

United States Census 2020

Study Plan for the 2018 End-to-End Census Test Operational Assessment Field Infrastructure Operation Field Office Administration and Payroll

Field Infrastructure Integrated Project Team (IPT)

Draft Pending Final Census Bureau Executive Review and Clearance.

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I. Introduction

The 2020 Census Field Infrastructure Operation (FLDI) provides the administrative infrastructure for data collection operations covering the 50 states, the District of Columbia, and Puerto Rico. Administrative infrastructure includes, but is not limited to:

- Recruiting
- Training
- Hiring and Onboarding
- Personnel and Payroll Administration
- Partnership Support
- Management and Supervision
- Clerical Support
- Investigative Support/Background Checks
- Staff Modeling and Analysis

The 2018 End-to-End Census Test is an important opportunity for the Census Bureau to ensure an accurate count of the nation's increasingly diverse and rapidly growing population. It is the first opportunity to apply much of what has been learned from census tests conducted throughout the decade in preparation for the nation's once-a-decade population census. The 2018 End-to-End Census Test will be held in three locations, covering more than 700,000 housing units: Pierce County, Washington; Providence, Rhode Island; and the Bluefield-Beckley-Oak Hill, West Virginia area.

The 2018 End-to-End Census Test will be a dress rehearsal for most of the 2020 Census operations, procedures, systems, and field infrastructure to ensure there is proper integration and conformance with functional and non-functional requirements. The test also will produce prototypes of geographic and data products. Note that the 2018 End-to-End Census Test results are based on three sites that were purposely selected and cannot be generalized to the entire United States.

This operational assessment study plan documents how the FLDI operation's Field Office Administration and Payroll process will be assessed, as guided by questions to be answered. FLDI has created a companion operational assessment study plan for Recruiting, Onboarding, and Training.

II. Background

This section presents background information on operational activities related to field infrastructure that occurred during the 2010 Census. In addition, it provides an overview of the FLDI operational plans for the 2018 End-to-End Census Test.

The 2010 Census

The Census Bureau estimated that for the 2010 Decennial Census of Population and Housing they would hire temporary census workers to fill 1,196,896 unduplicated temporary positions; however, the Census Bureau averred that multiple positions could be filled by one person over time. The actual number of workers hired was 857,125.

The 2010 Census required a wide variety of positions, but census takers (enumerators) were by far the largest number of positions filled. Enumerators worked in their own neighborhoods and communities to gather census data.

During peak operations for the 2010 Census, the Census Bureau employed approximately 690,065 field staff (Frank Vitrano, U.S. Census Bureau, “2010 Census Detailed Operational Plan for Field Infrastructure Support Operation Group,” March 9, 2009.).

For the 2010 Census, there were 494 Local Census Offices (LCOs) compared to 520 during Census 2000 (Watson, 2001). Administering a geographically dispersed group of offices to handle large operations was challenging, especially in light of the short duration of census activities.

According to the Department of Labor Statistics, the labor market in 2009 and 2010 was experiencing the highest rate of unemployment in almost 30 years. Because of this, the Census Bureau more easily hired an experienced and able workforce than during prior censuses. In comparison, the labor market during Census 2000 was tight with low unemployment. (Watson, 2001).

LCO personnel supported and managed data collection operations completed by the enumerators. LCO personnel handled the daily administration such as hiring, auditing work, and entering employee hours and operations worked (payroll). The LCOs were supervised by the Regional Census Centers (RCCs), which opened earlier than the LCOs and stayed open later, completing final quality control operations and payroll.

Each LCO employed an Office Manager, Assistant Manager for Field Operations, Assistant Manager for Administration, Assistant Manager for Recruiting, Assistant Manager for Technology, Assistant Manager for Quality Assurance, Administrative Assistant, Field Operations Supervisors, Crew Leaders, Crew Leader Assistants, Enumerators, Office Operations Supervisors, Clerks, Recruiting Assistants, and Partnership Assistants.

The 2018 End-to-End Census Test

For the 2018 End-to-End Census Test, the Census Bureau estimates that approximately 1,400 recruits who are selected for training will be fingerprinted. The Census Bureau will hire temporary census workers from that pool to fill open positions for the 2018 End-to-End Census Test. As in prior censuses, one person may fill multiple positions over time. The Census Bureau will hire people who work in their own neighborhoods and communities, with the ability to work flexible hours each day, to reach residents when they are at home. They still have to be geographically distributed across all areas where people live or could live. These recruitment objectives again are the most important conditions affecting the quality, length of time required, and overall cost of the field data collection phase of the Census.

The 2020 Census requires a wide variety of positions, with enumerators having the largest number of positions being filled. Enumerators work in their own neighborhoods and communities to gather census data. The 2018 End-to-End Census Test will also have enumerators as the largest number of positions being filled.

As mentioned in the Introduction, three Area Census Offices (ACOs – formerly LCOs in 2010) will participate in the 2018 End-to-End Census Test. Prior censuses have shown that administering a geographically dispersed group of offices to handle large operations can be challenging, especially in light of the short duration of census activities. However, the four innovation areas outlined in the *2020 Census Operational Plan* mitigate this issue by “... including new methodologies to conduct Address Canvassing, innovative ways of optimizing self-response, the use of administrative records and third-party data to reduce the Nonresponse Followup (NRFU) workload, and the use of technology to reduce the manual effort and improve the productivity of field operations.” The 2018 End-to-End Census Test will be the first opportunity to test the aforementioned mitigations.

ACO personnel support and manage data collection operations completed by the enumerators, and handle the daily administration such as hiring, auditing work, and entering employee hours and operations worked (payroll). The ACOs are supervised by the Regional Census Centers (RCCs) (six, down from 12 in 2010), which open earlier than the ACOs and stay open later, completing final quality control operations and payroll. Of those six RCCs, three are embedded in Regional Offices (ROs) and will be participating in the 2018 End-to-End Census Test. The ROs are Los Angeles, Philadelphia, and New York.

Each ACO employs an ACO Manager, Census Field Manager, Administrative Manager, Recruiting Manager, IT Manager, Office Operations Supervisors, Enumerators, Recruiting Assistants, and Clerks.

Each RCC employs an Area Manager, IT Specialist, Administrative Specialist, Recruiter, Census Operations Specialist, Lead Clerks and Clerks.

This assessment will cover field office administration and payroll, which includes:

- Payroll
- Training
- Office and Staffing
- Daily Operations
- Compliance
- Schedule

The Census Bureau plans to conduct field operations, including Address Canvassing and Nonresponse Followup (NRFU), via mobile devices (which may include smartphones, tablets, and the like), and employee work attendance and payroll in the same manner. Instead of filing paper-based documents, in most cases ACOs will receive the work data and payroll data (called E-308 forms) electronically (Group Quarters or GQ will continue manual E-308 forms submission).

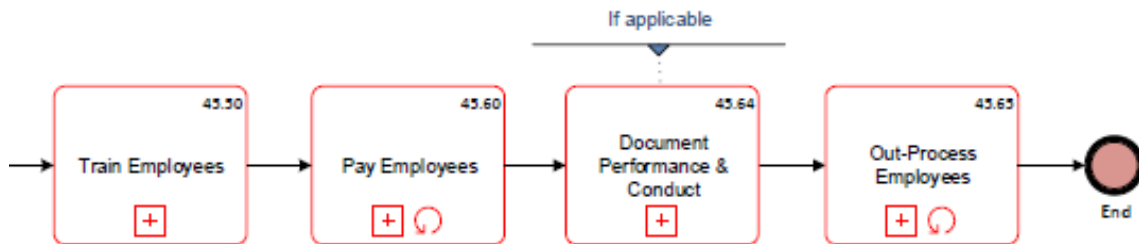
III. Assumptions

The following assumptions are being made about the 2018 End-to-End Census Test FLDI operation:

- Mobile devices will be used to the greatest extent possible for electronic submission of Census forms, payroll, time and expenses.
- Office payroll processes are automated, specifically:
 - D-308, Daily Pay and Work Record processes (except for the GQ operation)
 - Tracking field staff's daily hours
 - Overtime approval process (CD-81, Overtime Authorization Request)
 - Retroactive pay calculation automation.
- Three-day hands-on training sessions (payroll and hiring procedures) for office staff continue to be implemented.

IV. Scope of Assessment Content and Questions-To-Be-Answered

The high-level business process workflow is depicted below (Recruiting, Onboarding and Training processes are covered in the companion study plan):



This assessment will address how efficiently administrative and payroll processes were handled by the RCCs and ACOs. The below questions will be used to answer two general questions: 1) How efficient was the office staff in running the offices? 2) Did the office staff perform on time and within budget?

The following research questions will assist us in evaluating this operation and the planning of post-census testing and research:

ACOs:

Payroll

1. What revisions were made to prevent any payroll problems that occurred in the 2010 Census?
2. What discrepancies were discovered between what was entered and what employees reported?
3. How impactful was the roll-out of Federal Employee Health Benefits (FEHB) debt collection in DAPPS? What recommendations can be made for optimization of this capability?

Training

1. Did staff feel that they received adequate training on office staff administrative procedures defined in the D-501, ACO Administrative Manual and the D-581, DAPPS Manual?
2. In what ways were training provided via the Learning Management System (LMS)? How effective was that training? Are there recommendations for the 2020 Census, and if so, what are they?
3. Did the training properly prepare staff to perform the personnel functions?
4. Specifically, were staff adequately trained in processing payroll?

5. What training techniques were used? Did they differ between regions?
6. What changes are recommended for training materials for 2020?

Office and Staffing

1. Was there sufficient staff to perform the administrative (personnel and payroll) office processes?
2. Were there enough computers?
3. Was there sufficient storage space available to secure the administrative documents under lock and key?
4. How many shifts did the administrative staff need to complete their daily workload?
5. What was the peak staffing number and when?
6. How were office conflict or personnel problems resolved?

Daily Operations

1. In debriefing responses, did the Regions find the office manuals effective?
2. What did the regional staff think of the administrative process for ACO closeout? What processes are recommended for 2020?
3. Effective office administration includes office security; did each ACO designate the Administrative Manager as security officer according to the instruction manual? If not, why not?
4. Were there any major security breaches or property/personal crimes on site of any ACO? What could have prevented them?
5. What situations required the use of FedEx or other forms of express mail? How much was spent on this for the 2018 E2E CT?

Compliance

1. What were the audit results regarding management compliance training for the following areas?
 - Notification and Federal Employee Anti-discrimination and Retaliation Act (No FEAR Act)
 - Loss of Personally Identifiable Information (PII) and the use of the Decennial Computer Incident Response Team (D-CIRT) process
 - Title 13
 - Information Technology (IT) Security Awareness
2. How many Equal Employment Opportunity (EEO) complaints were filed against the ACOs by fiscal year?
3. Did the staff comply with regulations when handling EEO violations? What methods were used to ensure that staff complied with regulations when handling EEO violations?

4. Did the staff conform to grievance procedures regarding timeliness and problem resolution? What methods were used to ensure that staff conformed to grievance procedures regarding timeliness and problem resolution?
5. What were the audit results pertaining to Personnel Action Workflow rules, including for terminations?
6. What were the audit results pertaining to promotion documentation (D291 forms) and other personnel changes?
7. What were the audit results pertaining to Freedom of Information/Privacy Act requests per regulations?
8. Did staff comply with recordkeeping regarding the D-308 Daily Pay and Work Record forms?
9. Were there internal ACO audits to ensure personnel records were complete? If so, what were the results?
10. Did staff comply with Local Travel policies?
11. Did ACO staff forward safety and accident forms in a timely manner to the RCC?
12. Did ACO staff cooperate with Workers' Compensation Specialists to return injured workers to modified or alternate duty? If not, why not?

Schedule and Cost

1. Did the administrative personnel and payroll program complete on schedule? How many schedule change requests were submitted?
2. What was the cost of non-enumerator office operations?

RCCs:

1. Did RCC staff comply with the regulations governing corporate cards? (Via Use/Misuse Reconciliation Reports in the Travel Branch).
2. Did RCC staff comply with Purchase Cards regulations?
3. Did RCC staff comply with Convenience Checks regulations?
4. Did RCC staff comply with Traveler Check regulations?
5. Did the RCCs process vendor payments per the instruction manual? (Info via Commerce Business Systems and office audits)
6. Were there any major security breaches or property/personal crimes on site at any RCC? What could have prevented them?
7. What were the audit results regarding RCC management compliance training for the following areas?
 - How many Equal Employment Opportunity (EEO) complaints were filed against the RCCs (Notification and Federal Employee Anti-discrimination and Retaliation Act [No FEAR Act])?
 - Loss of Personally Identifiable Information (PII) and use of the D-CIRT process

- Title 13
 - Information Technology (IT) Security Awareness
8. Did RCCs follow procedures maintaining Official Personnel Folders (OPFs)?
 9. Did RCC staff comply with Blanket Travel Order policies?
 10. Did RCC staff upload injury reports to HQ HSB and maintain OSHA injury logs in a timely manner?
 11. Were there serious injuries or fatalities among RCC office and field staff? What could have prevented them?
 12. Did RCC immediately report serious injuries or fatalities to HQ HSB?
 13. What revisions were made to prevent any payroll problems that occurred in Census 2010?

V. Methodology

The above questions will be answered by utilizing the following:

Debriefings: At the end of 2018 End-to-End Census Test, Field Division will conduct debriefings with RCC and ACO staff to gather best practices and lessons learned from the administrative and census data collection areas.

Trip Reports: Observation and trip reports completed by headquarters staff that observed the RCC/ACO operations first-hand.

Audits: RCC/ACO Administrative Audit reports will be used as a primary source of evaluation.

DAPPS: Workflows (including selection process, hiring process, and payroll process) will show:

- the number of staff paid each week
- metrics if they were paid on time
- how they were paid (via electronic funds transfer or via paper check)
- Employees paid Continuation of Pay (COP) – had workers' compensation specialists authorized each COP and were amounts paid correct?

LMS: Reports will show:

- the number of staff trained each week
- metrics if staff had to repeat training
- courses offered and the (numbers of) personnel who took them

Administrative Manuals and Memos

2018 E2E CT Integrated Master Schedule

2018 E2E CT Budget Financial Management Reports

Security Incident Reports

VI. Risks/Limitations

While DAPPS and LMS data will be used in this assessment, we will not discuss the technical software performance.

VII. Measures of Success

Criteria used to define successful completion of Recruiting, Onboarding and Training are a combination of cost, process, and quality measures, and come directly from the FLDI Baselined Requirements:

Pay Employees – Time and Expenses (T&E)

1. The FLDI operation provides T&E submission for employees. All employees are able to submit T&E.
2. The FLDI operation provides supervisory T&E review. All supervisors review and approve employees' T&E.
3. The FLDI operation processes batch T&E. All employees' approved T&E go through the batch process for error detection.
4. The FLDI operation provides the capability for clerks to review T&E when errors are found after the batching process.
5. The FLDI operation provides ACO T&E batching process lock out if no errors found. All ACOs are able to lock out the batching process.
6. The FLDI operation provides ACO the ability to fix T&E errors, if errors are found. All ACOs can fix the errors found in T&E and send them through the batching process.
7. The FLDI operation provides ACO payroll approval after locking out the batching process. All ACOs approve payroll.

8. The FLDI operation provides the RCC payroll process initiation after ACO payroll approval. All RCCs start the payroll process once their ACOs approve payroll.
9. The FLDI operation provides RCC payroll error correction. All RCCs fix payroll errors.
10. The FLDI operation enables the RCC to send payroll to Treasury after the RCC closes payroll. All RCCs send payroll to Department of Treasury.
11. The FLDI operation provides HQ payroll closing when an RCC has no Secure Payment Systems (SPS) account. HQ closes payroll.
12. The FLDI operation makes payments to all employees for time worked.

Out-process Employees

1. The FLDI operation provides FLD-291 (Supplemental form for employee resignations and terminations) receipt by a clerk. Clerk receives FLD-291 for all out-processed employees.
2. The FLDI operation provides clerks “Termination with Pay” processes for all employees. All employees are terminated with pay.
3. The FLDI operation provides account deactivation (LMS and DMZ) for out-processed employees. All out-processed employees’ accounts (LMS and DMZ) have been deactivated.

Data Requirements (Data Sources)

Field Division (FLD) and Administrative and Management Systems Division (AMSD) will provide the required data no later than May 1, 2019.

- DAPPS payroll report (AMSD/FLD)
- ACO Audit reports (FLD)
- Administrative debriefing reports (FLD)
- Security Incident Reports (FLD)
- DAPPS report for number of people employed (AMSD/FLD)
- Conflict and personnel report will be provided by Equal Employment Opportunity Office (EEO)
- D-1112 - DAPPS Administrative Training Guide (FLD)
- D-581 – DAPPS Operating Guide (FLD)

VIII. Division Responsibilities

Various divisions of the Census Bureau have collaborated to create this assessment plan and will provide the information to evaluate the operation:

- ADSD will provide DAPPS employment and personnel data to the Decennial Census Management Division (DCMD).
- Field Division will provide debriefing reports, administrative manuals, security incident reports, and trip/audit reports to DCMD.
- DCMD will provide schedule and budget data.
- The Field Infrastructure Integrated Project Team (FLDI IPT) is responsible for preparing the study plan, analyzing the data, and preparing the assessment report.

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Viola Lewis Willis	DCEO
Lyndon Christian Johnson	ISSRO
Gayle Marie	FLD

IX. Milestone Schedule

Activity ID	Activity Name	Orig. Duration	Start	Finish
Field Infrastructure Operational Assessment Study Plan (Field Office Administration and Payroll)				
First Draft				
	Prepare First Draft of FLDI Assessment Study Plan	5	7/10/17	7//14/17

2018 End-to-End Census Test Field Infrastructure
Operational Assessment Study Plan – Field Office Administration and Payroll
Final Draft Version 1.0

Activity ID	Activity Name	Orig. Duration	Start	Finish
	Distribute First Draft of FLDI Assessment Study Plan to the Assessment Sponsoring DCMD FLDI Acting Branch Chief	4	7/14/17	7/18/17
	Incorporate DCMD FLDI Branch Chief feedback to FLDI Assessment Study Plan	1	7/18/17	7/20/17
	Submit revised First Draft to DCMD ADC for review	1	7/20/17	7/20/17
Initial Draft				
	Prepare Initial Draft FLDI Assessment Study Plan (Incorporate ADC feedback/ input)	3	7/20/17	7/25/17
	Distribute Initial Draft FLDI Assessment Study Plan to Evaluations & Experiments Coordination Branch (EXC)	1	7/26/17	7/26/17
	EXC Distributes Initial Draft FLDI Assessment Study Plan to the DROM Working Group for Electronic Review	1	7/27/17	7/27/17
	Receive Comments from the DROM Working Group on the Initial Draft FLDI Assessment Study Plan	5	7/27/17	8/3/17
	Schedule the FLDI Study Plan for the IPT Lead to Meet with the DROM Working Group	6	8/3/17	8/11/17
	Discuss DROM Comments on Initial Draft FLDI Assessment Study Plan	1	8/11/17	8/11/17
Final Draft				
	Prepare Final Draft of FLDI Assessment Study Plan	15	8/14/17	9/1/17
	Distribute Final Draft of FLDI Assessment Study Plan to the DPMO and the EXC	1	9/5/17	9/5/17
	Schedule and Discuss Final Draft FLDI Assessment Study Plan with the 2020 PMGB	14	9/6/17	9/25/17
	Incorporate 2020 PMGB Comments for FLDI Assessment Study Plan	5	9/26/17	10/2/17
	Prepare FINAL FLDI Assessment Study Plan	5	10/3/17	10/10/17

2018 End-to-End Census Test Field Infrastructure
Operational Assessment Study Plan – Field Office Administration and Payroll
Final Draft Version 1.0

Activity ID	Activity Name	Orig. Duration	Start	Finish
	Distribute FINAL FLDI Assessment Study Plan to the EXC	1	10/11/17	10/11/17
	EXC Staff Distributes the FLDI Assessment Study Plan and 2020 Memorandum to the DCCO	3	10/12/17	10/16/17
	DCCO Staff Process the Draft 2020 Memorandum and the FLDI Assessment Study Plan to Obtain Clearances (DCMD Chief, Assistant Director, and Associate Director)	30	10/17/17	12/4/17
	DCCO Staff Formally Release the FLDI Assessment Study Plan in the 2020 Memorandum Series	1	12/5/17	12/5/17
FLDI – Field Office Administration and Payroll Assessment Report				
First Draft of Assessment Report				
	Receive, Verify, and Validate FLDI Assessment Data	20	4/3/19	5/1/19
	Examine Results and Conduct Analysis	20	5/2/19	5/30/19
	Prepare First Draft of FLDI Assessment Report (Includes Branch Chief review)	15	5/31/19	6/20/19
	Distribute First Draft of FLDI Assessment Report to the Assessment Sponsoring DCMD ADC	1	6/21/19	6/21/19
	Incorporate DCMD ADC comments into FLDI Assessment Report	7	6/24/19	7/2/19
Initial Draft of Assessment Report				
	Prepare Initial Draft FLDI Assessment Report	8	7/3/19	7/16/19
	Distribute Initial Draft FLDI Assessment Report to Evaluations & Experiments Coordination Br. (EXC)	1	7/17/19	7/17/19
	EXC Distributes Initial Draft FLDI Assessment Report to the DROM Working Group for Electronic Review	1	7/18/19	7/18/19
	Receive Comments from the DROM Working Group on the Initial Draft FLDI Assessment Report	10	7/19/19	8/1/19

Activity ID	Activity Name	Orig. Duration	Start	Finish
	Schedule the FLDI Assessment Report for the IPT Lead to Meet with the DROM Working Group	10	8/2/19	8/15/19
	Discuss DROM Comments on Initial Draft FLDI Assessment Report	1	8/16/19	8/16/19
Final Draft of Assessment Report				
	Prepare Final Draft of FLDI Assessment Report	25	8/17/19	9/23/19
	Distribute Final Draft of FLDI Assessment Report to the DPMO and the EXC	1	9/24/19	9/24/19
	Schedule and Discuss Final Draft FLDI Assessment Report with the 2020 PMGB	14	9/25/19	10/15/19
	Incorporate 2020 PMGB Comments for FLDI Assessment Report	10	10/16/19	10/29/19
Final Assessment Report				
	Prepare FINAL FLDI Assessment Report	10	10/30/19	11/14/19
	Deliver FINAL FLDI Assessment Report to the EXC	1	11/15/19	11/15/19
	EXC Staff Distribute the FINAL FLDI Assessment Report and 2020 Memorandum to the DCCO	3	11/18/19	11/20/19
	DCCO Staff Process the Draft 2020 Memorandum and the FINAL FLDI Assessment Report to Obtain Clearances (DCMD Chief, Assistant Director, and Associate Director)	30	11/21/19	1/3/20
	DCCO Staff Formally Release the FINAL FLDI Assessment Report in the 2020 Memorandum Series	1	1/6/20	1/6/20
	EXC Staff Capture Recommendations of the FINAL FLDI Assessment Report in the Census Knowledge Management SharePoint Application	1	1/7/20	1/7/20

X. Review/Approval Table

Role	Electronic Signature	Date
Fact Checker or independent verifier	Christopher Stephenson	
DCMD ADC	Bryn Johnson	
DROM DCMD co-executive sponsor (or designee)	Deborah Stempowski	
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Associate Director for Decennial Census Programs (or designee) and 2020 PMGB	Lisa Blumerman	

XI. Document Revision and Version Control History

VERSION	DATE	REVISION DESCRIPTION	AUTHOR/ EDITOR
V 1.0	7/14/17	First Draft	Amaka Ndubueze
V 1.1	7/19/17	Post – Review Edits for Acting RTO Branch Chief review	David Buckholtz
V 1.2	7/26/17	Post-ADC Review updates, added study plan and report schedule	David Buckholtz
FINAL V 1.0	8/29/17	Final Draft for PMGB Review; post-DROM review updates	David Buckholtz

XII. Glossary of Acronyms

Acronym	Definition
ACO	Area Census Office
ADC	Assistant Division Chief
ADDC	Associate Director for Decennial Census Programs
ADDP	Associate Director for Demographic Programs
ACSD	Administrative and Customer Services Division
ADSD	Application Development & Services Division
CHEC	Census Hiring and Employment Check

Acronym	Definition
DAPPS	Decennial Applicant, Personnel and Payroll System
DCCO	Decennial Census Communications Office
DCEO	Decennial Contract Execution Office
DCMD	Decennial Census Management Division
DPMO	Decennial Program Management Office
DROM	Decennial Research Objectives and Methods Working Group
DSSD	Decennial Statistical Studies Division
EXC	Evaluations & Experiments Coordination Branch
FLD	Field Division
FLDI	Field Infrastructure
HQ	Headquarters
HRD	Human Resources Division
HSB	Health and Safety Branch
IPT	Integrated Project Team
ISSRO	Information Systems Support and Review Office
LMS	Learning Management System
NPC	National Processing Center
PMGB	Portfolio Management Governance Board
RCC	Regional Census Center
R&M	Research & Methodology Directorate
RTO	Recruiting, Training and Onboarding Branch

XIII. References

U.S. Census Bureau (September 2010), “Study Plan for the Assessment of the 2010 Census Field Office Administration and Payroll,” August 31, 2010.

U.S. Census Bureau (July 2012), “Census 2010 Field Office Administration and Payroll Assessment Report,” July 11, 2012.

U.S. Census Bureau (November 2016), “2020 Census Operational Plan, Version 2,” October 31, 2016.