

Procedures for Identifying and Tabulating Unauthorized Immigrants as Defined in the Presidential Memorandum

Briefing
August 17, 2020



Predecisional; internal use only

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Overview

- Post data collection processing
- Presidential Memorandum teams and data stewardship
- Flowchart of steps needed to complete Presidential Memorandum work and timing
- ICE detention centers tabulation
- Admin records available
- Processing the CUF through the PVS and matching to admin records
- Rules for assigning status
- Quality assurance of the unauthorized immigrant counts
- Communication strategy decision

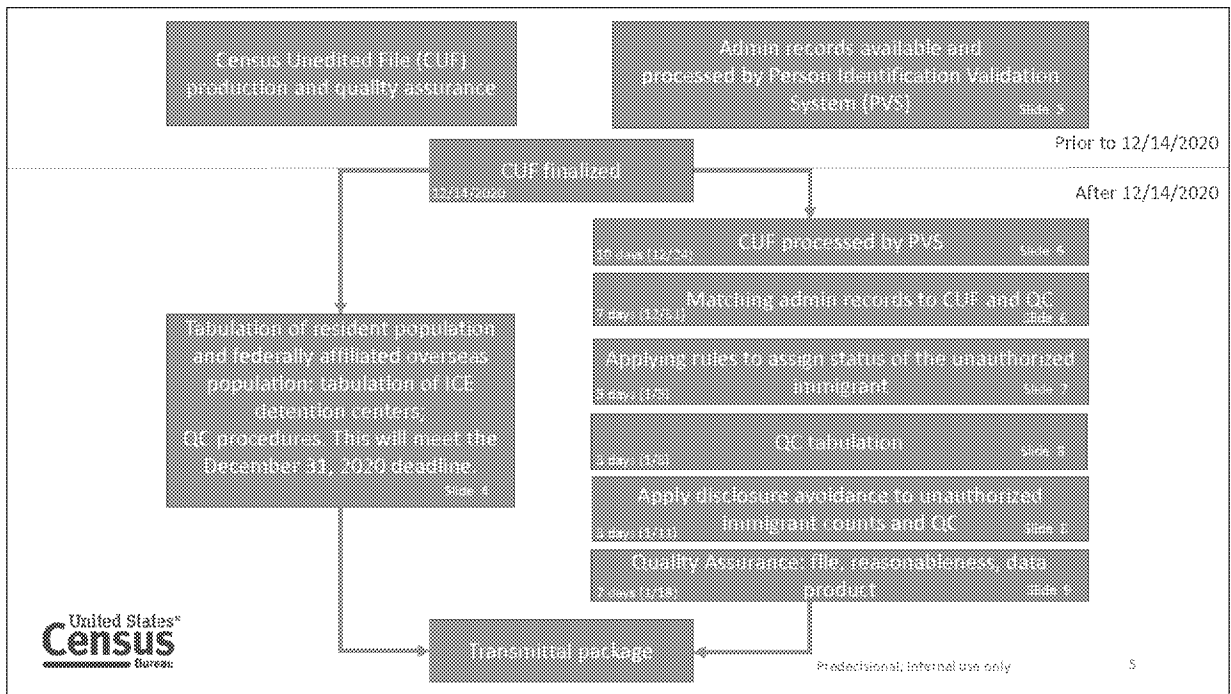
Post Data Collection Processing

- Post data collection processing is a complex operation that includes several divisions (Decennial Census Management Division; Decennial Information Technology Division; Decennial Statistical Studies Division; Geography Division; Population Division; Social, Economic, and Housing Statistics Division) who all have unique roles in the process.
- Example of some of the activities in this operation include:
 - Geocoding all addresses, meaning that it codes each address to the block level so that it is properly reflected in the correct geography. This geography will form a backbone for all remaining processing.
 - Ensuring that responses from households that responded without the unique identifier or who responded from a previously unidentified address are assigned to the correct location.
 - Merging and standardizing the format of data received from different sources, including mail-in, phone, or internet self-responses; nonresponse follow-up information provided to an enumerator; and “special operations” such as group quarters. This includes clerical coding of write-in responses.
 - De-duplicating data from households who may have responded multiple times in order to avoid “double counting.” This includes reviewing instances where a household provided different information across multiple responses, and determining what information should be counted as part of the official record.
 - Performing statistical techniques to account for missing housing unit status and household size information.
 - Processing the counts for military and civilian personnel working for the federal government and their dependents living overseas as part of the Federally Affiliated Count Overseas operation.
- At each step of the process, experts conduct and document rigorous quality assurance to look for errors in processing or tabulation, including evaluating the data at multiple levels of geography against benchmark data to ensure demographic reasonableness of data.

Presidential Memorandum Teams and Data Stewardship

- **Presidential Memorandum (PM) Implementation**
 - **PM Team**
 - Team Leads – Chief Scientist and Chief Demographer
 - Includes experts on admin records, demographers, economists, and statisticians
 - Builds on the experience of the CVAP team using data sets from the EO
 - **PM Executive Guidance Group (EGG)**
 - Chair – Director
 - Members – Cogley, Jarmin, Abowd, Creech, Fontenot, Jones, Lamas, Smith, and Velkoff
 - EGG provides guidance to the PM team
- **Data Stewardship Executive Policy Committee (DSEP)**
 - **Membership**
 - Chair – Deputy Director/Chief Operating Officer
 - Members – Associate Directors for Decennial, Demographic, Economic, Field, and Research and Methodology; CIO; Chief of Staff; Assistant Directors for Communication and R&M; Chief of PCO; Chief Privacy Officer; Two at large members
 - **Mission**
 - Ensures the Census Bureau maintains its commitment, by fulfilling the legal, ethical, and reporting obligations levied by Title 13 of the U.S. Code, the Privacy Act, and other applicable statutes, including those of governmental and other suppliers of data to the Census Bureau





Tabulating ICE Detention Centers

- Inmates in ICE detention centers were counted as part of the Group Quarters enumeration process.
- When we have the final CUF, we will tabulate these data to create a count of inmates in ICE detention centers for each state.
- This tabulation can be done by the December 31, 2020 deadline.
- We need to make a decision about whether all inmates are unauthorized. In order to distinguish who is unauthorized, record linkage to the CUF is required pushing this past December 31.

Administrative Record Sources

- The administrative record sources include
 - SSA Numident
 - State Department U.S. passports and Worldwide Refugee Admissions Processing System (WRAPS) refugee data
 - USCIS naturalization certificates, lawful permanent residents, refugees, asylees, Deferred Action for Childhood Arrivals (DACA), Special Immigrant Juveniles (SIJ), and lawful permanent resident pending applicants and denials
 - CBP Arrival and Departure Information Systems (ADIS)
 - ICE Student Exchange Visitor Information System (SEVIS) student and exchange visa holders and Enforcement and Removal Operation (ERO) data
 - Department of Interior Incident Management Analysis Reporting System (IMARS) and Law Enforcement Management Information System (LEMIS) data
 - Personal tax identifiers in the range reserved for Individual Taxpayer Identification Numbers (ITINs), which is public information
- These records will be put through the PVS process to assign Protected Identification Keys (PIK) prior to December and will be ready for matching when the CUF is available.

Processing the CUF through the PVS and Matching to Admin Records

- First we process the CUF through the PVS
 - Each of the 50 states plus DC will be run through the PVS programs. The process includes over 20 passes for each state in order to assign PIKs.
 - A team will check the quality of the identifiers and review for any errors due to the PVS process.
 - The final step includes generating the crosswalk of protected identification keys (PIK) for each state.
- Next we link the CUF to the admin records
 - We have over two dozen unique administrative record files and each file will be separately compared to the CUF looking for a matching PIK.
 - Pertinent information on authorization status will be maintained on a consolidated file.
 - Once each administrative record file has been processed against the CUF, the data will need to be reconciled for any inconsistencies between administrative record files regarding status.
 - Once those issues are identified and resolved, a final file will be ready for processing.

Assignment Rules

We will apply a series of rules to individuals who have a match between the CUF and admin records to assign an authorized/unauthorized status as of April 1, 2020.

It is possible for admin records to have multiple statuses for an individual (e.g., people who enter in an unauthorized status can be given legal status such as refugee; a student on a visa could overstay their visa and become unauthorized).

If definitive admin records show that someone is a citizen, we assign this person citizenship status. This is the reason that we must use all admin records in the process.

People will be classified as an unauthorized immigrant if they are enumerated in the census and match to an admin record that has a clear indication that they are here illegally as of April 1, 2020.

For each state and DC, we will only tabulate unauthorized immigrants who link directly to a census record. Records that do not match are out of scope.



Quality Assurance on Assignment Rules and Disclosure Avoidance

- Assignment rules will be independently double-programmed (concurrently) and compared to ensure data quality standards.
- Staff will need to investigate any obvious errors and resolve these issues. Since solving these puzzles is not always straightforward, we estimate this step will take three days.
- We will apply disclosure avoidance and then produce the final table of unauthorized immigrants.

Quality Assurance of the Unauthorized Immigrant Counts

After disclosure avoidance is applied, we will do quality assurance of the tabulated unauthorized immigrant counts:

1. Verify file (e.g., does every state have an count?)
2. Data reasonableness review. Typical process: (1) Compare current-year estimates to prior-year estimates (2) Compare to other, similar estimates (benchmarks).
 - No recent Census Bureau estimates of unauthorized immigrants in decennial censuses.
 - Compare to estimates of unauthorized immigrants from Pew Research Center (Pew 2018), Center for Migration Statistics (Warren 2018), and Office of Immigration Statistics (OIS 2018). Specifically, compare levels and rough rank-ordering of states.
3. Produce a table of the unauthorized immigrants for each state and DC and provide to the Secretary.

Communication Strategy Decision

- The Census Bureau typically is transparent about methodologies used for data products. We need to decide how to publically communicate the methodologies used to create these tabulations and when to do this communication.
- We recommend that we do a federal register notice on the methodology because transparency requires that the American public understand how we derived the counts of unauthorized immigrants and have the opportunity to comment on that methodology.