2020 Census can begin in June. We will also finalize and secure all of the operations and systems related to the use of administrative records and third-party data and ensure they are working together in preparation for use in the 2020 Census.

Finally, I would be remiss if I did not mention the other programs supported by the President's budget. The Current Economic Statistics programs provide monthly, quarterly, and annual data on the Nation's economy that move markets and drive economic growth. The FY 2019 request supports continued collection, processing, and dissemination of data used to calculate measures of GDP and other principal economic indicators. We also will be doing important work on the Economic Census, which is the cornerstone of the Nation's economic data, providing the foundation for GDP and other economic indicators and benchmarks for the current economic surveys. In 2019, work that has been deferred related to data collection will finish, including follow-up, telephone contacts, and updating the business register.

The request also supports the Current Demographic Statistics Programs, which provide social and economic information on a monthly, quarterly, and annual basis that are used to create the official measures of employment, unemployment, and poverty. These programs also produce widely used measures of income and health insurance coverage. Each year, these programs enable the Census Bureau to release updated estimates of the population of the U.S, states, counties, cities, and townships.

Additionally, the President's request supports the American Community Survey (ACS). The collection of ACS data from 3.5 million households per year is a massive logistical undertaking, covering everything from the initial mailing of forms to households and the processing of mail and Internet responses, to collection of data from non-responding households through personal interviewing, to processing and releasing the data in ways that make these valuable data available to users and protects the confidentiality of respondents. The data that the ACS collects are critical for communities nationwide—the ACS is the only source of many of these topics for rural areas and small populations. In addition to federal government agencies, businesses benefit from ACS data as do state, local, and tribal governments.

All of the censuses and surveys we conduct at the Census Bureau are important, and we appreciate the support of the Congress for the wide range of work we do each year. With two years until Census Day, though, I think the Congress is appropriately focused on the 2020 Census, and as you can see, we are now heading full speed ahead. We have a lot of work to do, but we are well underway. I look forward to answering your questions.