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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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