

**Memorandum for: Office of Management and Budget**

**Department: Commerce**

**Agency: U.S. Census Bureau**

**Subject: 2020 Census - Special Enumerations**

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This memorandum has the objective of describing in full the details of collections for categories of group quarters (GQs) and other special enumerations. Federal Register Notices (FRNs) published to date have provided some background information but have not described fully the scope, flow of activities, collection instruments, burden estimates, and recent program updates for the GQ data collections and other special enumerations. For the sake of presenting a comprehensive picture, these programs will be described in full in this memorandum. In addition, the subsequent planned revision to the 2020 Census package will include these updates.

**Group Quarters Operation**

The 2020 Census Group Quarters operation will enumerate people living or staying in GQs and will provide an opportunity for people experiencing homelessness and receiving service at a service-based location, such as a soup kitchen, to be counted in the census.

The 2020 Census GQ operation consists of the following components:

- GQ Frame Update.
- GQ Advance Contact.
- GQ Enumeration.
- Service-Based Enumeration.

- Military Enumeration.
- Maritime/Military Vessel (Shipboard) Enumeration.

#### *GQ Frame Update*

The 2020 Census GQ Frame Update program supports the 2020 Census enumeration frame development for the 2020 Census Group Quarters Enumeration. Building from the 2010 Census, the GQ frame incorporates updates from the 2020 Census Local Update of Census Addresses, Address Canvassing, and New Construction operations, as well as the Census Bureau’s American Community Survey. Local Update of Census Addresses is described in Federal Register Notice “Local Update of Census Addresses Operation,” November 7, 2016, (Vol. 81, No. 215, pp 78109-78110, FR Doc. 2016-26778), while New Construction is described in Federal Register Notice “2020 Census New Construction Program,” October 5, 2018, (Vol. 83, No. 194, pp 50332-50334, FR Doc. 2018-21698). The Address Canvassing operation is part of the 2020 Census package and has been described in Federal Register Notice “2020 Census,” October 2, 2018, (Vol. 83 No. 181, pp 49535-49539, FR Doc. 21386).

The GQ Frame Update was not fully described in Federal Register Notices. The 30-day Federal Register Notice contained a burden estimate for a GQ Update phase, for which only domestic violence shelter address data collection was described. This phase contained an estimated 7,168 respondents, with an average response burden of 10 minutes and a total burden of 1,195 hours. The current domestic violence shelter estimated totals are shown in Table 1 below. The plans for domestic violence shelter enumeration are described below.

#### *GQ Advance Contact*

The GQ Advance Contact has both in-office and in-field activities. The in-office GQ Advance Contact is an area census office activity in which GQs identified in prior frame update phases are called on the telephone. During the contact, preferred dates and times to visit the GQ are gathered, as well as methods of enumeration, and expected population on Census Day are collected. Special instructions or

concerns related to privacy, confidentiality, and security are also addressed. For cases that staff are unable to contact or resolve during the in-office advance contact, field supervisors make an in-field visit to the GQs to collect this data.

### *GQ Enumeration*

As described in prior FRNs, the GQ Enumeration operation covers all 50 states, the District of Columbia, and Puerto Rico. The GQ enumeration uses a variety of means to collect data in order to maximize efficiency. In-field enumeration methods are In-Person Interview, Facility Self-Enumeration, Drop Off/Pick Up of Questionnaires, and Paper Response Data collection. The first three in-field methods of enumeration provide people residing in GQs with the Individual Census Questionnaire as the paper data collection instrument. Paper Response Data collection refers to an administrator at the GQ providing to the enumerator a spreadsheet or roster with enumeration data for all occupants. This closely resembles the eResponse Data Transfer described below.

A follow-up to ensure quality of enumerations is conducted. This quality assurance step has not been described in prior FRNs. It was included within the burden calculation and the operation schedule for GQ Enumeration but not specifically mentioned.

For the GQ reinterview, area census office management staff assign cases selected for reinterview to clerks. The clerks use a reinterview form for each case in their reinterview workload and telephone each GQ to confirm that the enumerator visited the correct facility at the correct address. The reinterview also determines if the enumerator obtained a population count within a pre-defined acceptable range of the count provided by the GQ contact.

Reinterview responses are then compared to the initial responses. If a response is satisfactory, no further work is required. If a response is unsatisfactory, management will conduct an investigation into the cause. Some outcomes may result in additional data collection. If errors occurred or if

falsification by the enumerator occurred, the case may be sent out for rework. Also, if falsification occurred, all cases worked by that enumerator will be reinterviewed.

#### *GQ Enumeration— eResponse Data Transfer*

The GQ eResponse leverages electronic data transfers from GQ administrators to the Census Bureau. Client-level data from systems maintained by GQ administrators will be transferred to a standardized Census Bureau secured system that will accept electronically submitted data in a standardized template. These data will be accepted in lieu of the use of the Individual Census Questionnaires if the data are deemed to be of sufficiently high quality and completeness.

#### *Domestic Violence Shelters*

Domestic violence shelters are facilities for those seeking safety from domestic violence. Domestic violence shelters are enumerated using special procedures and specially trained personnel. These special procedures include inviting members of the National Coalition Against Domestic Violence state coalitions to participate in the 2020 Census Group Quarters Update Program to create a comprehensive and current address listing for domestic violence shelters. Due to the sensitive nature of these places, the Census Bureau has assured the service providers that we will not disclose name, address, or any other type of information about the facility or the people staying there to anyone other than on a “need to know” basis. In order to protect the integrity of these locations, it will be necessary to have individuals designated to be the recipient of this information and to personally implement the procedures. These special procedures are designed to protect the safety and security of respondents being enumerated at these locations.

The procedures for enumerating at domestic violence shelters were described at a high level in the presubmission FRN. The process for collecting the addresses was added to the 30-day FRN. It is the only component of what was described as GQ Update in the 30-day FRN burden table and Supporting Statement A schedule.

### *Service-Based Enumeration*

The Service-Based Enumeration (SBE) is specifically designed to approach people using service facilities because they may be missed during the traditional enumeration at housing units and group quarters. SBE was described in both the 60-day FRN and the 30-day FRN, and it was included in the schedule in Supporting Statement A. It was inadvertently omitted from the burden table.

### *Military Enumeration*

Military installations are fenced, secured areas used for military purposes that include living quarters such as housing units and group quarters for military, civilian, and non-Department of Defense-affiliated personnel. Residents living in housing units on military installations will have the opportunity to respond to the census through the internet or by mail or telephone (just like residents who do not live on installations). The enumeration methodology at all military GQs (barracks, military treatment facilities with assigned patients, military disciplinary barracks and jails, and military vessels) will be implemented under the GQ operation. Residents living in GQs will be enumerated during the GQ enumeration, using the same set of enumeration options.

### *Maritime/Military Vessel Enumeration*

A maritime vessel is defined as a United States-flagged vessel with people who live or stay aboard for extended periods of time and sail from or to a United States port. A military vessel is defined as a United States Navy or United States Coast Guard vessel assigned to a home port in the United States. Maritime and Military Vessel Enumeration is a mailout-mailback operation to enumerate people who live or stay aboard and will not have any other opportunity to respond in time to be included in the 2020 Census.

The response burden for military installations and maritime and military vessels is included in the GQ enumeration count.

## **Enumeration at Transitory Locations Operation**

The goal of the 2020 Census Enumeration at Transitory Locations (ETL) operation is to enumerate individuals in occupied units at transitory locations (TLs) who do not have a Usual Home Elsewhere. A TL is composed of living quarters where people are unlikely to live year-round, due to the transitory/temporary/impermanent nature of these living quarters. TLs include recreational vehicle parks, campgrounds, racetracks, circuses, carnivals, marinas, hotels, and motels.

The 2020 Census ETL operation consists of the following components:

- TL Frame Update.
- TL Advance Contact.
- Enumeration.

The description of the ETL operation Advance Contact and Enumeration phases was included in the 60-day FRN but inadvertently omitted from the 30-day FRN. These phases were included in the burden table and the schedule. The TL Frame update was not included in prior documents.

### *TL Frame Update*

The 2020 Census TL Frame Update program supports the 2020 Census enumeration frame development for the 2020 Census ETL operation. The 2020 Census TL Frame Update is being implemented to ensure that the 2020 Census enumeration frame is complete and to provide an opportunity for enumeration of people residing at TLs. Building from the 2010 Census, the TL frame incorporates updates from the Local Update of Census Addresses, Address Canvassing, and New Construction operations. The design of the program ensures that the 2020 Census enumeration frame is updated by using specialized procedures to update the addresses for the following types of locations:

- Carnival and circus locations.
- Hotels and motels.

Carnival and circus research is a telephone solicitation of carnival and circus operators. Scheduled dates and corresponding addresses for shows that will occur during ETL enumeration are collected. In addition, hotel and motel research is a telephone solicitation of hotels/motels to inquire if a hotel or motel has any rooms occupied by people who live or stay there most of the time or if that hotel/motel is used entirely to house people experiencing homelessness. The current carnival/circus, and hotel/motel contact frame development estimated totals are shown in Table 1 below.

#### *TL Advance Contact*

The TL Advance Contact has both in-office and in-field activities. The in-office TL Advance Contact is an area census office activity in which TLs identified in frame update steps are called on the telephone. Address verification, TL type, number of spaces or units at the TL, and other advance information to support the ETL operation in the field will be collected. For cases that staff are unable to contact or resolve during the in-office advance contact, field supervisors make an in-field visit to the TLs to collect this data.

#### *TL Enumeration*

The 2020 Census ETL operation covers all 50 states, the District of Columbia, and Puerto Rico. Enumerators canvass a transitory location in one visit to enumerate at occupied transitory units. Respondents at a TL who do not have a usual home elsewhere are counted where they are enumerated in ETL.

Table 1 below shows the complete burden estimate for the Special Enumerations. The changes to these estimates from what was published in the 30-day FRN are:

- The expansion of the GQ and TL Update Programs into domestic violence shelter address collection, carnivals/circuses address collection, and hotels/motels address collection.
- The addition of the Service-Based Enumeration data collection.

Italicized entries indicate burden that was not fully described in previous FRNs.

Table 1

<b>2020 Census Operation or Category</b>	<b>Estimated Number of Respondents</b>	<b>Estimated Time per Response</b>	<b>Total Burden Hours</b>
Group Quarters and Transitory Locations			
Frame Update Program – 30-day FRN included 7,168 respondents and 1,195 burden hours			
<i>Domestic Violence Shelter address collection</i>	57	20 minutes	19
<i>Carnivals/Circuses address collection</i>	450	10 minutes	75
<i>Hotels/Motels address collection</i>	55,000	10 minutes	9,167
GQ Advance Contact (facility)	297,000	10 minutes	49,500
GQ Enumeration – eResponse (facility)	14,300	20 minutes	4,767
GQ Enumeration – person contact	8,000,000	5 minutes	666,667
<i>Service-Based Enumeration</i>	800,000	5 minutes	66,667
Domestic Violence Shelter Enumeration	0*	NA	
Group Quarters QC/Reinterview	8,500	5 minutes	708
TL Advance Contact	50,000	10 minutes	8,333
Enumeration at Transitory Locations	600,000	10 minutes	100,000
Military Enumeration	0*	NA	
Maritime and Military Vessel Enumeration	0*	NA	
Totals			
<i>Increase to Special Enumerations burden</i>	848,339		74,733
Special Enumerations Subtotal	9,825,307		905,903

\*Included in GQ enumeration – person contact

*Respondent's Obligation:* Voluntary for domestic violence shelter address collection, carnival/circus address collection, hotel/motel address collection; Mandatory for GQ Advance Contact, GQ Enumeration, SBE Enumeration, Domestic Violence Shelter Enumeration, Group Quarters QC, TL



Advance Contact, Enumeration at Transitory Locations, Military Enumeration, and Maritime and Military Vessel Enumeration.

Table 2 summarizes how the various phases of these stages were discussed in prior OMB materials.

Table 2

<b>Topic</b>	<b>60-day FRN description</b>	<b>30-day FRN description</b>	<b>Burden table</b>	<b>Schedule in Supporting Statement A</b>
GQ and TL Update	Not included	Only DVS Frame Included	30-day has 1,195 hours total	2/1/19 – 4/3/19
DVS Frame	Not included	Included as GQ Update	Included as GQ Update	Included as GQ Update
Carnivals/circuses	Not included	Not included	Not included	Not included
Hotels/Motels	Not included	Not included	Not included	Not included
GQ Advance Contact	Included	Included	49,500	2/3/20 – 3/6/20
GQ QC/reinterview	Not included	Not included	708	Included (collapsed with GQ Enumeration)
Service-Based Enumeration	Included	Included	Not Included	3/30/20 – 4/1/20
Military Enumeration	Included	Included	Included in GQ Enumeration	Included in GQ Enumeration and not described
Maritime/Military Vessel Enumeration	Included	Included	Included in GQ Enumeration	Included in GQ Enumeration and not described
Enumeration at Transitory Locations	Included	Not included	100,000	2/24/20 – 5/4/20
TL Advance Contact	Included	Not included	8,333	Included (collapsed with ETL)