

It's time. Make yourself count.

Census 2010



Education Kit

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I. Overview

A. *The census is mandated by the Constitution*

Article I, Section 2 of the United States Constitution places the census at the core of our democratic system of governance by calling for a count of the nation's population every ten years. The census and the related American Community Survey provide information that is the cornerstone of knowledge about the American people. It is the basis for virtually all demographic and socio-economic information used by educators, policy makers, and community leaders.

B. *Important uses of census results*

Census data directly affect representation in Congress and presidential elections, federal spending on many important programs, compliance with federal civil rights laws, and private sector decisions on investment and location of facilities.

Every ten years, census population counts are used to reapportion the 435 seats in the House of Representatives among the states and then to draw legislative districts in the states. The number of electors each state receives for presidential elections is the number in its congressional delegation (number of representatives in the House and Senate).

In addition, census data directly affect decisions made on all matters of national and local importance, including education, employment, veterans' services, public health care, rural development, the environment, transportation, and housing. Many federal programs are statutorily required to use decennial data to develop, evaluate, and implement their programs. Federal, state, and county governments use census information to guide the annual distribution of hundreds of billions of dollars for critical services.

The data are also used to monitor and enforce compliance with civil rights statutes, including the Voting Rights Act of 1965, and employment, housing, lending, and education anti-discrimination laws.

C. *Overview of the challenges of achieving an accurate count*

Up until 1990, the overall accuracy of the census improved with each decennial census. In 1990, however, the trend reversed; the national net undercount, as well as the differential undercount of minorities, increased from the previous census. With a new communications plan that included paid advertising, a partnership program, and increased funding, the 2000 census was a significant improvement over the 1990 census. However, this time the census resulted in a net national *overcount* of one half of a percent and a Black-White (non-Hispanic) differential undercount of 3.0 percent.

Counting every person residing in the United States is a difficult endeavor and despite the Census Bureau's best efforts, some households are missed by the count; some households are counted more than once; and still others respond with incorrect information. However, because the accuracy of the census directly affects our nation's ability to ensure equal representation and equal access to important governmental resources for all Americans, ensuring a fair and accurate census must be regarded as one of the most significant civil rights issues facing the country today.

The 2010 census will be faced with new challenges to stakeholders, including a larger, more diverse, and more mobile population; the displacement of thousands by natural (Hurricanes Katrina and Rita) and humanmade (foreclosures) disasters; increased concerns about privacy and confidentiality in a post 9/11 environment; the potential chilling effect of anti-immigrant



policies; and, most recently, a severe economic recession. In addition, the Census Bureau has a number of significant internal challenges, from funding shortfalls, to unfilled leadership positions, to the failure of major information technology systems.

D. Overview of the 2010 Census Plan

The 2010 census includes the most significant change to the census since 1930. In 2010, every household will receive a short form census consisting of ten questions, covering six topics. The long form previously sent to one out of six households will be replaced by the American Community Survey (ACS). The ACS is still a part of the decennial census and collects essentially the same questions as the long form. But instead of once a decade, the ACS is sent to a rolling sample of addresses every month, every year, throughout the nation, producing annually updated estimates of important socio-economic indicators about the nation's population and housing.

The Census Bureau has been planning for the 2010 census for an entire decade, but significant operations started in the fall of 2008 when recruitment began for address canvassing. The address listers will walk the streets in the spring and summer of 2009 to update the Census Bureau's address file. In January 2010, enumeration begins in remote Alaskan villages; most households will receive their census forms in the mail in March. April 1, 2010 is Census Day. By late April through June, the Census Bureau will follow up with households that either did not return their form or did not fill out all information. In late summer and fall of 2010, the Census Bureau will conduct a post-enumeration survey to check for accuracy. In December, the Bureau will report state population totals to the President for apportionment purposes.

The Census Bureau's plan for outreach includes an integrated communications plan, which consists of a partnership program, paid advertising, and a Census in Schools program. People who need help filling out their census forms can visit Questionnaire Assistance Centers or call Telephone Questionnaire Assistance lines; people who think they were not counted can pick up a form at Be Counted sites in every community. Some households will receive a bilingual form in English and Spanish. The census form also will be available in Simplified Chinese, Vietnamese, Korean, and Russian, while language guides in more than 50 additional languages can assist others whose English proficiency is limited.



II. The Importance of the Census

The decennial census has several important uses, some of which are discussed below. First, decennial census data on state populations determine the number of seats in Congress each state receives and how those districts are drawn, through processes called “reapportionment” and “redistricting”. Second, the census provides the figures that determine the number of electors each state receives for presidential elections. Third, census numbers determine the allocation of hundreds of billions of federal program dollars. Fourth, federal agencies and private litigants use data on race, ethnicity, national origin, sex, age, and disability to monitor compliance with civil rights laws and to determine where disparities exist and remediation is required. Finally, the private sector uses census data to make important decisions about their businesses, including investment strategies, hiring plans, and location of facilities.

A. Reapportionment, redistricting, and electors

The census has a profound impact on the way that our nation chooses its leaders. The U.S. Constitution calls for two houses in Congress—one, the Senate, consists of two representatives from each state; the other, the House of Representatives, consists of 435 representatives, distributed among the states based on their respective populations. The size of the House is set by federal statute. After each decennial census, the new population counts are used to reallocate the number of districts per state, according to a mathematical formula set by law, based on the population of that state. Each state is guaranteed at least one congressional district regardless of population. This process is called “reapportionment.”

Under Title 13, U.S.C., the Secretary of Commerce is required to submit the state population totals to the President within nine months of Census Day. Title 2, U.S.C. then requires the President to submit the apportionment to the Clerk of the House within five days of the convening of a new Congress.

After the states receive the number of districts allowed per state, it is their responsibility every decade to draw the boundaries of those districts in their states. This process is called “redistricting.” In some states, the legislature is responsible for redistricting, while in others, independent commissions set redistricting plans.

Both reapportionment and redistricting directly impact the local, state, and national leaders voted to serve in office because of the politics involved in redistricting in each state. For example, many states, led by the majority party, have drawn districts in such a way that opponents to the majority party are sequestered in just a few districts, leading to district maps that are skewed towards one party. In effect this has lowered or even eliminated the competition for seats in the House of Representatives, which has impacted the competition of House seats nationally. This process is called “gerrymandering”.

Reapportionment also influences the number of electors that each state receives for presidential elections. The census is used to determine the number of districts of each state, which in turn determines the number of electors in each state. The number of electors in each state is equal to the congressional delegation, which is the number of representatives in the House and Senate combined.

B. Federal, state, and local programs

The decennial census determines the allocation of close to \$400 billion annually for planning and implementation of federal programs and services such as school construction, housing and



community development, road and transportation planning, and job training. The people served by many of these programs include those in hard-to-count communities who are at greater risk of being missed in the census, thereby skewing projections of needed resources and, potentially, appropriations based on projected need. Examples of these programs include (dollar amounts reflect FY2007 allocations):

- Food stamps – \$30.4 billion
- Section 8 Housing Choice Vouchers – \$16.1 billion
- National School Lunch Program – \$8.6 billion
- Head Start – \$6.2 billion
- State Children’s Insurance Program – \$5.5 billion
- Women, Infants, and Children (WIC) program – \$5.3 billion
- Foster care (Title IVE) – \$4.5 billion
- Child Care Mandatory & Matching Funds – \$2.9 billion
- School Breakfast Program – \$2.1 billion

Additional programs and specific populations served by these programs are highlighted below.

1. Workers

Decennial census data provide the basis for local, state, and federal policy makers to make critical decisions affecting workers and their families. In particular, census information is used for the following:

- Identifying local areas eligible for grants to implement job training and other employment programs under the Job Training Partnership Act;
- Pinpointing state and local areas with a labor force surplus for programs that promote business opportunities under the Labor Surplus Areas Program;
- Monitoring and enforcing employment discrimination laws under the Civil Rights Act; and
- Planning job training programs for seniors under the Older Americans Act.

Census information is also used to distribute approximately \$12 billion in funds for the following federal programs that are beneficial to workers and their families:

- Unemployment insurance;
- The Workplace Investment Act provides funding to help adults, dislocated workers, and youth find employment that leads to self-sufficiency through various services available at local support centers;
- The Employment Service focuses on providing a variety of employment related labor exchange services, including, but not limited to, job search assistance, job referral, and placement assistance for job seekers, re-employment services to unemployment insurance claimants, and recruitment services to employers with job openings;
- The Senior Community Service Employment Program;
- Native American Employment and Training;
- Prisoner Reentry programs seek to reduce recidivism by helping former inmates find work when they return to their communities largely through faith-based and community organizations; and
- Work Opportunity Tax Credit Program (WOTC) and Welfare-to-Work Tax Credit (WtWTC).



Local governments in particular require data at the neighborhood level for school planning, transportation, and economic development. They use census data to:

- Fund child care to enable low-income and working families to work, train for a job, or obtain an education;
- Fund health care for infants and children;
- Fund policing agencies and community-based entities to work together to reduce crime;
- Fund local agencies for food, health care, and legal services for senior citizens and individuals with disabilities;
- Develop and strengthen the criminal justice system's response to violence against women; and
- Determine the number of people eligible for Social Security and Medicare benefits.

2. Education

The accuracy of the 2010 census has significant implications for the education of the nation's schoolchildren. The ACS provides the U.S. Department of Education with the most comprehensive data on school enrollment and educational attainment. Census population figures are used to draw school district boundaries and determine funding allocations for many education programs. Data from the census provide federal, state, and district governments with benchmarks for evaluating the need for and effectiveness of policies that affect the well-being of children, for determining program eligibility, and for applying financial aid allocation formulas.

Census information is needed for the following:

- Safe and Drug Free Schools and Communities State Grants that provide support to state education agencies for a variety of drug and violence prevention activities focused primarily on school-age youth;
- Special Education Preschool Grants for children ages 3 through 5. Funds under this program are also used to cover the costs of related services including the salaries of special education teachers, speech therapists, and psychologists;
- Reforming elementary and secondary school programs that serve Native American students under the Indian Education Grants to Local Educational Agencies program; and
- Title I Program for Neglected and Delinquent Children that provides grants to states to help provide education continuity for youth in correctional facilities so they can make successful transitions to school or employment once they are released from state institutions.

Additionally, the census and ACS provide comprehensive demographic data that support the informed development of education policy. Data on school enrollment (including whether individuals attend public or private schools) and educational attainment can be cross-tabulated with information on the nation's student population and the households in which they live (including location, age, sex, income, family structure, labor force status, and disabilities) to help educational policymakers address specific needs and challenges students might face in their communities.

Census data are also used for a number of critical education functions, including drawing school district boundaries, providing direct aid to schools that serve children with limited English proficiency, determining illiteracy levels among language minorities, profiling the socio-economic conditions of school-age children, and measuring changes in education levels across communities so employers can determine where to locate new jobs. Furthermore, census data are used to help allocate approximately \$26 billion annually in education funding (FY 2007):

- The census is used to disperse Title I grants for state educational agencies to improve the education of economically disadvantaged children and to distribute funding for the



Rehabilitation Services-Vocational Rehabilitation State Grants program and the Safe and Drug-Free Schools and Communities program;

- Other U.S. Department of Education programs that use the data in their allocation formulas and eligibility determinations include: Special Education - Grants for Infants and Families with Disabilities; Improving Teacher Quality Grants; Education Technology Grants; Rural Education; Even Start State Educational Agencies; and Comprehensive School Reform Demonstration.

There is no comparable comprehensive source of information about the population to support U.S. Department of Education initiatives.

3. People of Color

The decennial census collects data on Hispanic origin and race in order to comply with nondiscrimination legislation, address racial disparities, and provide statistics to federal agencies. In particular census data are used for the following:

- Ensuring enforcement of language assistance rules and creating legislative districts under the Voting Rights Act;
- Identifying population segments that need medical services under the Public Health Service Act;
- Monitoring and enforcing equal employment opportunities under the Civil Rights Act; and
- Funding programs at historically black colleges and universities to foster equal opportunity through post-secondary education for African Americans.

4. Immigrants

The ACS collects information on place of birth, citizenship, year of entry, and language spoken at home in order to better serve the needs of immigrants and refugees. Knowing the characteristics of immigrants helps policy makers understand how different immigrant groups are assimilated. The data also help fund programs specifically geared towards those who have difficulty with English. Decennial census data are used to:

- Allocate funds to public and private nonprofit organizations to provide employment resources aimed at making the foreign-born economically self-sufficient;
- Assist states and local agencies with developing health care and other services tailored to the language and cultural diversity of immigrants;
- Evaluate voting practices of government subdivisions, such as states, counties, and school districts, under the Voting Rights Act;
- Evaluate the effectiveness of equal opportunity employment programs and policies under the Civil Rights Act;
- Allocate grants to school districts for children with limited English language proficiency; and
- Develop health care and other services tailored to the language and cultural diversity of the elderly under the Older Americans Act.

5. People with disabilities

Census data directly affect funding for many programs critical to individuals with disabilities including programs for education, health care, transportation, employment training, and housing. The federal government uses census information to guide the annual distribution of approximately \$15 billion in services to people with disabilities (FY 2007). For example, the information is used to:



- Help state and county agencies plan for eligible recipients under the Medicare, Medicaid, and Supplemental Security Income programs;
- Distribute funds and develop programs for people with disabilities and the elderly under the Rehabilitation Act;
- Distribute funds for housing for people with disabilities under the Housing and Urban Development Act;
- Allocate funds to states and local areas for employment and job training programs for veterans under the Job Training Partnership Act, Disabled Veterans Outreach Program;
- Ensure that comparable public transportation services are available for all segments of the population under the Americans with Disabilities Act;
- Award federal grants, under the Older Americans Act, based on the number of elderly people with physical and mental disabilities;
- Allocate funds for mass transit systems to provide facilities for people with disabilities under the Federal Transit Act;
- Provide housing assistance and supportive services for low-income individuals with HIV/AIDS and their families under the Housing Opportunities for Persons with AIDS (HOPWA) program; and
- Make available special education for children ages 3 through 5 through Special Education Preschool Grants.

6. Senior citizens

Census data on age help policy makers target funds and services to senior citizens. The following provide examples of how policy makers use census data to develop programs and allocate approximately \$200 billion in federal funds:

- State and county agencies use the data to forecast the number of people eligible for Social Security and Medicare;
- Planners use it to determine the number and location of hospitals, health service centers, and retirement homes;
- The Nutrition Education Program uses the data to help elderly persons obtain nutritionally sound meals through senior citizen distribution centers or via meals-on-wheels programs;
- Funds are distributed through programs developed for people with disabilities and the elderly under the Rehabilitation Act;
- Equal employment opportunity is enforced under the Age Discrimination and Employment Act;
- Planners use it to ensure that comparable public transportation services are available for all segments of the population;
- Federal agencies require these data to award federal grants, under the Older Americans Act, based on the number of elderly people with physical and mental disabilities;
- Under the Very Low-Income Housing Repair Loans and Grants program, the data enable older people who cannot afford to repay a loan to remove health and safety hazards in their homes;
- The Senior Community Service Employment program, funded under Title V of the Older Americans Act, helps economically disadvantaged individuals aged fifty-five and older with poor employment prospects gain financial independence through employment training, referrals, and counseling;
- The Prevention of Elderly Abuse, Neglect, and Exploitation program coordinates state and local adult protective efforts with other state and local service programs that focus on elderly abuse prevention and intervention;
- The Long Term Care Ombudsman Services for Older Americans program allows state and local long term care ombudsmen to speak and act on behalf of the residents of



- nursing homes by investigating nursing facility complaints and providing community support to those who often cannot speak or act on their own behalf;
- The Indian Program Grants to Indian Tribes and Grants to Native Hawaiians help provide meals, health care, and transportation to elderly Native Americans and Native Hawaiians who are disproportionately poorer than the older population in general; and
 - The Supportive Housing for the Elderly Program, administered by the Department of Housing and Urban Development, supports the creation of housing facilities specifically for older persons.

7. Rural Areas

Census information is used to plan tunnels, bridges, and roads. The data help federal and local emergency management agencies assess the damage from tornadoes, floods, and droughts and plan recovery assistance. Census data also help local governments and businesses plan future economic development by forecasting future demand for goods and services. The federal government allocates approximately \$15 billion in funds to assist rural areas. Specific programs critical to rural communities that rely on census data include:

- The Food Donation Program, which provides food to individuals, families, and institutions;
- Intermediary Relending Programs, which finance business facilities and community development projects in rural areas. Loans are made by the Rural Business Cooperative Service (RBS) to intermediaries to establish revolving loan funds for rural recipients;
- Business and Industrial Loans, which improve, develop, or finance businesses and industries, creating jobs and improving the economic and environmental climate in rural communities (including pollution abatement);
- The Emergency Community Water Assistance program, which assists rural communities that have had a significant decline in the quantity or quality of drinking water in repairing and replacing rural water treatment facilities;
- The Rural Domestic Violence and Child Victimization Enforcement Grant Program, which improves and increases services available to women and children in rural areas by encouraging community involvement in preventing domestic violence and child abuse. Funding helps increase victims' access to treatment and counseling and further strengthens the investigation and prosecution of domestic violence and child abuse cases;
- Rural Development Loans and Loan Guarantees, which provide zero interest loans and grants for telephone and electric utilities to promote rural economic development and job creation;
- Rural Cooperative Development Grants, which improve the economic condition of rural areas through the development of new cooperatives and the improvement of existing cooperatives;
- The Very Low to Moderate Income Housing Loans program, which allows low-income and moderate-income rural residents to purchase, construct, repair, or relocate a dwelling and related facilities;
- Assistance to rural renters through the Rural Rental Housing Loans Program and Rural Rental Assistance, which provide subsidies to very low-income individuals or direct mortgage loans to very low-, low-, and moderate-income families; the elderly; and persons with disabilities;
- Formula Grants for Other than Urbanized Areas, which funds operating and administrative assistance for transportation in rural areas;
- Rural Education; and
- Various programs to provide quality, accessible health care through the State Rural Hospital Flexibility Program, Rural Health Care Services Outreach and Rural Health Network Development Program, Small Rural Hospital Improvement Grant Program,



Grants to States for Operation of Offices of Rural Health, and Development and Coordination of Rural Health Services program.

8. Business

Businesses of all sizes and types rely on census data to reach decisions that allow them to operate more efficiently. The business community utilizes census data for marketing, hiring, and selecting site locations, as well as forecasting future demand for goods and services. In short, census data help businesses to make more knowledgeable decisions about the people they serve and thereby enhance overall economic performance and improve the standard of living in communities. Census data help businesses in the following ways:

- **Site selection:** Census data assist businesses in choosing where to locate new stores, banks, restaurants, and other retail or service enterprises. Bank lenders and insurance companies use census data to evaluate financial risks and investment planning. Builders and contractors are particularly interested in housing-related census data in order to select sites for new housing construction as well as rehabilitation projects.
- **Understanding the local labor supply:** A major concern to the business community is having an adequate supply of skilled workers. Census data provide this needed information so that businesses are able to determine whether a geographic area has the labor force skills necessary for a specific industry. Census data also are critical in helping administrators, personnel managers, and employees determine whether a firm is complying with federal regulations that promote fair employment practices.
- **Understanding consumer needs:** Businesses use census data to help them meet specific needs of the populations they are serving in each area. For example, in areas where large numbers of people primarily speak a language other than English at home, businesses can offer bilingual information about their services. In communities with high percentages of senior citizens, businesses can tailor their facilities and train their staff to assist people who may have more trouble hearing or getting around on their own.

9. Community-based and social service organizations

Community-based and social service organizations rely on census data to reach decisions that allow them to operate more efficiently. Census data guide local decision-makers in important community planning efforts, including where to build child-care and community centers. Community planners and governments rely on census data to determine where there is the most need for additional social services and who gets needed funding, such as community development block grants. Census data can help organizations estimate the number of potential volunteers in communities and the number of residents who may need services and can help them write better proposals for grants. For example, service organizations, such as Big Brothers of America, use data on the characteristics of young men such as age, education, occupation, and income to estimate the number of potential volunteers in metropolitan areas. In short, census data help community-based and social service organizations make more knowledgeable decisions about the people they serve and thereby enhance overall performance.



III. Census Accuracy

A. *The accuracy of the 2000 census*

For the 2000 census, the coverage of all groups improved over the 1990 census, when the differential undercount was the highest ever recorded. However, the large number of duplicates (people counted twice or included by mistake) and people “imputed” into the count using statistical methods helped reduce the net undercount for all groups by offsetting the number of people missed, estimated at almost 16 million.

Scientific evaluations also showed that the differential undercount between historically undercounted groups (minorities, renters, and children) and better-counted groups (whites and homeowners) persisted. The Black-White (non-Hispanic) differential undercount, while reduced from 1990, was the highest of all racial/ethnic groups: an estimated 3.0 percent differential in 2000, compared to 3.9 percent in 1990. All other racial groups and Hispanics were also undercounted, while whites were overcounted by about one percent. The owner-rental differential undercount also continued in 2000 with an estimated 2.4 percent in 2000, compared to 4.5 percent in 1990.

B. *Reasons behind inaccuracies in the census*

Several reasons account for the persistent and disproportionate undercount of people of color and low-income people. Lower-income areas experience lower response rates for mail and door to door collection methods. People with lower education levels, lower literacy abilities, and difficulty with the English language may have difficulty understanding the census. These communities may generally misunderstand the importance of census participation. Furthermore, many distrust or are suspicious of the government because they fear that census responses may be used by immigration or law enforcement officials to deport or incarcerate them or their family members or may disqualify them for social welfare programs.

Rural residents are also difficult to count. Many homes are very remote and, therefore, inaccessible. Also, individuals living in rural areas tend to use post office boxes and/or general delivery “rural route” addresses rather than individual home addresses, making it more difficult to deliver and collect census forms.

C. *Determining the undercount/overcount*

The Census Bureau began developing methods to better measure census accuracy when, in 1940, the census grossly underestimated the number of men that would enlist for the draft because of the miscount of young black men. Using information from birth and death records, past censuses, and information on immigration, the Bureau developed a system of measuring the undercount called Demographic Analysis. This method has been used as an independent check on census accuracy at the national level since 1940; however, it can only give national undercount numbers.

The 2000 census included a procedure, called the Accuracy and Coverage Evaluation survey, to check for missing housing units and people who were not reported on a census form. However, concerns about the reliability of the accuracy evaluation led the Census Bureau to revise its estimates of undercounts and overcounts several times and ultimately to conclude that it could not use the estimates to make any corrections to the original census numbers.



In 2003, the Census Bureau announced that the 2010 census would not include the possibility of a statistical adjustment based on a coverage measurement survey, citing concerns about the methodology's reliability and the Bureau's ability to produce adjusted population figures in time to meet legal deadlines for apportionment and redistricting. The 2010 census will include a quality check survey of 300,000 addresses (called the Census Coverage Measurement survey), to estimate undercounts and overcounts for the nation as a whole and for states. The Census Bureau plans to publish the estimates, which will measure coverage by race and Hispanic origin, gender, age, and renter/owner status at the national level only, in 2012. It will not use that analysis to "adjust" the original population figures, however.



IV. The Census Bureau's Plan for 2010

A. Overview of the 2010 Census Plan

1. Timeline

Although the census does not take place until 2010, census operations (including recruitment, address canvassing, a partnership program, and a communications campaign) began in November 2008. Below is a timeline of major census operations leading up to Census Day—April 1, 2010—and follow-up.

Preparation:

- Fall 2008: Recruitment begins for local census jobs for early census operations.
- November 2008: 150 early local census offices open.
- April – July 2009: Address canvassing—Census workers go door to door to update address list nationwide. Census Bureau updates address file and maps to include shelters, soup kitchens, and mobile food vans for service-based enumeration.
- Fall 2009: Recruitment begins for census takers in 2010. Remaining 344 local census offices open.

Filling out the census form:

- January 2010: Enumeration of remote Alaskan communities takes place using a method by which census takers verify and develop address lists and enumerate households at the same time as they go door to door.
- February 2010: Letters are mailed in advance primarily to rural and remote areas and tribal reservations.
- February – April 2010: Questionnaire Assistance Centers open.
- February – July 2010: Telephone Questionnaire Assistance is operational—toll-free lines offer assistance in answering questions about the Census and take requests for assistance in over 50 languages.
- March 8-10, 2010: Letters are mailed to all remaining homes in the nation, alerting residents that census forms will be arriving soon.
- March 16-17, 2010: Census forms are delivered to most homes by the Postal Service.
- March 19-April 19, 2010: "Be Counted" census questionnaires, available in 6 languages, are available in pre-selected, public places, such as post offices, libraries, convenience stores, and community centers to make participation in the census as easy as possible.
- March 22-24, 2010: Postcards are sent to all households reminding them to return the census form by April 1, 2010, Census Day.
- March 29-21, 2010: Service-based enumeration is conducted for pre-identified sites where people without a usual place of residence live, sleep, or eat, such as soup kitchens, homeless shelters, outdoor locations, shelters for abused women, etc.
- March 2010: For some rural or remote areas, parts of the Gulf Coast areas hit by the hurricanes, and tribal reservations, the Census Bureau sends enumerators to verify addresses and drop-off questionnaires or collect information on the spot.
- April 1, 2010: Census Day.
- April 1-8, 2010: Census Bureau mails replacement forms to every home from which a completed census form has not yet been received.
- April – May 2010: Group quarters enumeration takes place.



Non Response Follow up (NRFU)

- May – July 2010: Census workers visit all addresses that did not mail back a census questionnaire and collect information at the door. During peak operations, 600,000 census takers will go door to door to follow up with households that have not responded to the mailing. The Census Bureau estimates that more than a third of addresses will not mail back a form.
- Late April – August 2010: Coverage follow-up—Telephone call centers contact households with more than six occupants and those whose forms indicate that someone may have been included or excluded erroneously to collect missing information, clarify information, and ensure that hard-to-count households are accurately counted.

Wrap-up of 2010 Census

- August – October 2010: Census Coverage Measurement survey will estimate how many people were missed or counted twice during the direct counting operations. Estimates of accuracy will be published in 2012.
- December 2010: Census Bureau reports state population totals to the President for apportionment purposes.
- March 2011: Census Bureau completes delivery of redistricting data to states.

2. The partnership program and the communications campaign

The 2010 Census Integrated Communications Campaign includes three components: a national, regional, and local partnership program; a paid advertising campaign; and the Census in Schools program. The Bureau uses detailed tract level information from Census 2000 to identify and target the hard-to-count segments of the population within media markets and local communities.

A key part of the Census Bureau's outreach efforts involves partnering with educators, businesses, the media, faith-based organizations, community-based organizations, elected officials, and tribal governments. The partners help ensure accurate census data and spread the word about census job opportunities by reaching out to segments of the population that might not be persuaded by traditional advertising. They are trusted and effective advocates who can allay fears, communicate benefits, and mobilize participation. The Census Bureau provides the partners with materials, information, messages, and tools to support public education campaigns. In 2000, census partner organizations numbered about 140,000.

The Census Bureau also encourages states and localities to establish Complete Count Committees, composed of local government and business and community leaders who are appointed by a governor or by a community's highest-elected official. The committees work to make sure their communities are counted. During Census 2000, more than 11,800 Complete Count Committees were formed to help develop and implement locally based outreach and recruitment campaigns.

Using tract level information from Census 2000, DraftFCB, the prime contractor for the communications campaign, clustered the population into eight different groups, five of which are hard-to-count. Based on the make-up of these clusters, DraftFCB created targeted messaging campaigns for these groups and will use television, radio, print, online, and outdoor and commuter venues to reach them. Several minority-owned advertising firms, representing historically undercounted population groups, are developing targeted advertising campaigns as well. The targeted advertising builds on the mass communications plan with additional layers of promotion to deliver more messages in local and ethnic media in the target languages and cultures.



Finally, through the Census in Schools program, a national program, with an emphasis on hard-to-count populations, students are encouraged to talk to their parents about the importance of the census. Children are powerful motivators for their parents, and especially in hard-to-count communities, may be able to successfully persuade them to fill out and mail back the form.

3. Technological challenges

An update in technology was among the major changes that the Census Bureau tried to implement for the 2010 census. In 2006, the Bureau contracted with Harris Corporation to develop more than 525,000 hand-held computers that census workers would use during the nonresponse follow up operations. The use of these devices would have replaced the original paper-based system, would have been considerably cheaper, and would have enabled workers to relay the information to headquarters much faster. In 2008, however, the Census Bureau dropped the idea of using these devices, choosing instead to conduct paper-based nonresponse follow-up—a decision that may have serious consequences for hard-to-count populations, which tend to have higher nonresponse rates.

B. What You Need to Know

1. The questionnaire

Households receive an “advance letter” in March 2010 informing them that they will soon receive a census form to fill out. For most homes, the census questionnaire will arrive by mail in March 2010. For some rural and remote areas and tribal reservations, enumerators will go door to door and gather information directly from residents. The Census Bureau encourages everyone to fill out the form and return it by mail by before April 1, 2010, Census Day. About 40 million addresses in areas previously identified as hard-to-count or that have a low response rate will receive a replacement questionnaire. By late April, the Census Bureau will deploy census takers to visit all homes that still have not returned a questionnaire, to collect the information in person.

The form covers six topics, and the Census Bureau estimates that most people will be able to fill it out in less than 10 minutes. These topics are listed below:

1. Tenure: Is the home owned or rented?
2. Relationship: How are the people in the household related to each other?
3. Sex
4. Age
5. Hispanic origin (considered an ethnicity, not a race)
6. Race (respondents may choose one or more races)

The census form includes several other questions designed to help the Census Bureau determine if everyone in the household is correctly included on the form and if people are being counted in the right place. For example, residents can indicate if they included someone on the form, such as a college student, who also stays elsewhere most of the time.

About 13 million households in areas with high concentrations of Spanish speakers, as well as families where no one over the age of 15 speaks English “very well”, will receive a bilingual form in both English and Spanish. In addition, census forms are available in Chinese, Russian, Vietnamese, and Korean. There are language guides for more than 50 additional languages. Translated census forms can be requested by calling the Telephone Questionnaire Assistance line. Census forms will also be available at Questionnaire Assistance Centers and Be Counted



sites to reach people who did not receive a form or believe they were left off the census form mailed from their place of usual residence.

2. Obtaining assistance in filling out the form

The English and bilingual forms will both list a toll-free number for callers to request forms in one of the non-English primary languages—Spanish, Simplified Chinese, Vietnamese, Korean, and Russian—and clarify any confusion over the questions asked. Telephone assistance center staff will also be able to answer questions in many other languages and TDD. The Census Bureau will make guides available online in more than 50 languages and can provide 22 of those language guides by mail.

Questionnaire Assistance Centers are spaces, donated by community partners, where staff from the Local Census Office or the partner organization are available to answer questions about completing the questionnaire, provide special language assistance, and answer general questions. These centers are open for four weeks when questionnaires are mailed out, approximately mid-March 2010 to mid-April 2010. The Census Bureau will fund a part time or full-time employee to staff a Questionnaire Assistance Center at selected community-based organizations. Organizations interested in serving as a QAC should contact their Regional Partnership Specialist.

3. Service-based enumeration and transitory location enumeration

Service-based enumeration will occur in pre-identified places for people without a usual place of residence, such as soup kitchens, homeless shelters, shelters for abused women, regularly scheduled mobile food vans, and targeted non-sheltered outdoor locations. The Census Bureau will conduct this enumeration during the evening over a three-day period: March 26, 2010 for homeless shelters; March 27, 2010 for soup kitchens and regularly scheduled mobile food vans; and March 28, 2010 for targeted non-sheltered outdoor locations.

Transitory location enumeration is designed for people whose “usual home” at the time of the census is mobile. Locations for this special count include RV parks, campgrounds, hotels, motels, marinas, racetracks, circuses, and carnivals. This enumeration is especially important for people displaced by the hurricanes and the home foreclosure crisis. Transitory locations are identified by address canvassing and local knowledge and will take place between March 22 and April 16, 2010.

4. Group quarters enumeration

Group quarters enumeration occurs for those who live in a group setting, such as college dormitories, military barracks, prisons and jails, most nursing homes, juvenile institutions, and other similar facilities. Residents of group quarters are counted with assistance from facility administrators, using a modified census questionnaire. The Census Bureau will validate the location of group quarters in October 2009. Census workers will visit group quarters in advance in February through March 2010, and actual enumeration will take place April through May 2010.

C. How You Can Help

1. How you can prepare for a fair and complete count



Although Census Day is April 1, 2010, many key local activities must take place now, and continuing through 2010, to ensure the best count possible. Here are some suggestions for how communities can prepare for the 2010 census:

Address List Development

A complete list of every residential address in the country is fundamental to an accurate census. The Census Bureau has been updating its Master Address File (MAF) for several years, working with the Postal Service and local governments. The Bureau has already hired thousands of workers to verify address lists in rural, suburban, and urban communities. Temporary workers walk (or drive) every block and street to check addresses and add or delete information, as necessary. Stakeholders can work with local governments (city and county) to provide address information to the Census Bureau.

Foreign Language Assistance

Census forms will be sent to most households in English; about 13 million homes will receive a bilingual form in English and Spanish. The Telephone Questionnaire Assistance line is a toll-free number listed on the form and advertised in other ways, which respondents can use to receive help in English, Spanish, Simplified Chinese, Vietnamese, Korean, and Russian. The Bureau also plans to set up Questionnaire Assistance Centers to help people fill out their forms. The centers will have questionnaire guides in over 50 languages to help non-English speakers fill out the forms.

Stakeholders can help the Census Bureau identify appropriate locations for questionnaire assistance centers, then promote use of the centers through local social organizations, places of worship, community-based newspapers or newsletters, places of employment, service providers (i.e. health clinics), and other places where people tend to congregate. They can also recruit volunteers to help staff questionnaire assistance centers during the census. Organizations that house these centers will receive funding from the Census Bureau to pay the salary of a part- or full-time staff person to staff a QAC; interested organizations should contact their regional office.

Promotion, Outreach, and Advertising

The Census Bureau has an integrated communications campaign consisting of paid advertising, the partnership program, and Census in Schools, to increase participation in the census. The Bureau will provide promotional materials to partners. It has contracted with Scholastic, Inc. to develop and distribute a Census in Schools program. The purpose is to encourage and help educators to include information on the census in their curricula.

Government, nonprofit, corporate, and community organizations that have not already done so should partner with the Census Bureau. To become an official regional/local Census 2010 Partner, telephone the regional office that serves your area. To become an official national partner, visit <http://2010.census.gov/partners/>.

Stakeholders can work with local elected officials (particularly mayors or county commissioners) to establish a Complete Count Committee (CCC) for the city or county, as soon as possible. The CCC, usually headed by the mayor or other top officials, should include representatives from a wide range of local social and economic sectors, such as ministers and other religious leaders, civil rights activists, corporate and union officials, media, entertainment, and sports personalities, educators, community-service providers, and other civic or business influential people in the community. The CCC should work with the Census Bureau's regional partnership specialists, who can provide information, promotional materials, and speakers.

They can also convene a 2010 Census Community Kick-off with trusted leaders, motivate high-level trusted community leaders to support the census, educate residents about the importance of



being counted, publicize the census through community-level communication networks, and publicize the census at community festivals, parades, special events, and local and ethnic media.

The Homeless

The homeless will be counted through a separate enumeration effort focused on service providers such as shelters, soup kitchens, or health clinics that serve the homeless. Stakeholders can help the Census Bureau identify places that provide shelter, food, health care, job training, or other services to the homeless.

2. Jobs for Census 2010

The Census Bureau will hire more than 1.3 million people to complete Census 2010. Most employees, called address listers or enumerators, will update the Census Bureau's address lists and maps, interview households that have not responded to the census, and perform other temporary assignments vital to the national count. The Census Bureau is also hiring managers and supervisors for local census offices, as well as recruiters, interviewers, trainers, and local office administrative staff.

Address canvassing has already begun and will continue through the summer of 2009. Local and regional offices will begin another wave of recruitment in the fall for the nonresponse follow up operation. These door to door visits occur from late April through June 2010, after all households have a chance to return their questionnaires by mail. Enumerators will visit an estimated 47 million households multiple times, if necessary. For this recruitment cycle, the Bureau needs 3.1 million applicants. The Bureau tries to hire enumerators who live in the communities in which they will work, and if relevant, are multi-lingual. Positions are temporary for varying periods of time. No benefits are offered, but the employees will be eligible for unemployment benefits once they complete their work successfully. Generally, temporary employees must be U.S. citizens, but exceptions will be made for work-authorized legal residents if qualified citizens with necessary language skills are not available.

Most of these temporary jobs can be found through the local census offices and by calling the jobs toll-free number at 1-866-861-2010. The local census offices will also have more information about other types of jobs available, such as supervisors, crew leaders, and some administrative or data entry positions. Visit <http://2010.census.gov/2010censusjobs/index.php> for more information.

3. Regional Census Centers and Local Census Offices Information

The Census Bureau has twelve permanent regional offices, located in Atlanta, GA; Boston, MA; Charlotte, NC; Chicago IL; Dallas, TX; Denver, CO; Detroit, MI; Kansas City, MO; Los Angeles, CA; New York, NY; Philadelphia, PA; and Seattle, WA, which serve their surrounding regions. (The New York Regional Census Office covers Puerto Rico.) Please visit <http://www.census.gov/field/www/> to find contact information and more information about these offices.

The Census Bureau is opening approximately 500 local census offices for Census 2010. These offices handle recruiting for the temporary positions involved with address canvassing and nonresponse follow up, work with local partners to promote the census, and staff the Questionnaire Assistance Centers. Individuals looking for a temporary position with the Census Bureau can either call the toll-free number (1-866-861-2010) or go online to find their local census office and obtain more information about temporary positions at <http://2010.census.gov/2010censusjobs/2010censusjobsmap/localofficemap.php>.



V. Additional Information

A. Frequently asked questions

Who is counted?

- The census counts every person living in the 50 states, the District of Columbia, and U.S. territories such as Puerto Rico and Guam.
- The census counts both citizens and non-citizens, including undocumented immigrants.
- Even those people who don't have traditional "homes" are counted, such as people who are homeless, prison inmates, and residents of nursing homes and long-term care facilities.
- Military personnel and federal civilian government employees, as well as their dependents, who are stationed overseas are counted as part of the "overseas population," for purposes of congressional apportionment only. The count does not include American civilians living overseas at the time of the census.

When is the census conducted?

- The Constitution requires that a census be taken every ten years. We have had 22 censuses so far, starting in 1790.
- The next census will take place in 2010.
- Although the census provides a snapshot of the population on one day, the U.S. Census Bureau will work throughout the year to make sure everyone is counted.

How is each household counted?

- Census questionnaires will be mailed to most U.S. households in March 2010, and people will be asked to provide information that is accurate as of April 1, 2010.
- Census workers visit some addresses in remote and rural areas to verify the location and drop off a questionnaire.
- About 40 million households in areas previously identified as hard-to-count or that have a low mail response rate will receive a second questionnaire.
- Census takers will visit households that do not respond to the second form, to collect the household's information or determine if a housing unit is vacant. Census takers may return up to six times to make sure a household is included in the count.
- People are counted at the location where they live and sleep most of the time.

How do I complete the form?

- The census form is easy to complete and takes less than 10 minutes to fill out. The questionnaire asks only a few simple questions for each person in the household: name, relationship, sex, age and date of birth, race, and whether the residents own or rent the home. The census does **not** ask about a person's immigration status.
- In areas where there are likely to be a large number of Spanish speakers, the census form will be bilingual in English and Spanish.
- You can call a phone number on the back of the English form to request a questionnaire in Spanish, Simplified Chinese, Vietnamese, Korean, or Russian.
- Federal law requires that everyone participate in the census - you cannot "opt out."

What happens to the information?

- The information on your census form is **completely confidential**, as mandated by federal law, and cannot be disclosed for 72 years. Only aggregate statistics, providing a profile of our population and housing, are published.



- The Census Bureau does not share your personal information with courts, the police, or other federal departments such as the Internal Revenue Service and Department of Homeland Security.
- All Census Bureau employees have taken a lifetime oath to protect confidentiality and if they violate this oath, face prison time, a hefty fine, or both.
- Nothing in the post-September 11th Patriot Act overrides the strict confidentiality requirements in the Census Act (Title 13, U.S.C.).

What are census data used for?

- Census data directly affect how almost \$400 billion per year in federal funding is allocated to communities for neighborhood improvements, public health, education, transportation, and much more. That's more than \$4 trillion over a 10-year period.
- States allocate billions of dollars of their own funds to localities and nonprofit organizations using census data.
- Census data are used to redistribute Congressional seats to each state based on population and to draw state legislative districts.
- The census is like a snapshot that helps define who we are as a nation. Data about changes in your community are crucial to many planning decisions, such as where to provide services for the elderly, where to build new roads and schools, and where to locate job training centers.

Why is the census an important civil rights issue?

Census data directly affect decisions on a great number of matters of national and local importance, including education, employment, veterans' services, public health care, rural development, redistricting, the environment, transportation, housing, and the enforcement of civil rights laws.

Despite more resources and better planning, the 2000 census missed an estimated 16 million people and double-counted 17 million more. Low-income communities, particularly low-income communities of color, were disproportionately undercounted in the census. As a result, many individuals were denied an equal voice in their government (since legislative districts are drawn based on decennial census data), and many communities were shortchanged on federal and state funding for schools, crime prevention, health care, and transportation.

An accurate census directly affects our nation's ability to ensure equal representation and equal access to important governmental resources for all Americans, and thus must be regarded as one of the most significant civil rights issues facing the country today.

Why are people of color and low-income people disproportionately undercounted?

There are several reasons for the persistent and disproportionate undercount of people of color and low-income people, including:

- lower response rates for mail and door to door collection methods in lower-income areas;
- lower education levels, illiteracy, and difficulty with the English language, affecting the ability of many individuals to understand the census;
- a general misunderstanding of the importance of census participation in these communities; and,
- distrust or suspicion of government, leading to a fear that census responses may be used by immigration or law enforcement officials to deport or incarcerate or may disqualify one for social welfare programs.

Low-income people, people of color, children, immigrants, people with disabilities, and people living in urban areas are most likely to be undercounted. In contrast, college students living away from home, people who own more than one home, non-Hispanic Whites, suburban residents, and



higher-income people are more likely to be counted twice, leading to an overcount of these population groups.

What is the relationship of the census to voting rights?

Census data are used for redistricting, or determining representation in the U.S. House of Representatives, state legislatures, school boards, and city councils. Census information is used to enforce the Voting Rights Act (VRA), which outlaws gerrymandering of legislative districts with the intention of diluting the concentration of minority voters. Failing to accurately account for local concentrations of minority groups in the census hampers fair redistricting efforts, since voting power would not be properly allocated on the basis of population. VRA provisions requiring in-language ballot and voting assistance in limited English proficiency communities also rely on census data collected through the American Community Survey.

B. Facts and figures

- The first U.S. census occurred in 1790, when U.S. Marshals rode out on horseback to count the populations of the 13 new states of the United States.
- The U.S. Constitution (Article 1, Sec 2) requires a census every 10 years for the purpose of reapportioning seats in Congress among the states.
- Since the U.S. Supreme Court's historic one person, one vote ruling in *Baker v. Carr* in 1962, census data have also been used for redrawing the boundaries of legislative districts to seek equal population in each one.
- Census data determine the allocation of nearly \$400 billion in federal program funds every year.
- The 2000 Census contained as many as 33.1 million miscounts.
 - Over 17 million people were counted twice;
 - Almost 16 million people were missed – mostly poor people and minorities.
- The 2000 census resulted in an estimated net national overcount of about one-half of a percent. However, non-Hispanic whites had an overcount of about one percent, while all other race groups and Hispanics were undercounted, a gap known as the “differential undercount.”
- The 2000 census cost \$6.5 billion. The single largest expense is paying enumerators to follow up with non-responding households. The 2010 count will cost almost \$15 billion.
- In 2010, the standard census form will be the shortest it has been in 190 years – it will be a short-form only census asking for name, sex, age, date of birth, ethnicity, race, relationship, and housing tenure. The 1990 “short form” asked nearly twice as many questions.
- While the percentage of households responding by mail has been dropping steadily, the response rate in the 2000 census improved by 2 points. In 1970, the response rate was 78 percent; in 1980, 75 percent; and in 1990, 65 percent. In 2000, the response rate was 67 percent.
- The most expensive part of the census is visiting households that do not mail back their forms. The 2000 census cost an average of \$57 per household, compared to \$25 in 1990, and \$11 in 1970, in constant 2000 dollars.
- The Census Bureau will deliver or mail census questionnaires to most households in March 2010. Some households will receive a replacement questionnaire; the second questionnaires are targeted to harder-to-count-communities. From April to June, census takers will call or visit the households that still have not responded to the mailings. (Census workers can be identified by a census bag and badge.) Non-English speakers can also request forms in five other languages.
- The Census Bureau plans to spend more than \$400 million promoting and advertising the 2010 census, and will also field a quality control check, re-examining households in a detailed, face-to-face survey. The Bureau plans to focus its outreach and advertising efforts



to increase participation levels among traditionally undercounted groups, including minorities and immigrants in both urban and rural areas.

- The decennial census is the largest peacetime mobilization of American resources and personnel. For the 2010 census, the Census Bureau has 12,000 permanent employees and will hire around 1.4 million temporary workers.

C. Census history

1790

First Census conducted by Secretary of State Thomas Jefferson, who reported two sets of numbers to President Washington. One set, written in black ink, was the official set of population numbers, which came to about 3.9 million. Jefferson also included a second set of numbers in red ink, which he characterized as representing a closer approximation of the actual number of people, even though they had not all been counted. Jefferson (and Washington) believed the true population was closer to 4.0 million. President Washington used the first Presidential veto on the apportionment bill because he did not agree with the formula used to distribute seats in the House of Representatives among the states.

1869

Rep. James Garfield was accused of trying to politicize the census when he proposed that the Census be organized by congressional district rather than the territories of the U. S. Marshals. At that time, the Marshals were appointed by the Senate, which objected to the proposal.

1870

Historians have said that a mistake in distributing Electoral College seats based on the 1870 census gave the presidency to Rutherford B. Hayes rather than Samuel J. Tilden.

1890

After spending eight years tallying by hand the results of the 1880 census, Census Bureau employees invented the punch card machine for the 1890 Census. The introduction of the punch card made the census more efficient and allowed earlier release of the data; however, it also introduced a new source of error in the census as the data were transcribed from the form to the punch card.

1902

Permanent Census Office created in the Department of Commerce and by the end of the 19th Century, professional enumerators had completely replaced U.S. Marshals as the primary census agents.

1910

Theodore Roosevelt vetoed the census bill because it did not make census enumerators part of the civil service but rather kept them as political appointees.

1920

Congress, faced with a census that showed a shift in the balance of power from rural areas to urban areas, called the numbers inaccurate. Some suggested that conducting the census in the winter caused an undercount in rural areas. Congress let the decade go by without reapportioning the House of Representatives.

1940

When more young men showed up for military service than predicted by the census, the Census Bureau began to study the undercount in the census. Census Bureau introduced its "short form" questionnaire for the majority of the population, using the "long form" set of more detailed



questions for only a sample of the population. Prior censuses had required all residents to answer all questions.

1960

Following the 1950 census, noted statistician W. Edwards Demming and his colleagues concluded that the use of enumerators going door to door introduced error into the census, and that a system where people filled out the form themselves (self-enumeration) would be more accurate. As a result, in 1960, the Census Bureau began to collect the census forms by mail, and by 1970 most people were counted by mail, not by going door to door. Of course, counting people by mail was criticized when it was introduced.

1970

Both sampling and statistical procedures were used to add persons to the 1970 census. The 1970 census included about 4.9 million persons who were added on the basis of various statistical procedures, including sampling. For example, a recheck of a sample of housing units labeled vacant, revealed that about 11.4 percent of the housing units originally classified as vacant were occupied.

1980

The U.S. Department of Justice, under President Carter, issued a memo saying that the use of sampling is both constitutional and legal. The census used a statistical procedure called "imputation" to add 762,000 persons into the census count, to correct a mistake in labeling a number of housing units as vacant. This resulted in the shift of one congressional seat from Indiana to Florida. The State of Indiana sued unsuccessfully, with the courts upholding the use of statistical procedures in the census.

1991

Census Director Barbara Everitt Bryant recommended that results of an accuracy-check survey be used to adjust the 1990 census to correct measured undercounts and overcounts. Secretary Robert Mosbacher rejected the recommendation, and the U.S. Supreme Court upheld his right to do so in 1996.

1999

In a lawsuit filed by Republicans in the U.S. House of Representatives, the Supreme Court ruled that statistical sampling methods cannot be used to determine the population data used for congressional apportionment, citing a provision of the Census Act (Title 13, U.S.C.). The Court did not address the constitutionality of using statistical sampling methods to derive the population count.

2000

Census 2000 is considered the nation's largest peacetime mobilization of personnel and resources, employing 860,000 temporary workers during peak operations. For the first time, the Census Bureau hired a well-known firm to develop a nationwide advertising campaign and created a partnership program to urge people to fill out census forms, which increased the mail response rates for the first time since 1970.